





## 2. ALTERNATIVES

### Introduction

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. In this GMP, the different options to achieve a new vision for the park are called alternatives. Alternatives provide reasonable and achievable ways to describe what the park could become under management scenarios with different priorities. They offer different ways of sharing Paterson's stories, providing educational experiences at the park and within the surrounding NHL district, and for managing the park's natural and cultural resources. These choices enable the NPS, partners, and others to assess the positive and negative aspects of each alternative.

### How the Alternatives Were Developed

The combined efforts and contributions from many partners and stakeholders have led to development of three management alternatives for the park, described in this section of the GMP. The NPS planning team led the effort to develop the alternatives with involvement from the city of Paterson, the park's federal advisory commission, government agencies, academic institutions, stakeholder groups, local residents, park users, interested individuals and NPS staff. The process involved a series of planning steps and many collaborative meetings with the partners and stakeholders, as well as with the public during a formal scoping process that began in fall 2011 (see chapter 5). Preliminary concepts for the alternatives were presented to the park's federal advisory commission in winter 2013 and were discussed and debated during public commission meetings over the ensuing year. NPS consulted with representatives of city agencies, the PVWC and NJDEP on the draft management alternatives.

Crafting the alternatives involved study and analysis of the park's resources and significance, the ways visitors use the park, and the needs of the community. The NPS planning team also considered findings of relevant plans, such as the Great Falls State Park Master Plan (NJDEP 2008), the Greater Spruce Street Neighborhood Plan (Paterson 2012) and the Paterson Master Plan (Paterson 2014). Many good ideas and suggestions were heard during the planning process, but were not included in the alternatives because they were too specific for a GMP that is more general in character. The NPS and partners would reconsider these good ideas and suggestions in subsequent implementation of the approved GMP.



### Common Management 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—would continue and new partnerships would emerge as the NPS and partners build relationships with others to implement management actions in the approved GMP. Common to the alternatives is a partnership management framework that will guide collaboration between NPS and partners.

## 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 (appendix A). As the primary park manager, the NPS would:

- 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 the partners to co-develop and co-maintain facilities, visitor services, and interpretive media and programming in the park that enhance 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 would 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 would facilitate and maintain partnership opportunities by incorporating partnership development into every aspect of meeting its overall management responsibilities. This would 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 would 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 would 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, would guide decisions to establish partnerships. NPS would first define the management need and objectives; then it would ask if a partner could assist in meeting those objectives, or if working with a partner would improve park management's capabilities, the process or the level of community engagement. NPS would seek out partners who are the most qualified and capable of meeting the objectives.

### Technical Assistance

In all alternatives, NPS would provide technical assistance in the park and in the NHL district, as mandated in the park's enabling legislation (appendix A). Within this technical assistance area, NPS would 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 would 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 would generally include professional staff time, research, grant writing and assistance with obtaining funding for projects.

## Role of the Partners

Partners would 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 would 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 would bring their resources, skills and energy to specific management challenges. For each effort the partners would agree on the desired outcomes and the work to be accomplished through the partnership to achieve those outcomes. Partnerships would vary in terms of the need for a formal written agreement. Some would 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.

Fig. 2.1 Park Partners



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 (appendix B). 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 would 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 NPS and PVWC would likely seek to enter into an agreement outlining potential land transfers to NPS, 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 would 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. In the future the NPS and the Paterson Public Schools would 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 (appendix A).

**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. The site consists of a closed single-story structure and paved lot that will be demolished in the future. The NPS Olmsted Center for Landscape Preservation provided technical assistance with the rehabilitation design of the site to ensure its consistency with design guidelines for the NHL district. A future agreement would address how the rehabilitated pocket park would be maintained either by the city and/or NPS. The state of New Jersey would 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.

### **Friends Groups, Interpretation, Education and Programming Partners**

Many organizations would support the park by providing resource management, fundraising, interpretation, education, and programming functions. In most cases these activities would be formalized through an agreement with the NPS.

Friends groups are nonprofit organizations that assist or benefit parks and other places in various ways, such as by providing volunteer services, assisting with resource management and preservation, conducting fundraising efforts and publicizing important issues. Funding to support the activities of friends groups come from donations, and often to a lesser extent, earned income.

#### **Hamilton Partnership for Paterson.**

The Hamilton Partnership for Paterson is the park's official friends group. The group's mission is "...to enhance the educational, social, and economic benefits of the new Paterson Great Falls National Historical Park for the city, the state, and the nation." The friends recognize the park as "the most important public strategic initiative for Paterson in generations" and that through education, collaboration and advocacy visible change will occur in the park more quickly.

**Friends of Hinchliffe Stadium.** The Friends of Hinchliffe Stadium is the stadium's friends group. The group's mission is "to preserve and revitalize Hinchliffe Stadium as a great sports venue and centerpiece of a great and thriving city." The friends' goal is "to be a community partner in helping restore [the stadium] as a working, linchpin piece of a vital North Jersey urban community ...keep[ing] this great place alive by keeping its history alive and by helping revision its future in the larger setting of the city and the region."

**Eastern National.** Eastern National is a nonprofit cooperating association that supports NPS's interpretive and educational mission at over 150 units of the national park system. Eastern National provides various services, primarily by procuring, distributing and selling educational material in retail outlets located in the park units. It also can provide an assortment of services including supplemental funding for land and artifact acquisitions, special events, educational and interpretive programs, and research grants. At Paterson





Native American Program

Great Falls NHP, Eastern National has a cooperative agreement to operate an educational museum store at the park's primary visitor contact station.

**Paterson Museum.** The Paterson Free Public Library within the Paterson Department of Community Affairs operates the Paterson Museum, currently located in the Rogers Locomotive building. The museum provides interpretive exhibits and programming and orientation to the park and NHL district. The museum staff also operates the park's primary visitor contact station in partnership with national park staff.

**New Jersey Community Development Corporation.** The New Jersey Community Development Corporation (NJCDC) is a private nonprofit community development and social service agency founded in 1994, focused in the city of Paterson, with a mission "to create opportunities to transform lives." NJCDC has entered into an agreement with the NPS to facilitate public access to the park and to foster knowledge of the core mission of the NPS. Through educational programs, the NPS works with the NJCDC to develop conservation-based educational programs for Paterson youth. In partnership with the national park, the NJCDC manages the Great Falls Youth Corps, a summer program for local high school students which works

on projects to improve the appearance of the park and provide visitor services including guided tours and general park information.

**William Paterson University.** William Paterson University and Paterson Great Falls NHP are working together to generate greater use of the park's historical, cultural and natural resources for educational purposes. Under a general agreement, the park provides internship opportunities for William Paterson students and hosts university presentations, lectures, courses, and events in the park. In addition, William Paterson University seeks to involve highly qualified faculty and students in collaborative programs with the park, especially those designed to promote and make accessible to the public a deeper understanding of the interpretive themes of the park and its surroundings.

**Other Partners.** Numerous other partnerships have resulted in special interpretive programs and events in the park developed by Montclair State University, the Passaic River Institute, Passaic Valley Sewerage Commission, Passaic County Community College, the Student Conservation Association, and others. NPS would continue to enter into agreements for these kinds of projects, as suitable opportunities arise.

## 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 would assist the NPS with managing the park's natural resources. These partners would 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 would address needs for natural resource protection, restoration, remediation, and flood hazard and risk reduction. The NPS and partners' level of involvement would take many forms, such as a partnership role, technical advisor role, or general stakeholder role. Agreements would 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 would 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 EPA, FEMA 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.

## Partners to Enhance Visitor Safety

Providing a safe visitor experience would, 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 would 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, NJ DEP, and appropriate federal agencies would 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 would be working collaboratively with others to enhance community character in the park vicinity and to enhance access to the park. These collaborations would 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 would take many forms, such as a partnership role, technical advisor role, or general stakeholder role. Potential partners would include the city of Paterson, Passaic County, state of New Jersey, the private development community, and nonprofit organizations with an interest in community revitalization, such as the NJCDC and the Hamilton Partnership for Paterson.

#### **Partners in Promoting and Marketing the Park**

Growing park audiences and attracting new visitors

to the park would be a focus of future partnership relationships with local, county and state tourism organizations. These collaborations would 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 would include the city of Paterson, the Passaic County History and Tourism Board, Visit NJ (the NJ Division of Travel and Tourism), and the region's future destination marketing organization, as recommended in the recently completed Heritage Tourism Element of the Passaic County Master Plan (Passaic County 2013).

#### **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 would 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 would encourage businesses to engage with the park in providing services such as food, beverages, lodging and retail.

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

#### **Role of the Federal Advisory Commission**

The Paterson Great Falls NHP Advisory Commission would assist the NPS with overall implementation of the park's GMP. Commission membership would evolve to broadly represent the primary areas of management needs in the park. Subcommittees would form to provide advice on particular park needs. As established in the park's enabling legislation (appendix A), 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 terminate.



## The Alternatives

The alternatives include a “no action alternative” and two “action alternatives”. The “no action alternative”, alternative A, assumes continuation of current management direction and provides the baseline for comparing the impacts of implementing the action alternatives. The “action alternatives”, alternatives B and C, reflect how the NPS and partners would manage the park to achieve different visions for its future. The concepts for the three alternatives are summarized in table 2.1.

Alternative	Concept
<b>Alternative A Establishing a New National Park (no action alternative)</b>	<p>Visitors experience the park primarily through independent park exploration and passive recreation. Primary destinations are Mary Ellen Kramer and Overlook Park—with views of the Great Falls and the Passaic River—the Paterson Great Falls NHP Welcome Center, and the Paterson Museum. Some visitors explore the park on trails above the falls and in Upper Raceway Park.</p>
<b>Alternative B Landscape Exploration</b>	<p><b>Concept: Through a multisensory experience, visitors explore the park, learning about the resources that fueled America’s early industrial development and enjoying contemporary recreational pursuits amid the landscape setting.</b></p> <p>Visitors actively explore the entire park, enjoying its natural resources and cultural landscapes for contemporary recreational pursuits while learning about how those resources fuelled America’s early industrial development.</p> <p>A multisensory experience highlights 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.</p> <p>Natural and cultural landscapes offer enhanced opportunities for scenic views, recreation, learning through interpretive and educational programs, and community building through arts and cultural celebrations.</p>
<b>Alternative C Industrial Heritage Immersion</b>	<p><b>Concept: Through interpretive programming and rehabilitation of historic resources, visitors are immersed in the historical setting, and explore the park with a focus on learning about its industrial heritage.</b></p> <p>Visitors actively explore the entire park with a focus on learning about its industrial history.</p> <p>A learning experience highlights the national significance of Paterson’s history beginning with the city’s founding as part of Alexander Hamilton’s vision for American economic independence and innovation, and continuing through today.</p> <p>Rehabilitated historic sites, historic structures, and cultural landscapes, together with the NHL District, Great Falls and the Passaic River chasm, provide the setting for more interpretive experiences, educational programs, visitor services, and special events that celebrate history.</p>

## Alternative A: Establishing a New National Park (no action alternative)

### Overview

In alternative A, NPS and partners would continue working together to preserve resources, engage visitors and cooperatively manage park areas generally as they do today. The primary visitor experience would be through self-guided tours, independent park exploration and passive recreation. Mary Ellen Kramer Park, Overlook Park—with views of the Great Falls and the Passaic River—and the nearby Welcome Center and the Paterson Museum would continue to be the primary destinations in the park. Some visitors would explore the park on trails above the falls and in Raceway Park, using self-guided interpretive materials or on NPS and partner-guided tours. Some visitors would also explore the adjoining NHL district and participate in cultural events.

Interpretive and educational programming, facilities and staffing would generally continue at current levels. Collaboration with partners would facilitate ongoing programs and activities related to interpretation and education, visitor services, and protection of the park's cultural and natural resources. New projects would include those that are already approved and funded by the partners at, Overlook Park, the S.U.M. Hydroelectric Plant, the ATP Site and Hinchliffe Stadium.

### Visitor Experience

Before arriving, visitors would likely obtain information about the park's history, trip planning, and available tours from the park and partners websites. Once at the park, visitors would receive additional information at the Paterson Great Falls NHP Welcome Center and the Paterson Museum. Staff from the NPS and the city would help visitors plan their visit to the park and NHL district, providing brochures, information about organized tours, and self-guided tour information. Exhibits would introduce visitors to Paterson's industrial and cultural history. Restrooms would be located at the Welcome Center and the Paterson Museum. Parking would be available at the Welcome Center, the Paterson Museum and Overlook Park.

Visitors would continue to tour the park using self-guiding brochures, or on NPS and partner guided tours, following the network of existing sidewalks and park trails, generally exploring two areas of the park:

- **Great Falls Area.** The primary visitor experience would focus on the park's scenic river and falls views. In the Great Falls area, visitors to Overlook Park and Mary Ellen Kramer Park would enjoy views of the Great Falls, the Passaic River, and ruins of historic mill structures at the former ATP site. Landscape and facility improvements at Mary Ellen Kramer Park and Overlook Park would enhance the visitor experience by improving trails, providing restrooms, and rehabilitating parking areas.
- **Raceway Area/Paterson Museum.** Visitors would be encouraged to visit Upper Raceway Park and the Paterson Museum. They would explore the upper raceway area via a trail running along the raceway, learning about the raceway system engineering components and adjoining historic mill structures from several small waysides. From the park they would easily follow city sidewalks to the Paterson Museum where exhibits, interpretive programs, and educational programs tell Paterson's stories, focused on historical events that occurred in the park and the NHL district.

Many visitors, particularly those who reside in local neighborhoods and who are frequent visitors to the park, would continue to use the park for recreation activities, such as hiking, biking, picnicking, and fishing. Most recreational use would occur within the Great Falls area.

Interpretive programs would continue at current levels. Visitors would be encouraged to learn about Paterson's history at the Paterson Museum, as well as through the use of digital and printed media and self-guided tours. Through its signature publications and brochures, the NPS would bring the story of America's first planned industrial city from Paterson to an expanded national audience. The park would also offer some interpretive programming online, through park partners, and by scheduled appointment. New wayside exhibits and other interpretive media would continue to be





Photo courtesy of Mark Hillinghouse

developed and installed at major viewpoints and along trails, as funding becomes available.

The NPS would maintain a high focus on educational outreach programs in the park through partnerships with local school systems and others. Park staff would continue to engage in educational activities with school groups on-site and in classrooms. Youth related special events, focusing on areas such as industrial history, water science and river recreation, would continue to occur at the park or with park staff.

Partners—such as NJCDC, William Paterson University, and the Hamilton Partnership for Paterson—would continue to assist with providing interpretive and educational programming in the park and the NHL district. The NPS would provide technical assistance with development of programs.

### Cultural Resource Management

Cultural resource management actions within the park would focus on stabilizing historic structures and protecting views of the park's historic structures. At the

ATP site historic structures would continue to be closed to the public.

The city of Paterson, NJ DEP, and PVWC would continue to manage their properties within the park boundary in accordance with their own organizational mission and existing agreements with the NPS. Ground disturbing activities potentially affecting cultural landscapes, historic structures, and archeological resources would occur in compliance with applicable local, state and federal historic preservation laws. The NPS would continue to work with and provide technical assistance to the city, NJDEP, and PVWC regarding project design, emergency maintenance, and stabilization pertaining to cultural resources within the park boundary.

NPS would manage the cultural resources on the lands it owns in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (NPS 1995, as amended), *NPS Management Policies* (NPS 2006b), and *NPS-28: Cultural Resource Management Guideline* (NPS 2002). Ground-disturbing activities on NPS owned land would be monitored for

archeological disturbance and NPS protocols and policies for archeological resources would be followed. Privately owned collections of cultural and natural artifacts and archival materials related to the park would continue to remain in private ownership or be deposited with organizations or institutions at the discretion of property owners. The park would continue to coordinate with the NPS Northeast Region Museum Services Center or nearby units of the national park system units for assistance with management records and items that are found on NPS land during compliance and construction activities.

Completion of an ethnographic overview and assessment would provide the park with an initial comprehensive background study of the types, uses, and users of the park's resources that are known to be or thought to be traditionally associated with contemporary groups of people in the city of Paterson or elsewhere. The city of Paterson, with support from the NPS, would continue to implement measures to ensure that the future uses of land within the NHL district are managed to preserve and interpret the district's historic, cultural and natural resources, pursuant to the park's enabling legislation, and as required in section 5(B) of the general agreement (appendix B).

### **Natural Resource Management**

Natural resources in the park would continue to be minimally managed by NPS and partners. Natural resource surveys and studies by partner public agencies and educational organizations would continue to provide baseline data on resources. NPS and partners would continue to work towards developing partnerships with state, regional, and local watershed and water quality agencies to protect and preserve the water quality in the Passaic River watershed. Agreements and permits related to Passaic River flow regulation would remain in place. Recent soil remediation efforts would continue at the ATP site. As a result of storm events, minor flooding associated with defects in the integrity of the raceways would continue. Along the length of the former ATP site shoreline, reconstruction of the river wall and construction of the adjoining river walk would stabilize the shoreline.



### **Maintenance and Operations**

The primary focus for NPS staff would continue to be developing visitor facilities and programs, providing technical assistance to partners for projects within the park boundary and NHL district, establishing new partnerships, and coordinating with local school systems and educational institutions to strengthen and expand educational opportunities. Park administrative offices would continue to be located in the S.U.M. Administration Building. NPS park staff would rely on administrative and maintenance support from professionals at other nearby units of the national park system and the NPS Northeast Region office, park partners, volunteers or contractors, as needed.

The city of Paterson and PVWC would continue to maintain park facilities and landscaped areas on their properties. The city of Paterson would continue to provide law enforcement and emergency services in the park. Safety checks and law enforcement patrols would remain at existing levels. The Great Falls Youth Corps would continue to assist with beautification, landscaping, and general maintenance.



## The Action Alternatives Elements Common to Alternatives B and C

Some common elements related to interpretation, visitor experience, and natural and cultural resource management would be incorporated into both alternatives. While these elements are common to alternatives B and C, how they are implemented and the emphasis placed on certain actions would differ based upon the vision and overall concept for the alternative.

- **Interpretive and Thematic Framework.** A new interpretive framework would guide development of the park's visitor experience in alternatives B and C. Stories would be told in the park's primary and secondary interpretive focus areas, based on a new set of interpretive themes and reflecting a new set of desired conditions and interpretation philosophy.
- **Management Goals and Examples of Future Actions.** Management goals in four areas—visitor experience, natural and cultural resource management, and climate change would guide how NPS and partners accomplish the park's purpose and protect the park's fundamental and other important resources and values. For each goal, examples of future actions inform how the goal would be accomplished.
- **Management Areas for the Action Alternatives.** Future park management would focus on achieving desired conditions in four management areas: the Scenic Falls and River Area, the Historic Immersion Area, the Evolved Industrial Landscape Area and the Community Cultural Heritage Area.

The following four sections of the GMP provide more specific management direction for each of the above elements that are common to alternatives B and C.

### Interpretive and Thematic Framework

A new interpretive and thematic framework would 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 would 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 would 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
- 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 feeling that their time was well spent
- develop a sense of appreciation and responsibility that would 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**

As part of developing this GMP, NPS staff reached out to visitors, scholars, educators, and partners to imagine and plan for a meaningful interpretive experience at the park. From these conversations evolved the following guidelines for interpretation at the park:

- **History First.** Paterson Great Falls NHP is a historical park. As such, history is the park's most fundamental resource and 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.
- **Audience Characteristics.** This GMP assumes as a core value that all of the park's different audiences would be served by interpretive and educational exhibits and programs: different types of visitors would encounter and engage the park's resources in very different ways. For example, destination visitors would almost certainly visit the Welcome Center and participate in one of the park tours. By contrast, recreational users, who typically visit the park frequently, would 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 would utilize technological innovations in communications such as smartphone applications to help people learn about and locate the park prior to arrival. The park would continue to pursue improved mapping capabilities to enable visitor trip planning, integrated interpretive information and route planning, and other interactive tools. These ongoing improvements would be both online and at park and gateway sites. These website improvements would facilitate a broader understanding of park resources and the full array of transportation modes available to access them. Online trip planning would 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.

### **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:

## 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. Interpretive themes for Paterson Great Falls NHP were created as part of the GMP foundation for planning process (described in chapter 1). 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 would illustrate each theme. The examples are not all inclusive. In appendix D, the stories and concepts associated with each theme are further described.

**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 aesthetics of the falls have 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 would 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, Recreation and Respite—**While the nation struggled with issues of race and civil rights, Paterson's Hinchliffe Stadium was home field for two Negro League baseball teams—the New York Black Yankees and New York Cubans—and a municipal sports and entertainment venue that offered respite from factory work and fostered civic pride.

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 would develop these places as interpretive focus areas to support program-





ming, including them as stops on guided and self-guided tours of the park. Each focus area would adopt a specific interpretive message. Repeated information among the sites would be minimized, and there would 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 would 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. The sites immediately surrounding the falls (including Mary Ellen Kramer Park and Overlook Park) offer extraordinary opportunities to 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 would be part of extended programs which visitors would 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 Negro League baseball would 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 would guide how NPS and park partners can 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

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.

For each goal, a set of examples of future actions informs how the goal could be accomplished by NPS or by NPS working jointly with partners.

### 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 would guide interpretive and educational programming—defining the most important ideas or concepts to be communicated to visitors about the park. These themes would 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 would be dedicated to interpretation and educational programming. Many visitors, however, would 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 would provide orientation and link visitor experience opportunities across multiple programs within the park, within the NHL district, and at related resource sites. Media would be multi-lingual, with an emphasis on native languages spoken by large segments of the Paterson non-English speaking population.

Interpretive programming and services would 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 would 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 would 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 would help broaden the scope of subjects available for interpretation and would bolster the overall interpretive effort for the trail. Partners would 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—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 would collaborate to enhance existing recreation opportunities and to add new ones. Hinchliffe Stadium would 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 would 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 would 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

of water-based recreation, such as components of the Passaic River Canoe and Kayak Trail Plan (LPSRA 2008).

#### 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 3—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 would 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 would host exhibits, events, festivals, and other special events. New programs and activities would emphasize community participation, particularly youth, and would 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 4—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 would occur online and at visitor contact facilities. Orientation would help visitors understand that the Paterson experience includes exploring both Paterson Great Falls NHP and the surrounding NHL district. Orientation would also help visitors understand that they would find a variety of opportunities for learning and for recreation. As visitors begin their exploration of the park and the NHL district they would 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 would 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, would focus on the three interpretive themes. Partners would provide additional descriptive information on their site's resources, themes, and operations for inclusion in the NPS website.

A network of partner and/or community visitor contact facilities in the park and the NHL district would provide information and orientation for visitors on programs and activities for learning and recreation. Some facilities would also host park exhibits and special events and offer programming and learning activities. One facility would be developed as the principal welcome center for the park. Exhibits, graphics, media programming, and personal interpretation would provide first-time visitors with a complete and easily comprehensible overview of the park's many different interpretive resources and recreational opportunities. It would 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 would 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 guides for the park and NHL district.

## Visitor Experience Management Goal 5—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 would 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 would 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) would be used to accommodate visitors with disabilities.

### Examples of Future Joint NPS/Partner Actions

- Provide a primary visitor contact station, staffed jointly by NPS and partners, where visitors would be oriented to the park.
- Provide additional visitor contact stations (information kiosks) in other areas of the park,

as appropriate, that orient people to the park and that direct them to the primary visitor contact station for additional information and interpretive experiences.

- Provide restrooms at the primary visitor contact station 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 6— 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 would experience well-marked routes with good directional signage. They would 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 would enable visitors to easily find visitor contact facilities and sites of interest. Signage would provide clear but separate graphic identities for the park and the NHL district.

The existing proliferation of signs that makes wayfinding challenging for visitors would 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 would 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 7— 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 would be organized, completed, and managed as a system. The system would 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 would be installed at key locations. Trailheads with adequate yet unobtrusive parking, restrooms, and information would be added. Some authorized trails that are unmaintainable and any personal trails that damage resources would be eliminated. Connections to planned regional trails would be made.

Working with state and city transportation agencies and special interest groups, the partners would 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 would 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 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 8— Visitor Safety

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

Visitors would feel safe as they explore the park. The places where visitors go in the park would be free of known hazards. Emergency services would be available to meet needs for law enforcement, fire protection, and emergency medical care. Outdoor spaces would be designed to reduce visitor conflicts and to reduce potential for the physical environment to contribute to a perception of personal safety. Landscape areas would convey a sense of “natural surveillance” that serves as a deterrent to inappropriate behavior. Maintenance of facilities and the landscape would 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 seek 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 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 9— 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 would 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 would 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 would be used, such as arts and cultural celebrations and organized tours for commercial operators. Visitor facilities and services would 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 Joint NPS/Partner Future 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 would 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 would 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 would 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 would 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 would 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 would 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 Joint NPS/Partner Future 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). 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*





Native American Heritage Festival

features. Preservation maintains the existing character of the resource. Most of the activity that would 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 would 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 would 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 would be repaired and replaced to contain and convey water.*

#### Examples of Joint NPS/Partner Future 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 would undertake required archeological study and monitoring to protect subsurface resources in the park and surrounding areas. Continued research would emphasize topics and areas of the park about which relatively little is known. Fieldwork would seek to confirm research findings and to develop additional information, and would be an important interpretive and educational activity in the park.

In the future, the partners would continue to preserve and protect archeological resources in accordance with historic preservation laws, NPS Management Policies (NPS 2006b) and professional standards. Archeological resources would 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 would be sensitive to archeological resources. NPS cultural resources staff would 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 would be recovered, recorded, or otherwise preserved. Artifacts and other cultural data would be protected and may be acquired during compliance activities and curated for museum collections. Archeological collections from NPS land would be curated in the park museum collection. The public would 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 legal 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 would 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 would 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 would strive to manage the collections in conformity with NPS records and

catalog systems. Provisions would allow for appropriate access to the collections by NPS staff and the public for their use in exhibits, interpretation, resource management and research. NPS would assist partners with identifying and assembling items and materials related to the park's interpretive themes.

NPS Management Policies (NPS 2006b) would guide management of documentation associated with natural and cultural resource studies and other resource management actions. Paterson Great Falls NHP would retain notes or copies of records significant to their administrative histories and managing park resources over time. NPS would work with partner universities, agencies or organizations to manage, preserve and store these records. The collections data would 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), ongoing concurrently with the development of the GMP. 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 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 would 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 would contribute to park public involvement strategies, community collaboration, interpretation, planning and research. The park would 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 on all major work on properties within the NHL district. As an interested party, the NPS would engage in the review of projects occurring within or adjacent to the park boundary that are proposed by the city or partners and that would have an effect on park resources or the visitor experience. The NPS would seek appointment as a voting member of the Paterson Historical Commission through the office of the mayor of Paterson and the city council.

### Examples of Joint NPS/Partner Future Actions

- Foster appropriate and compatible uses and treatments within the NHL district that will serve the objectives of preservation, education, and visitor accommodations.
- Include NPS on the Paterson Historical Commission in order to provide consistency with the 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.

### 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 would 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 would promote new scientific understanding and information on park

resources. The NPS and partners would 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 would conduct natural resource inventories and studies, in partnership with state and local governmental agencies, and universities, such as Montclair State University. This information baseline would 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 NPS 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 Objective 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 NPS and partners would more actively manage these resources within the park, and would develop a detailed plan to monitor and preserve them and to interpret them to the public.

#### Examples of Joint NPS/Partner Future 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 Objective 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 would 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 Joint NPS/Partner Future 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 Objective 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 would 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 would support research that contributes to management knowledge of federal- and state-listed species and their habitat. Periodic inventories would be conducted for special status species. These species and their habitats would be specifically considered in ongoing planning and management activities. If they occur in areas that would be affected by construction, visitor use, or preservation activities proposed under any of the alternatives in this plan, the NPS would consult with the United States Fish and Wildlife Service (USFWS) to avoid or mitigate any potential adverse impacts.

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



### Examples of Joint NPS /Partner Future 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 would 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 would coordinate with other agencies in developing tools and strategies to help identify and manage climate change impacts. Collectively, these actions would position the park to respond quickly and appropriately to the local effects of climate change.

### Examples of Joint NPS/Partner Future 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 would 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 would 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 would seek to provide opportunities for alternative transportation options. Park education and interpretive efforts would 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 Joint NPS/Partner Future 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 park operations whenever possible.
- Integrate climate change mitigation into all park 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 (common to alternatives B and C)

Visitors to Paterson Great Falls NHP would experience the park by exploring four areas of the park (figure 2.1). What visitors see and do and what they learn in each area would emphasize the cultural and natural resources that are found there and the historic events that occurred there. Management areas would 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, Raceway Park 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,



Mary Ellen Kramer Park

Todd Mill, and two ATP site structures)

- **Community Cultural Heritage Area—**encompassing the Hinchliffe Stadium site

NPS and partners would 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 (table 2.2). Exclusive of the community cultural heritage area, the management actions by the partners would differ in each management area, reflecting the underlying concept for the alternative (table 2.1).

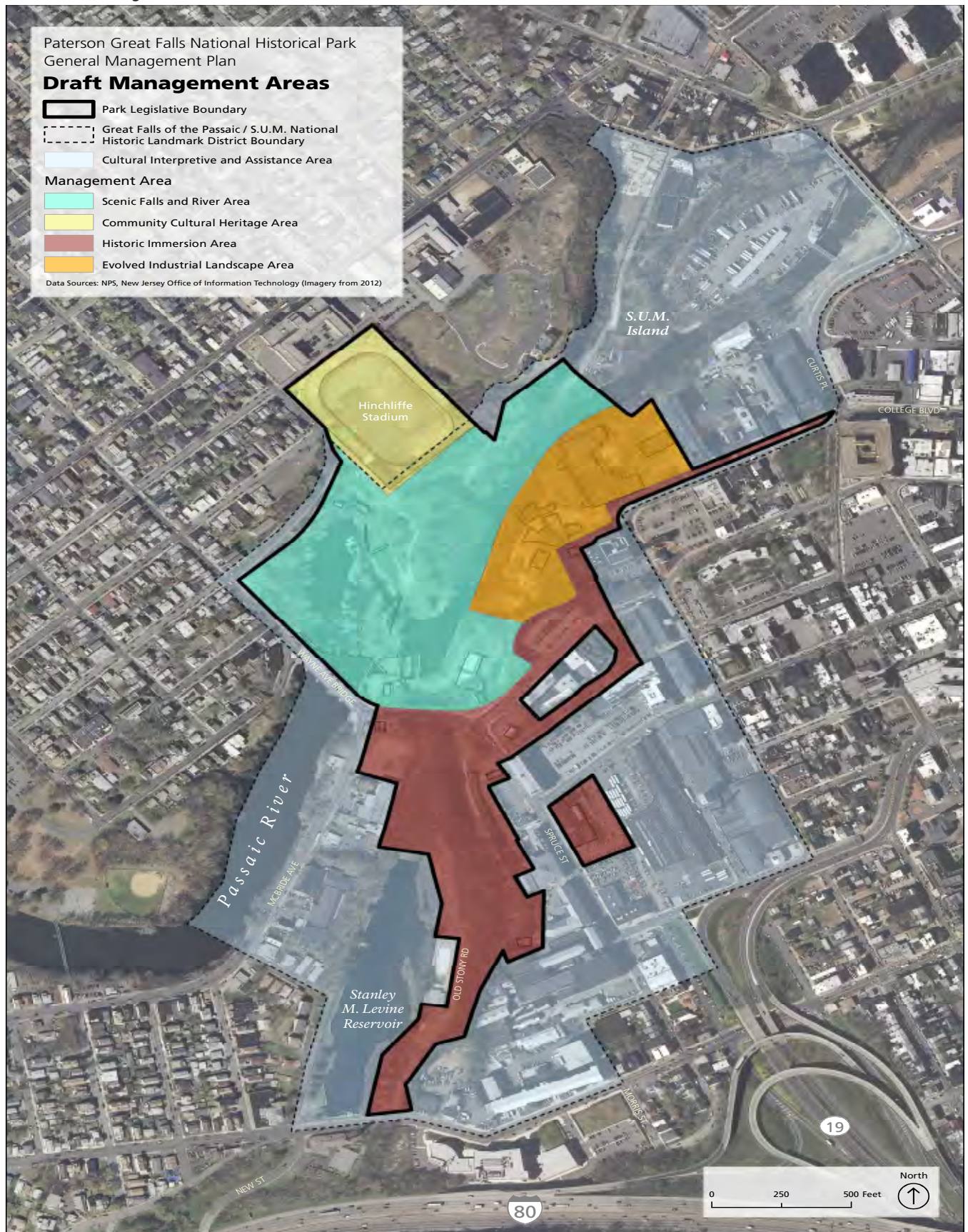
#### **Community Cultural Heritage Area (common to alternatives B and C)**

The community cultural heritage area encompasses the six-acre tract occupied by Hinchliffe Stadium. The Paterson Public Schools would retain ownership of the property and would be responsible for its management.

Resource conditions and use of the Hinchliffe Stadium site would evolve over time as the Board of Education implements treatments to stabilize and rehabilitate the site's historic structures. Future uses would likely include variety of educational programs, athletic programs, community activities, and special events. NPS and partners would offer interpretive programs and tours of the site and establish physical and programmatic connections to cultural and special events in the park. NPS would 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 would generally include professional staff time, research, grant writing and assistance with obtaining funding for projects.



FIGURE 2.2 Management Areas



**Table 2.2 Management Areas (common to alternatives B and C)**

Scenic Falls and River Area	
<b>Vision for this park area</b>	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.
<b>Natural Resource Conditions</b>	<p>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.</p> <p>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.</p> <p>Complete/green street design concepts are implemented to help manage stormwater runoff and reduce impervious surface coverage.</p> <p>Green stormwater infrastructure is explored to reduce runoff and help mitigate impacts from storm events.</p>
<b>Cultural Resource Conditions</b>	<p>Historic structures, sites and cultural landscapes are preserved or rehabilitated to protect their scenic qualities and historic characteristics.</p> <p>Historic structures are preserved or rehabilitated for adaptive reuse for park operations and administration purposes.</p> <p>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.</p>
<b>Visitor Experience/ Opportunities</b>	<p>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.</p> <p>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.</p> <p>Visitors have opportunities to explore the Great Falls, the Passaic River chasm, and riparian forest through guided and self-guided tours.</p> <p>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.</p> <p>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.</p> <p>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.</p>

**Table 2.2 Management Areas (common to alternatives B and C) *continued***

Historic Immersion Area	
<b>Vision for this park area</b>	<p>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.</p>
<b>Cultural Resource Conditions</b>	<p>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.</p> <p>Historic structures are preserved or rehabilitated based on their historic significance, condition, interpretive value and potential for adaptive reuse.</p> <p>Cultural landscapes are rehabilitated for contemporary use while preserving features that convey historical, cultural or architectural values</p>
<b>Natural Resource Conditions</b>	<p>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.</p> <p>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.</p> <p>Selective vegetation management maintains views that contribute to cultural landscapes.</p> <p>Native plants are used for new landscaping, to the maximum extent possible.</p> <p>Complete/green street design concepts are implemented to help manage stormwater runoff and reduce impervious surface coverage.</p> <p>Green stormwater infrastructure is explored to reduce runoff and help mitigate impacts from storm events.</p>
<b>Visitor Experience/ Opportunities</b>	<p>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.</p> <p>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.</p> <p>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 raceways, and the NHL district.</p> <p>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.</p> <p>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.</p>



**Table 2.2 Management Areas (common to alternatives B and C) *continued***

Evolved Industrial Landscape Area	
<b>Vision for this park area</b>	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.
<b>Cultural Resource Conditions</b>	<p>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.</p> <p>The industrial landscape is rehabilitated for contemporary use while preserving features that convey historical, cultural or architectural values.</p>
<b>Natural Resource Conditions</b>	<p>Water quality in the Passaic River is improving in accordance with water quality management goals for the Passaic River watershed.</p> <p>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.</p> <p>Complete/green street design concepts are implemented to help manage stormwater runoff and reduce impervious surface coverage.</p> <p>Green stormwater infrastructure is explored to reduce runoff and help mitigate impacts from storm events.</p> <p>Native plants are used for new landscaping, to the maximum extent possible</p> <p>Exotic plants are removed.</p>
<b>Visitor Experience/ Opportunities</b>	<p>Visitors enjoy passive recreation opportunities within a rehabilitated industrial landscape. Activities include picnicking, walking, hiking, biking, sightseeing, and others.</p> <p>Visitors have opportunities for guided and self-guided tours.</p> <p>Outdoor and indoor special events, hosted by the partners and others, offer visitors opportunities to experience the park during themed activities, community celebrations, and family events.</p> <p>A variety of commercial services may be available including food and beverage services, recreation instruction, tours, retail stores, and overnight accommodations.</p> <p>Visitor facilities include a blend of historic and compatible contemporary structures to support visitor uses and services.</p> <p>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.</p> <p>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.</p>

**Table 2.2 Management Areas (common to alternatives B and C) *continued***

Community Cultural Heritage Area	
<b>Vision for this park area</b>	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.
<b>Cultural Resource Conditions</b>	<p>Historic structures are rehabilitated for historic uses or adaptive reuse to support contemporary uses.</p> <p>Cultural landscapes are rehabilitated for contemporary use while preserving features that convey historical, cultural or architectural values.</p>
<b>Visitor Experience/ Opportunities</b>	<p>Outdoor special events and programs, hosted by NPS, the partners and others, offer visitors opportunities to experience a variety of themed activities, community celebrations, and athletic events.</p> <p>NPS, partners and others offer a variety of educational and athletic programs, with a focus on youth.</p> <p>Visitors have opportunities for guided and self-guided tours of the Hinchliffe Stadium site.</p> <p>A variety of commercial services may be available including food and beverage services, recreation instruction, tours, and retail stores.</p>

## Alternative B: Landscape Exploration

### Overview

Alternative B is comprised of four parts: the management and interpretive framework; management goals and actions common to both alternatives B and C; management area descriptions; and the alternative B description on the following pages. The information presented in these four sections form the entire alternative B.

In alternative B visitors would 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 would 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 would 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 would encourage a wide range of visitor activities focused on actively exploring the Passaic River corridor. The park's primary visitor contact station would be located in a rehabilitated historic structure in Overlook Park. The setting and exteriors of historic structures associated with hydropower production would be preserved and maintained in good condition. Natural resource management would focus on water quality management, protection of geologic resources, preservation of the riparian forest, and protection of scenic views.

Learning about the raceway system that delivered water from the Passaic River to power Paterson's industrial complex would be the focus of the visitor experience in the historic immersion area. The upper, middle and lower raceways would be preserved and re-watered for interpretation. Preservation of building exteriors and the historic district landscape would retain the historic character of the area.

The former ATP site would be rehabilitated as a community recreation area and provide greater access

to the Passaic River for activities such as fishing. Green space, gardens, paths and innovative interpretive areas would be developed for fun, physical activity, relaxation

and events. The Colt Gun Mill would be preserved and select features of remaining structures would be made safe and preserved as landscape features reflecting the site's industrial history.

**Table 2.3 Alternatives B: Landscape Exploration**

<b>Scenic Falls and River Area</b> <b>Overlook Park, The Landing, Mary Ellen Kramer Park, Maple Avenue Parkland and Valley of the Rocks</b>	
<b>Key Ideas</b>	<ul style="list-style-type: none"> <li>• promotes multi-sensory experience—see/hear/feel power of river</li> <li>• creates more access—into chasm, cliff top views, edge of river, base of cliffs</li> <li>• expands community gathering space and viewing areas</li> <li>• improves paths and circulation up, down and across the river</li> <li>• provides visitor contact, services, and park offices near Falls area</li> </ul>
<b>Visitor Experience</b>	
<b>Access to the Great Falls and River</b>	<p>Sites near the waterfall and chasm rim would be improved and serve as a gateway to the river, offering scenic views and sounds of the falls and flowing water.</p> <p>The pedestrian bridge over the waterfall and chasm would enable visitors to feel the river spray, hear the roaring water and observe the geologic features up close.</p> <p>A network of improved rim trails, rim-to-river trails, and riverside trails would be developed and invite visitors to experience the river and the Great Falls from different perspectives.</p> <p>Improved walking routes into portions of the Valley of the Rocks would provide visitors with a natural experience and access to the riverbank. Physical linkages across the river to ATP or other sites would be explored.</p> <p>New areas for river access would 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.</p>
<b>Activities and Recreation</b>	<p>A variety of activities would be encouraged including picnicking, walking, hiking, biking, fishing, sightseeing, photography, artistic endeavors, bird and wildlife viewing, nature study, research and stewardship activities.</p> <p>The park setting would be enhanced to provide opportunities for quiet, relaxation and contemplation of the falls and river.</p> <p>Park sites would accommodate special activities, events, recreational programs and community celebrations that complement park themes and purpose.</p>
<b>Circulation Between Park sites</b>	<p>Improved sidewalks, signage, and landscaping along city streets and in the park would enhance the walking environment between sites.</p> <p>New physical connections between park sites would be created to promote a seamless walking experience from neighborhoods, the historic district and opposite sides of the river.</p> <p>Bicycle and pedestrian linkages to adjoining city neighborhoods, to Garrett Mountain, and to the Morris Canal Greenway would be developed.</p>



**Table 2.3 Alternatives B: Landscape Exploration** *continued*

## Scenic Falls and River Area

Overlook Park, The Landing, Mary Ellen Kramer Park, Maple Avenue Parkland and Valley of the Rocks

### Interpretive and Education Programs

Interpretive and educational programming would 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 would focus on the outdoor classroom and encourage self-directed learning opportunities, making use of new outdoor classroom spaces created throughout the area.

### Orientation

As the most heavily used point of arrival for new visitors and the most heavily visited area by local users, a new visitor contact area would be developed in Overlook Park and offer indoor program space, outdoor gathering site, new exhibits, and visitor amenities.

A variety of activities would be encouraged including picnicking, walking, hiking, biking, fishing, sightseeing, photography, artistic endeavors, bird and wildlife viewing, nature study, research and stewardship activities.

The park setting would be enhanced to provide opportunities for quiet, relaxation and contemplation of the falls and river.

Park sites would accommodate special activities, events, recreational programs and community celebrations that complement park themes and purpose.

### Viewing Areas

Throughout the falls area, enhanced viewing areas and small program spaces would be created for better views of the Great Falls, historic arch bridge and structures.

Selected trimming of vegetation would maintain views of the Great Falls, the Passaic River chasm, downstream riparian forest, and adjoining cultural landscapes within the park and the NHL district.

## Cultural Resource Management

### Historic Structures and Setting

The setting and exteriors of the area’s historic structures including hydropower plant, Great Falls Development Corp building, the Passaic Water Company Falls pumping station and historic arch bridge, would be preserved and maintained in good condition.

The S.U.M. dam and Ryle dam would 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 would be used to improve visibility, safety, and security.

### Adaptive Reuse

The S.U.M. administration building would be rehabilitated for visitor services or additional park administrative offices. Options for new uses would be explored for the S.U.M. steam plant foundation, such as a visitor contact center.

**Table 2.3 Alternatives B: Landscape Exploration** *continued*

<b>Historic Immersion Area</b> <b>Raceway System, Rogers Locomotive Building and Historic Landscape</b>	
<b>Key Ideas</b>	<ul style="list-style-type: none"> <li>• preserves raceways in park boundary (with water)</li> <li>• improves and interprets Upper Raceway Park landscape</li> <li>• promotes self-exploration of middle and lower raceways</li> <li>• improves paths and walking experience</li> <li>• preserves Ivanhoe Wheelhouse, Gatehouse, Rogers Locomotive and Historic District</li> </ul>
<b>Visitor Experience</b>	
<b>Access to the Historic District</b>	<p>A new trail adjacent to the raceways and city streets through the historic district would be developed to provide opportunities to view and access the historic features and structures of the raceway system.</p>
<b>Activities and Recreation</b>	<p>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.</p> <p>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.</p> <p>A visit to the Paterson Museum to see the objects and artifacts associated with Paterson's manufacturing history and innovations would be encouraged for visitors. Information on the museum would be included on visitor itineraries of the park, with signage directing park visitors between the museum and other park areas.</p>
<b>Interpretation and Education</b>	<p>Learning about the raceway system that delivered water from the Passaic River to power Paterson's industrial complex would be the focus of the visitor experience in the historic immersion area.</p> <p>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.</p> <p>Wayside exhibits, signage and other interpretive media would help visitors understand the history and function of the raceway system.</p>
<b>Cultural Resource Management</b>	
<b>Historic Structures and Setting</b>	<p>The Rogers Locomotive building and the Ivanhoe Wheelhouse would be preserved or rehabilitated to accommodate additional exhibit space or programs, as needed. The exterior of both buildings would be maintained as key elements of the surrounding historic district. Other historic buildings in disrepair, such as the gatehouse, would be stabilized as interpreted features.</p>
<b>Raceways</b>	<p>The upper, middle and lower raceways would be preserved and re-watered and used for interpretation. Prior to re-watering, studies would be completed to ensure the raceways could function properly.</p> <p>Hydrologic studies would identify whether Passaic River water levels, adjacent stormwater volume, etc., are of sufficient volume to support re-watering, and to mitigate the potential for standing water.</p> <p>The upper tailrace/upper raceway and the Ivanhoe Wheelhouse, would provide an example of a largely intact section of the raceway system which visitors would view while walking existing trails in the city's Upper Raceway Park.</p>

**Table 2.3 Alternatives B: Landscape Exploration** *continued*

Evolving Industrial Landscape Area Allied Textile Printing Site	
<b>Key Ideas</b>	<ul style="list-style-type: none"> <li>• transforms ATP site into community recreation area</li> <li>• stabilizes select ATP ruins and structures as a backdrop for recreation, interpretation, visitor services</li> <li>• protects views of industrial landscape at ATP site and Historic District</li> </ul>
Visitor Experience	
<b>Access</b>	<p>The former ATP site would be rehabilitated as a recreation area where local residents and visitors could participate in a variety of activities and special events and have greater access to the Passaic River</p> <p>Structures and ruin foundations would 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 would be interpreted from the exterior, with no interior visitor access.</p> <p>An information kiosk would provide orientation to the park. Visitors would explore the area on their own or participate in tours led by rangers or docents. Waysides would provide site interpretation.</p>
<b>Activities and Recreation</b>	<p>Green space, gardens, parking area, and restrooms, as well as areas for informal gatherings, interpretive programs, outdoor classrooms, and special events would be developed and offer visitors opportunities to experience the park during themed activities and community celebrations</p> <p>Visitors would enjoy recreation opportunities such as picnicking, walking, hiking, biking, sightseeing, and fishing. New visitor services, such as equipment rentals, food and beverage, and guided tours, would be developed to complement recreation activities.</p>
<b>Circulation between Park Sites</b>	<p>New outdoor spaces would be located adjacent to the Passaic River, tying into the River Walk and enabling visitors who so desire to hike to Overlook Park.</p> <p>New sidewalk connections would enable visitors and residents to walk to the park from the adjoining city neighborhoods and historic district.</p>
<b>Interpretation and Education</b>	<p>Interpretive and education programs would explore the continuum of industrial use at the ATP site and its transformation into a community recreation space. Visitors would learn about the historic structures and their stories, especially the Colt Gun Mill.</p>
Cultural Resource Management	
<b>Historic Structures and Setting</b>	<p>The Colt Gun Mill would be preserved and select features of remaining structures would be made safe and preserved as landscape features reflecting the site's industrial history.</p> <p>Foundations that retain structural integrity would remain; structural remains would be easily maintained and resilient to intense storm events, and would allow for visitor use.</p> <p>Historic structures in ruinous condition would be documented and removed. This would generally include removal of deteriorated, unstable and hazardous components of the existing mill ruins to facilitate movement of visitors through the site.</p>





Photo courtesy of Mark Hillinghouse

## Alternative C: Industrial Heritage Immersion

### Overview

Alternative C is comprised of four parts: the management and interpretive framework; management goals and actions common to both alternatives B and C; management area descriptions; and the alternative C description on the following pages. The information presented in these four sections form the entire alternative C.

In alternative C visitors would be encouraged to start their experience in the national historic landmark district and then actively explore the entire park with a focus on learning about its industrial history. The learning experience would highlight the national significance of Paterson's history beginning with the city's founding as part of Alexander Hamilton's vision for American economic independence and innovation, and continuing through today. Rehabilitated historic structures and cultural landscapes, together with the Great Falls and the Passaic River, would provide the setting for expanded interpretive experiences, educational programs, visitor services, and special events that celebrate history.

Interpretive programming in the scenic falls and river area would encourage visitors to explore the site in its historic context as a source of water power harnessed by technology to fuel American industry, beginning with the raceway technology to support Alexander Hamilton's vision for America's first planned industrial

and evolving to today's hydro-electric plant. Historic structures would be preserved and opportunities to tour interior spaces and explore the industrial setting would be expanded.

The raceway technology that supported Alexander Hamilton's vision for America's first planned industrial city would be the focus of the visitor experience in the historic immersion area. NPS and partners would explore options to rehabilitate and re-water all elements of the raceway system as a functional historic raceway landscape, where feasible. Visitors would explore the raceway system via a new landscaped raceway walk, beginning at the upper raceway gatehouse intake on the Passaic River and continuing to the lower raceway tailrace discharge into the river. Natural areas in Upper Raceway Park and in areas adjacent to rehabilitated elements of the raceway system would be enhanced through removal of invasives and replanting with native plant species.

Collaborative efforts of NPS and partners would rehabilitate the former ATP site as an industrial history park—a destination for experiencing the continuum of industrial uses and Paterson innovation. The Colt Gun Mill would be rehabilitated and portions of select mill factories and ruins would be stabilized, where possible, for interpretive purposes and other visitor uses. New areas for picnicking, scenic viewing and other compatible recreation activities as well as visitor amenities such as a café, gathering space, and parking would be explored.

Table 2.4 Alternative C: Industrial Heritage Immersion

<b>Scenic Falls and River Area</b> <b>Overlook Park, The Landing, Mary Ellen Kramer Park, Maple Avenue Parkland and Valley of the Rocks</b>	
<b>Key Ideas</b>	<ul style="list-style-type: none"> <li>• improves existing viewing areas at Falls</li> <li>• protects unobstructed industrial views from vistas and within park areas</li> <li>• improves circulation between Falls and Historic District</li> <li>• provides limited visitor services near the Falls area</li> </ul>
<b>Visitor Experience</b>	
<b>Access to the great Falls and river</b>	<p>The pedestrian bridge over the waterfall and chasm would remain as the primary access point to enable visitors to observe the falls and geologic features.</p> <p>Existing walking paths into portions of the Valley of the Rocks would continue to provide local users with a natural experience and access to the riverbank.</p>
<b>Activities and Recreation</b>	<p>The current park setting would remain and continue to provide opportunities for quiet, relaxation and contemplation of the falls and river.</p> <p>Many of the traditional park activities such as picnicking, walking, fishing, sightseeing, photography, artistic endeavors, and bird and wildlife viewing, would continue to attract both local users and new visitors.</p> <p>Special activities and events that showcase the historic setting and complement park themes would continue including hands-on educational programs, art shows, and cultural celebrations in the Great Falls area.</p>
<b>Circulation between Park Sites</b>	<p>Improved physical connections between falls area, historic district and related industrial history sites would be created to enhance the visitor's understanding of the cultural and industrial landscape.</p>
<b>Interpretation and Education Programs</b>	<p>Interpretive and educational programming would emphasize the evolution of industrial hydropower using tangible remaining historic resources related to Paterson's industrial history, including buildings, building remnants and other cultural landscape features.</p> <p>Expanded interpretive programming in the scenic falls and river area would encourage visitors to explore the site in its historic context as a source of water power harnessed by technology to fuel American industry, beginning with the raceway technology to support Alexander Hamilton's vision for America's first planned industrial and evolving to today's hydroelectric plant</p>
<b>Viewing Areas</b>	<p>Sites near the waterfall and chasm rim would be continue as the primary observation area, offering scenic views and sounds of the falls and flowing water.</p> <p>New observation areas would provide unobstructed views from vistas within the park to the falls, mill buildings within the Historic District, and to other sites, such as Hinchliffe Stadium, and enhance the visitor experience.</p>

**Table 2.4 Alternative C: Industrial Heritage Immersion** *continued*

<b>Scenic Falls and River Area</b> <b>Overlook Park, The Landing, Mary Ellen Kramer Park, Maple Avenue Parkland and Valley of the Rocks</b>	
<b>Cultural Resource Management</b>	
<b>Historic Structures and Setting</b>	<p>The setting and both interiors and exteriors of the area's historic structures including hydropower plant, Great Falls Development Corp building, the Passaic Water Company Falls pumping station and historic arch bridge, would be preserved and maintained in good condition. Expanded access by special tours would enable visitors to observe the functioning hydroelectric and water distribution systems.</p> <p>The S.U.M. dam and Ryle dam would be stabilized and their functional relationship to water flow of the Great Falls maintained.</p>
<b>Adaptive Reuse Views</b>	<p>Options for use of the S.U.M. administration building and steam plant foundation would explored to support partner needs, provide limited visitor amenities such as bathrooms, or other park needs such as storage. The structures would continue to be stabilized, preserved, or rehabilitated depending on future uses.</p>
<b>Views</b>	<p>Unobstructed views to mill buildings within the park and NHL district would be preserved to enhance visitor understanding of the connections between the natural and cultural components of the industrial system.</p> <p>Selected trimming of vegetation would maintain views of adjoining cultural landscapes within the park and the NHL district.</p>
<b>Historic Immersion Area</b> <b>Raceway System, Rogers Lomotive Building and Historic Landscape</b>	
<b>Key Ideas</b>	<ul style="list-style-type: none"> <li>• rehabilitates raceway system (includes all structures/water) throughout the Historic District</li> <li>• provides visitor orientation, services and park offices in Historic District</li> <li>• dedicated raceway trail established along its length (beginning to end) with improved landscaping, interpretive signage and other media, programs along entire length with formal access points</li> </ul>
<b>Visitor Experience</b>	
<b>Access to the Historic District</b>	<p>Visitors would 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.</p> <p>Many of the public and private historic buildings are open and accessible to visitors for special events, programs and educational activities.</p>
<b>Activities and Recreation</b>	<p>Visitors learn about the park's history through expanded tours of the NHL's historic sites and structures, programs, special events, architecture study, photography, activities, research hands-on stewardship and preservation and artistic endeavors.</p> <p>Presentations, exhibits, performances and other events focus on Paterson's industrial heritage and innovations.</p>



**Table 2.4 Alternative C: Industrial Heritage Immersion** *continued*

<b>Historic Immersion Area</b> <b>Raceway System, Rogers Locomotive Building and Historic Landscape</b>	
<b>Interpretive and Education</b>	<p>The raceway technology that supported Alexander Hamilton’s vision for America’s first planned industrial city would be the focus of the visitor experience in the historic immersion area.</p> <p>Visitors would 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 would engage with an array of interpretive exhibits, demonstrations of industrial life, and models of industrial production.</p> <p>The Paterson Museum would be rehabilitated to accommodate additional exhibits. featuring the park’s themes and stories..</p>
<b>Orientation</b>	<p>Visitors are directed to the historic district to begin their park experience. The park’s primary visitor contact station would be shared with partners in a rehabilitated historic structure in the NHL district. At the contact station visitors would be oriented to the park and exhibits would offer an introduction to the park’s history and significance.</p>
<b>Cultural Resource Management</b>	
<b>Historic Structures and Setting</b>	<p>The Rogers Locomotive building and the Ivanhoe Wheelhouse would be preserved or rehabilitated to accommodate additional exhibit space or programs, as needed. The exterior of both buildings would be maintained as key elements of the surrounding historic district. Options to adaptively reuse a building within the historic district for park administrative space would be explored.</p>
<b>Raceways</b>	<p>NPS and partners would explore options to rehabilitate and re-water all elements of the raceway system as a functional historic raceway landscape, where feasible, including the upper raceway, middle raceway, lower raceway, middle tailrace, dams, gates, wheelhouses, and other elements. Restoration of some missing system elements would be considered, such as the north gates, waste way timber sluice and gatehouse, and the middle raceway gatehouse.</p> <p>Rehabilitation would likely involve replacement, removal and/or repair of historic materials, and would require a focused approach to accommodate the flow of water in and out of sections of the raceway system. Investigations would 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.</p>

**Table 2.4 Alternative C: Industrial Heritage Immersion** *continued*

Evolving Industrial Landscape Area Allied Textile Printing Site	
<b>Key Ideas</b>	<ul style="list-style-type: none"> <li>• develops ATP site as an industrial history park</li> <li>• stabilizes/preserves/rehabilitates ATP site including river wall, Colt Gun Mill, ruins, smokestack, foundations, landscapes</li> </ul>
Visitor Experience	
<b>Access</b>	<p>The former ATP site would be rehabilitated as an industrial history park and serve as a destination for experiencing the continuum of industrial uses and Paterson innovation.</p> <p>New accessible circulation features would enable safe access for visitors close to and within the stabilized ruins and rehabilitated buildings.</p>
<b>Activities and Recreation</b>	<p>Art installations, exhibits and innovative media would showcase new and emerging technology and innovations.</p> <p>New areas for picnicking, scenic viewing and other compatible recreation activities as well as visitor amenities such as a café, gathering space, and parking would be explored</p>
<b>Circulation between Park Sites</b>	<p>Existing historic circulation systems would 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. New physical connections would link visitors to the NHL district.</p> <p>Interpretive and education programs would explore the continuum of industrial use at the ATP site and its transformation into a community recreation space. Visitors would learn about the historic structures and their stories, especially the Colt Gun Mill.</p>
<b>Interpretation and Education</b>	<p>Interpretive signage, publications and programs would provide an understanding of a typical mill facility on site. Exhibits would be both outdoors and indoors.</p> <p>Historic structures in ruinous condition would be documented and removed. This would generally include removal of deteriorated, unstable and hazardous components of the existing mill ruins to facilitate movement of visitors through the site.</p>
Cultural Resource Management	
<b>Historic Structures and Setting</b>	<p>The Colt Gun Mill would be rehabilitated and portions of select mill factories and ruins would be stabilized, where possible, for interpretive purposes and other visitor uses.</p> <p>Historic structures in ruinous condition would be documented and demolished if determined unsafe, or if their interpretive value would not support stabilization.</p> <p>The industrial landscape would be rehabilitated and portions of the mill structures and foundations used for interpretive purposes.</p>



## Consideration of Boundary Adjustments

Federal law directs the NPS to evaluate the need to adjust a park's boundary when a GMP is undertaken. The criteria for potential boundary adjustments state that boundary adjustments may be recommended for the following purposes, namely to:

- Protect significant resources and values, or enhance opportunities for public enjoyment related to park purposes.
- Address operational and management issues, such as the need for access or the need for boundaries to correspond to logical boundary delineations such as topographic or other natural features or roads.
- Otherwise protect park resources that are critical to fulfilling park purposes.

All recommendations for boundary changes must be feasible to administer, considering their size, configuration, and ownership; costs; the views of and impacts on local communities and surrounding jurisdictions; and other factors such as the presence of hazardous substances. Other alternatives for management and resource protection must have been assessed and judged to be not adequate.

Boundary adjustments can only be made by law with the approval of Congress. In the 2009 authorizing legislation for Paterson Great Falls NHP, Congress

specified the boundary of the park and identified specific properties to be included within the boundary (appendix A). During the GMP process, NPS and the federal advisory commission discussed the potential for Hinchliffe Stadium and other properties in the NHL district to be analyzed as an addition to the park's legislative boundary. The Hinchliffe Stadium Heritage Act was introduced in Congress in 2013 and the law amending the park's legislative boundary to include the stadium site was signed in December 2014. Other properties in the NHL district would not be feasible to administer and were dismissed from consideration. Therefore, the GMP does not identify a need for a boundary adjustment.

## Alternatives Considered but Dismissed

### Alternative D Cultural Connections

In January 2013, NPS presented three action alternatives to the federal advisory commission for discussion and recommendations. The planning team decided to eliminate what had been alternative D titled "Cultural Connections" described in the chart on page 77. The decision to dismiss alternative D stemmed from a lack of interest/support in the alternative and redundancy in key elements. Although the alternative was dismissed, it should be noted that certain ideas from alternative D were incorporated into both alternatives B and C.



Table 2.5 Alternatives D: Cultural Connections (considered but dismissed)

Alternative D: Cultural Connections	
Concept	<p>The diversity of talents, experience, and of creativity of Paterson’s immigrants and industrial leaders are the focus of this alternative. Visitors would learn about Paterson’s people and their influence on America’s industrial and labor history through direct experience, exploration, and immersion in the Paterson Great Falls National Historic Landmark District, city neighborhoods and adjacent county areas.</p> <p>This alternative looks beyond the immediate park boundary with thematic linkages to other sites in the region to help tell the broader Paterson story and stimulate heritage tourism.</p>
Overview	<p>The Great Falls area would serve as the centerpiece for a larger regional initiative to promote the natural, historical, and cultural resources and stories of Paterson and Passaic County. A variety of opportunities to view and experience the Great Falls would be developed with additional thematic and physical connections along the Passaic River and other places in Paterson. Information about the range of activities offered throughout the park, NHL district, city and county would be provided in shared visitor facilities with partners.</p> <p>Key efforts would include connecting park sites to nearby communities through various information, outreach, and volunteer programs. The addition of new signs, trailhead parking, and trails will help visitors find their way to various sites.</p> <p>The raceway system would be preserved and a formal walking trail established along its length, where feasible. Wayside exhibits, signage and other interpretive media would be developed to help visitors understand the history of the system.</p> <p>The ATP site would be an area centered on natural, historical and cultural interpretation, activities and celebration. Select ruins and structures would be stabilized for interpretive purposes or used for visitor services. A trail system throughout the site connects with Overlook Park, Valley of the Rocks, the historic district and other city and regional trail networks. New areas for picnicking, gardens, viewing areas, boating and other recreational activities as well as visitor amenities such as a café, gathering space, parking, and benches would be developed.</p> <p>This alternative relies upon partnerships with others to offer a full range of resources to benefit the public. Visitor services, such as classroom space and restrooms, would be provided through partnerships. Public education programs would be site based within and outside of the park boundary.</p> <p>NPS would be primarily responsible for landscape improvements and maintenance, interpretive programs/ media and education programs in the Great Falls area. The NPS would work with partners to provide interpretive and educational material, exhibits, and web-based programming. In addition, the park would be highly involved in developing promotional materials, tours, and participating in events and heritage tourism planning initiatives with partners.</p>

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 General Management Plan

Sourcebook (2008a) explains that planners have found that “user capacity” is a more appropriate term 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 num-

bers, 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.

The GMP planning process requires the development of a monitoring system to test the effectiveness of the management actions taken by identifying indicators and

**Table 2.6 User Capacity Indicators and Standards**

Indicators	Standards
<b>Evidence of persistent and/or prohibited use of closed and/or restricted areas.</b>	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.
<b>Water quality</b>	Bacteria and pollutant density does not exceed NJ standards for secondary contact.
<b>Deterioration in the condition of existing trails (e.g., widening, increased erosion, trampling) and/or development of new, non-designated informal or "social" trails</b>	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
<b>Documented changes in condition of cultural resources (including historic structures and cultural landscapes) from visitors and park management activities</b>	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
<b>Degradation of natural resource conditions below baseline conditions</b>	All properties will be managed in "good condition"
<b>Crowding or congestion at visitor programming sites</b>	Visitors greater than 90 percent of the time will report the number of encounters with other visitors as "low" to "moderate"

standards that gauge when or if the desired conditions have been achieved.

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 would use these directives to guide the types and levels of visitor use that would 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.

## Mitigation Measures and Best Management Practices included in the Alternatives

As a part of the analysis of the GMP/EA alternatives, mitigation measures and best management practices that could further improve alternatives in protecting resources have been identified and would be incorporated into the alternative selected as the approved GMP. Although each alternative in the GMP/EA was designed in part to offer this protection, mitigation measures can further reduce impacts or offer greater protection of resources or values. As is true of all NPS actions, implementing the selected GMP/EA alternative 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. In addition, once the GMP has been approved, actions that are generally described in this draft GMP/EA may require more site-specific environmental review under NEPA and other laws before they can be implemented.

The mitigation measures described in the following table are a starting point in developing design options for these actions.





**Table 2.7 Mitigation Measures and Best Management Practices Included in the Alternatives**

Topic	Mitigation Measure and Best Management Practices
<b>Cultural Resources</b>	<p data-bbox="380 342 1463 680">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 would meet NPS curatorial standards and in compliance with 36 CFR 79 Curation of Federally-Owned and Administered Archeological Collections.</p> <p data-bbox="380 703 1463 905">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 would be compatible with historic resources and cultural landscapes and avoid development adjacent to ethnographic resources. If adverse impacts could not be avoided, these impacts would be mitigated by strategies determined through a consultation process with all interested parties.</p> <p data-bbox="380 928 1484 1094">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 would include artifacts used in exhibits in the visitor center. Irreplaceable items would be kept above the 500-year floodplain.</p> <p data-bbox="380 1117 1479 1556">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, would 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 would be interpreted to national park visitors.</p> <p data-bbox="380 1579 1484 1745">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.</p> <p data-bbox="380 1768 1451 1829">Encourage visitors through the park's interpretive programs to respect and leave undisturbed any inadvertently encountered archeological resources.</p>

**Table 2.7 Mitigation Measures and Best Management Practices Included in the Alternatives** *continued*

Topic	Mitigation Measure and Best Management Practices
<b>Natural Resources</b>	<p>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.</p> <p>Build a runoff filtration system to minimize water pollution from larger parking areas.</p> <p>Delineate wetlands by qualified NPS staff or certified wetland specialists and clearly mark the wetlands before construction work.</p> <p>Perform construction activities in a cautious manner to prevent damage caused by equipment, erosion, siltation, etc.</p> <p>Build any new facilities on soils suitable for development.</p> <p>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.</p> <p>Once work is completed, revegetate construction areas with native plants in a timely period.</p> <p>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</p> <p>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.</p> <p>Designate river access/crossing points, and use barriers and closures to prevent trampling and loss of riparian vegetation.</p> <p>Develop revegetation plans for the disturbed area 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.</p> <p>Employ techniques to reduce impacts on wildlife, including visitor education programs, restrictions on visitor activities, and park ranger patrols.</p> <p>Implement a natural resource protection program. Standard measures would 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.</p> <p>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.</p>

**Table 2.7 Mitigation Measures and Best Management Practices Included in the Alternatives** *continued*

Topic	Mitigation Measure and Best Management Practice
<b>Natural Resources</b>	<p>Mitigation actions specific to rare, threatened, and endangered species would 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.</p> <p>Mitigation actions would 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 would vary by specific project and area of the park affected, and additional mitigation would be added depending on the specific action and location. Many of the measures listed above for vegetation and wildlife would also benefit rare, threatened, and endangered species by helping to preserve habitat.</p>
<b>Visitor Use, Experience</b>	<p>Implement a traffic control plan, as warranted. Standard measures include strategies to maintain safe and efficient traffic flow during the construction period.</p> <p>Visitor safety concerns would be integrated into interpretive and educational programs. Directional signs would continue to orient visitors, and education programs would continue to promote understanding among visitors.</p> <p>Implement measures to reduce adverse effects of construction on visitor safety and experience.</p> <p>Implement an interpretation and education program. Continue directional signs and education programs to promote understanding among park visitors.</p> <p>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.</p>
<b>Transportation and Access</b>	<p>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).</p>
<b>Socioeconomics</b>	<p>During the future planning and implementation of the approved management plan for the park, NPS and partners would work with local communities to further identify potential impacts and mitigation measures that would best serve the interests and concerns of both the park and the local communities.</p> <p>Partnerships would be pursued to improve the quality and diversity of community amenities and services.</p>



## Cost Comparison of Proposed Alternatives

### Overview

#### Cost Share Provision

As described in section (d)(2) of the park's enabling legislation (appendix A), the general management plan will include provisions that identify costs to be shared by the Federal Government, the State, and the City, and other public or private entities or individuals for necessary capital improvements to, and maintenance and operations of, Paterson Great Falls NHP.

The future costs of implementing each of the alternatives were considered as part of the planning process, and are based on a collaborative partnership vision for supporting the park's future. Future costs would encompass the planning, design, construction, rehabilitation, or adaptive use of historic structures and landscapes, natural areas, visitor orientation, recreation and education facilities, parking areas, and other visitor services. In estimating the costs of the alternatives, different types of costs are taken into account, including one-time and capital costs and annual operating programs, technical assistance and maintenance costs.

Conceptual costs of the alternatives are presented to illustrate the order of magnitude of costs, allowing the comparison of the value of ideas with the cost to implement. NPS and industry cost estimating guidelines were used to develop the costs (in 2014 dollars) as well as partner plans and studies to the extent possible. These conceptual cost estimates are presented in tables 2-8 to 2-11. These estimates are not used for budgeting purposes. Once a plan has been approved, specific costs would be determined in subsequent more detailed planning and design exercises. More specific estimates would also consider the design of facilities, the identification of detailed resource protection needs, and changing visitor expectations. Actual costs to the NPS and partners will vary depending on if and when the actions are implemented, and on contributions by NPS, partners and volunteers.

The implementation of the approved plan, no matter which alternative is selected, would depend on future NPS funding levels and servicewide priorities, and on

partnership funds, time, and effort. The approval of a general management plan does not guarantee that funding and staffing needed to implement the plan would be forthcoming. Full implementation of the plan could be many years in the future.

#### Annual Operating Costs of Programs, Technical Assistance and Maintenance

Annual Operating Costs are shown for the NPS share of park operations only. Partner operating costs are not shown because of the many current unknowns about the scope, extent and costs of partner operations. Annual Operating Costs are defined as the total costs per year for various park programs, technical assistance, resource management, facility operations and maintenance/repair of the park, including fixed costs, utilities, supplies, staff salaries and benefits, contracted services, and emergency repairs. This is an annual average cost derived from a twenty (20) year life cycle projection of requirements.

For purposes of this GMP, NPS estimated average annual costs for alternative A in greater detail than the other two alternatives because more detailed operational and condition information was available. This cost estimate is common to and incorporated into all other alternative cost estimates. These specific areas include the Welcome Center, Overlook Park, the Landing, Mary Ellen Kramer Park and the Maple Street/Wayne Avenue parkland and trails where the NPS has completed the total cost of facility ownership for the buildings, structures and landscapes of these areas.

The annual NPS operating costs for alternatives B and C will be greater than those of alternative A based on the expanding programs inclusive of each alternative. For alternative A, the annual operating costs are estimated to average approximately \$562,000 (annually). Alternative B is estimated to be \$1.8 million (annually) and alternative C is estimated to be \$2.25 million (annually). NPS staffing levels will vary among the alternatives. The staffing figure (total number of FTE employees) is the number of person-years of staff required to provide visitor services, protect resources, provide technical assistance, maintain the assets of the park, and generally support park operations. The FTE number indicates NPS staff only, not volunteer and seasonal positions or positions funded by partners. FTE salaries and benefits

are included in the annual operating costs. The types and numbers of positions based upon specific park functions and programming may vary by alternative as well.

For alternative A, there are currently 3 full-time equivalent (FTE) positions authorized for the NPS. The staffing levels for alternatives B and C would be greater than alternative A and are estimated over a 20-year period to be 12 FTE for alternative B and 15 FTE for alternative C.

#### **One-time and Capital Costs—Shared by the Federal Government, the State, and the City, and other public or private entities or individuals**

This plan presents estimated one-time and capital costs for the alternatives at a range of magnitude of approximately \$4.7 million for alternative A, \$32 million for alternative B and \$48 million for alternative C. The presentation of one-time and capital costs in a general management plan is intended for alternatives comparison purposes only. Due to the degree of variation in the details required for developing the estimates, the costs are not appropriate for budgeting purposes, although they do indicate the level of investment by all entities that would be needed to implement the alternatives, and to allow comparison of the costs for each alternative.

The partnership management concept represented in this plan supports the larger partnership shared cost vision and collaborative development of future partnerships for Paterson Great Falls NHP. It acknowledges limited NPS ownership and liabilities that we are challenged with in today's constrained fiscal climate and operating realities. Developing and sustaining successful external partnerships will be key to achieving the wide ranging goals and objectives presented in Alternatives B and C, and will rely on the relative success of external partnerships and support of NPS partners to identify opportunities for implementation.

Projects are identified under two priorities. Priority 1 projects are considered essential: this category includes cultural resource/historic preservation studies, reports and treatments that are necessary to ensure the long-term integrity of NHL-contributing structures; as well as life, health, and safety-related projects; infrastructure and access maintenance. Priority 2 includes projects that support the visitor experience: implementation of the interpretive framework; development of signage, materials, orientation and recreation facilities; and landscape improvements for views and access. A summary of the projects and costs by alternative are provided in tables 2-9 to 2-II.

**Table 2.8 NPS Annual Operating Costs of Program Services, Technical Assistance, Maintenance and Staffing by Alternative**

	Alternative A:	Alternative B:	Alternative C:
<b>NPS Annual Costs of Operating Programs, Technical Assistance, and Maintenance Costs</b>	<b>\$562,000</b>	<b>\$1.8 million</b>	<b>\$2.25 million</b>
<b>Anticipated NPS Contributions over 20 year life cycle</b>	<b>\$11.2 million</b>	<b>\$36 million</b>	<b>\$45 million</b>
<b>Staffing (FTEs)</b>			
<b>Management and Administration</b>	<b>1</b>	<b>3</b>	<b>3</b>
<b>Resource Management</b>		<b>3</b>	<b>5</b>
<b>Interpretation and Education</b>	<b>2</b>	<b>4</b>	<b>5</b>
<b>Facilities and Maintenance</b>		<b>2</b>	<b>2</b>
<b>Total FTEs</b>	<b>3</b>	<b>12</b>	<b>15</b>

Table 2.9 Alternative A—Summary of Projects and One-time and Capital Partnership Shared Costs

Alternative A—Summary of Projects and One-time and Capital Partnership Shared Costs	Visitor Experience & Recreation Enhancements	Resource Management	Access, Circulation & Safety Improvements
<b>Priority 1— projects that emphasize resource protection, threats, and visitor safety</b>			
<b>Allied Textile Printing Site:</b> stabilize river wall and create path for site access <b>Hinchliffe Stadium:</b> stabilize stadium <b>Park-wide:</b> develop an ethnographic resources overview and assessment	\$100,000	\$3,800,000	
<b>Priority 2— projects that primarily address visitor opportunities and experience</b>			
<b>Overlook Park:</b> improve viewing area and access <b>Park-wide:</b> develop wayfinding and signage plan	\$70,000		\$750,000
<b>OVERALL TOTAL for PRIORITIES 1 and 2—\$4,720,000</b>	<b>\$170,000</b>	<b>\$3,800,000</b>	<b>\$750,000</b>

Table 2.10 Alternative B—Summary of Projects and One-time and Capital Partnership Shared Costs

Alternative B— Summary of Projects and One-time and Capital Partnership Shared Costs	Visitor Experience & Recreation Enhancements	Resource Management	Access, Circulation & Safety Improvements
<b>Priority 1— projects that emphasize resource protection, threats, and visitor safety</b>			
<b>Scenic Falls and River Area:</b> conduct research on geologic formation; develop chasm stabilization plan; conduct water quality assessment; rehabilitate steam plant foundation <b>Historic Immersion Area:</b> develop historic structure reports; stabilize, preserve, and rehabilitate raceways and buildings <b>Evolved Landscape Area:</b> preserve Colt Gun Mill, stabilize river wall and foundations; remove mill ruins <b>Community Cultural Heritage Area:</b> stabilize Hinchliffe Stadium <b>Park-wide:</b> improve paths sidewalks and visual corridors throughout park; develop inventories and reports for archeological resources, cultural landscapes and historic structures		\$24,200,000	\$300,000
<b>Priority 2— projects that primarily address visitor opportunities and experiences</b>			
<b>Scenic Falls and River Area:</b> develop new interpretive center; create new viewing areas and river recreation access; improve trails <b>Historic Immersion Area:</b> enhance Upper Raceway Park, develop raceway trail <b>Evolved Landscape Area:</b> improve landscape for recreation, community celebrations and interpretation; create trails and river access; develop visitor services such as tours, rentals and retail <b>Community Cultural Heritage Area:</b> create interpretive and education programs and materials, design and install wayside exhibits; improve access paths from park to stadium <b>Park-wide:</b> implement wayfinding and signage plan; create long-range interpretive plan; conduct visitor use survey and study; inventory scenic resources	\$6,600,000		\$1,200,000
<b>OVERALL TOTAL for PRIORITIES 1 and 2—\$32,300,000</b>	<b>\$6,600,000</b>	<b>\$24,200,000</b>	<b>\$1,500,000</b>



Table 2.11 Alternative C—Summary of Projects and One-time and Capital Partnership Shared Costs

Alternative C—Summary of Projects and One-time and Capital Partnership Shared Costs	Visitor Experience & Recreation Enhancements	Resource Management	Access, Circulation & Safety Improvements
<b>Priority 1— projects that emphasize resource protection, threats, and visitor safety</b>			
<p><b>Scenic Falls and River Area:</b> conduct research on geologic formation; develop chasm stabilization plan; conduct water quality assessment</p> <p><b>Historic Immersion Area:</b> restore raceway system; rehabilitate Rogers Locomotive Building</p> <p><b>Evolved Landscape Area:</b> rehabilitate Colt Gun Mill, preserve river wall and foundations; stabilize select mill ruins</p> <p><b>Community Cultural Heritage Area:</b> stabilize Hinchliffe Stadium</p> <p><b>Park-wide:</b> develop inventories and reports for archeological resources, cultural landscapes and historic structures; improve connections to Historic District;</p>		<b>\$39,400,000</b>	<b>\$160,000</b>
<b>Priority 2— projects that primarily address visitor opportunities and experiences</b>			
<p><b>Scenic Falls and River Area:</b> rehabilitate structures for visitor services or partner uses; improve views into Historic District</p> <p><b>Historic Immersion Area:</b> develop trail and access for interpretation/programs along entire raceway system</p> <p><b>Evolved Landscape Area:</b> transform landscape/mill ruins into industrial history park</p> <p><b>Community Cultural Heritage Area:</b> create interpretive and education programs and materials, design and install wayside exhibits; improve access paths from park to stadium</p> <p><b>Park-wide:</b> rehabilitate building in Historic District for visitor contact station and park offices; implement wayfinding and signage plan; create long-range interpretive plan; conduct visitor use survey and study</p>	<b>\$7,125,000</b>		<b>\$1,200,000</b>
<b>OVERALL TOTAL for PRIORITIES 1 and 2—\$47,885,000</b>			

## Comparison of Alternatives

Table 2.12

	Alternative A: Establishing the New National Park	Alternative B: Landscape Exploration	Alternative C: Industrial Heritage Immersion
	<b>CONCEPT</b>		
	<p>Visitors experience the park primarily through independent park exploration and passive recreation.</p> <p>Primary destinations are Overlook Park—with views of the Great Falls and the Passaic River—Paterson Great Falls NHP Welcome Center, and the Paterson Museum. Some visitors explore the park on trails above the falls and in Raceway Park.</p>	<p>Visitors 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.</p> <p>A multisensory experience highlights 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.</p> <p>Natural and cultural landscapes offer enhanced opportunities for scenic views, recreation, learning through interpretive and educational programs, and community building through arts and cultural celebrations.</p>	<p>Visitors actively explore the entire park with a focus on learning about its industrial history.</p> <p>A learning experience highlights the national significance of Paterson's history beginning with the city's founding as part of Alexander Hamilton's vision for American economic independence and innovation, and continuing through today.</p> <p>Rehabilitated historic structures and cultural landscapes, together with the Great Falls and the Passaic River, offer expanded interpretive experiences, educational programs, visitor services, and special events that celebrate history.</p>
	<b>VISITOR EXPERIENCE</b>		
<b>Scenic Falls and River Area</b>	<p>Visitor experience focused on Passaic River and views of the Great Falls and walking tour of Upper Raceway Park</p> <p>Interpretive and educational programming emphasizes Paterson's industrial and environmental history</p> <p>Primary park visitor contact at Welcome Center</p>	<p>Enhanced visitor facilities and interpretive programming encourages a wide range of visitor activities focused on actively exploring the Passaic River corridor.</p> <p>Interpretation and educational programming emphasizes protection of natural resources associated with the Great Falls and Passaic River through history.</p> <p>Primary park visitor contact station at the Welcome Center or a new visitor contact station located in a rehabilitated historic structure in Overlook Park.</p>	<p>Expanded visitor facilities and, interpretive programming encourages visitors to explore the area in its historic context as a source of water power harnessed by technology to fuel American industry.</p> <p>Interpretation and educational programming emphasizes evolution of industrial hydropower using tangible remaining historic resources.</p>

Table 2.12: Comparison of the Alternatives *continued*

	Alternative A: Establishing the New National Park	Alternative B: Landscape Exploration	Alternative C: Industrial Heritage Immersion
<b>Historic Immersion Area</b>	<p>Visitor experience focused on Paterson Museum and walking tour of Upper Raceway Park.</p> <p>Interpretation and educational programming emphasizes the raceway technology that supported Alexander Hamilton's vision for America's first planned industrial city focused on the upper raceway.</p> <p>Primary park visitor contact at Welcome Center.</p>	<p>Preservation and re-watering the upper, middle and lower raceways, along with development of a raceway trail along the raceway, encourages visitors to explore the park.</p> <p>Interpretation and educational programming emphasizes the raceway technology that supported Alexander Hamilton's vision for America's first planned industrial city focused on the upper, middle and lower raceways.</p>	<p>Rehabilitation and re-watering the upper, middle and lower raceways, as well as all other elements of the raceway system, along with development of a raceway trail along the length of the raceway system, encourages visitors to explore the NHL district.</p> <p>Interpretation and educational programming emphasizes the raceway technology that supported Alexander Hamilton's vision for America's first planned industrial city focused on the upper, middle and lower raceways, as well as all other elements of the raceway system.</p> <p>Primary park visitor contact station located in a rehabilitated historic structure in the NHL district.</p>
<b>Evolved Industrial Landscape Area</b>	<p>Former ATP site closed to public use.</p> <p>Former ATP site close to public use; off-site interpretation only at Welcome Center and Paterson Museum.</p>	<p>Former ATP site rehabilitated as a recreation area offering a variety of recreation activities and as a site for special events; select structures and features preserved.</p> <p>Interpretation focused on understanding of the size and scale of the historic industrial scene within a new park context structure in Overlook Park.</p>	<p>Former ATP site rehabilitated as an industrial history park; select structures and features preserved; industrial landscape rehabilitated for interpretive purposes and other visitor uses.</p> <p>Interpretation focused on the site as a former site of new and emerging technology and innovations.</p>
<b>Community Cultural Heritage Area</b>	<p>Hinchliffe Stadium closed to public use.</p>	<p>Hinchliffe Stadium rehabilitated for adaptive reuse for visitor use, such as educational programs, athletic programs, community activities and special events.</p>	<p>Same as alternative B.</p>



Table 2.12: Comparison of the Alternatives *continued*

	Alternative A: Establishing the New National Park	Alternative B: Landscape Exploration	Alternative C: Industrial Heritage Immersion
<b>CULTURAL RESOURCE MANAGEMENT</b>			
<b>Scenic Falls and River Area</b>	Cultural resource management actions stabilize historic structures.	Settings and exteriors of historic structures associated with hydropower production preserved and maintained in good condition.  Steam Plant Foundation and S.U.M. Administration Building rehabilitated for park offices and visitor use, potentially including the park's primary visitor center.	Settings, interiors and exteriors of historic structures associated with industrial history preserved and maintained in good condition.  Steam Plant Foundation and S.U.M. Administration Building preserved for partner or visitor use.
<b>Historic Immersion Area</b>	Cultural resource management actions stabilize historic structures.	Upper, middle, and lower raceways preserved and re-watered for interpretation.  Important historic structures managed to enhance historic character.	Upper, middle, and lower raceways, as well as all other elements of the raceway system rehabilitated and re-watered for interpretation.  Same as alternative B.
<b>Evolved Industrial Landscape Area</b>	Cultural resource management actions stabilize historic structures.  No management action to document historic structures in ruinous condition.	Colt Gun Mill preserved and select features of remaining structures made safe and preserved as landscape features reflecting the site's industrial history.  Historic structures in ruinous condition documented and demolished if determined unsafe or interpretive value does not support interpretation.	Colt Gun Mill rehabilitated and portions of select mill factories and ruins stabilized, where possible, for interpretive purposes and other visitor uses.  Same as alternative B.
<b>Community Cultural Heritage Area</b>	Hinchliffe Stadium stabilized.	Hinchliffe Stadium rehabilitated for adaptive reuse for visitor use.	Same as alternative B.

Table 2.12: Comparison of the Alternatives *continued*

	Alternative A: Establishing the New National Park	Alternative B: Landscape Exploration	Alternative C: Industrial Heritage Immersion
<b>NATURAL RESOURCE MANAGEMENT</b>			
<b>Scenic Falls and River Area</b>	Riparian forest minimally managed.	Passaic River riparian forest rehabilitated.	Same as alternative B.
	No action to maintain scenic view by vegetation trimming.	Selected vegetation trimming to protect scenic views.	Same as alternative B.
	Many park partners not focused on water quality management issues.	Increasing partner focus on protecting water resources.  Through watershed planning and implementation of recommended management actions.	Same as alternative B.
	No action to monitor and protect geologic resources.	Geologic resources monitored and protected.	Same as alternative B.
<b>Historic Immersion Area</b>	Natural areas in Upper Raceway Park minimally managed.	Natural areas in Upper Raceway Park enhanced through removal of invasives and areas replanted with native species.	Same as alternative B.
	No action to remove invasive plants along middle and lower raceways.	Invasive plants removed along middle and lower raceways and areas replanted with native species.	Same as alternative B.
<b>Evolved Industrial Landscape Area</b>	Some actions to remove contaminated soils.	Contaminated soil conditions remediated; impacts to water quality associated with leaching of contaminants mitigated.	Same as alternative B.
	Some action to remove invasive plants from open spaces and wooded areas.	Invasive plants removed from ruins and open spaces and areas replanted with native species in landscaped areas.	
<b>Parkwide</b>	Limited implementation of “Green Streets” enhancements in the park and NHL district.	Focused effort of partners to implement “Green Streets” enhancements throughout park.	Focused effort of partners to implement “Green Streets” enhancements throughout park and NHL district.

Table 2.12: Comparison of the Alternatives *continued*

	Alternative A: Establishing the New National Park	Alternative B: Landscape Exploration	Alternative C: Industrial Heritage Immersion
<b>PARK OPERATIONS</b>			
<b>Park Administrative Offices</b>	Park administrative offices in S.U.M. Administration Building.	Same as alternative A, with possible expansion of park offices to new visitor contact station.	Park administrative offices shared with partners in rehabilitated historic structure in NHL district.
<b>Law Enforcement</b>	Law enforcement provided by city of Paterson.	Same as alternative A.	Same as alternative A.
<b>Maintenance</b>	Maintenance for park lands provided by city of Paterson through agreement.	Same as alternative A over the short-term; plus contracted services for landscaping and other assistance.	Same as alternative A.

## Comparison of Impacts of the Alternatives

Table 2.13

	Alternative A: Establishing the New National Park	Alternative B: Landscape Exploration	Alternative C: Industrial Heritage Immersion
<b>CULTURAL RESOURCES</b>			
<b>Archeological Resources</b>	<p>Adverse impacts to the archeological resources due to a lack of comprehensive planning.</p> <p>Adverse impacts due to potential effects from natural processes.</p> <p>Adverse impacts from ground disturbing construction projects. Beneficial impacts due to resource protection and mitigation.</p>	<p>Beneficial impacts from archeological resource protection activities.</p> <p>Adverse impacts from ground disturbance related to construction.</p> <p>Adverse impacts due to removal of archeological resources at ATP, but mitigated through adherence to Secretary of Interior Standards.</p>	Same as for alternative B except that more resources would be managed throughout the park and NHL district
<b>Historic Structures</b>	<p>Beneficial impacts from stabilization of River Wall for wall and adjacent structures.</p> <p>Adverse impacts to the historic structures due to a lack of comprehensive planning.</p>	<p>Beneficial impacts to the archeological resources due to comprehensive planning.</p> <p>Beneficial impacts to historic structures when treated according to Sec. of the Interior's Standards.</p>	Same as for alternative B, except that more historic structures would be rehabilitated throughout the park and NHL district.



**Table 2.13 Comparison of Impacts of the Alternatives** *continued*

	<b>Alternative A: Establishing the New National Park</b>	<b>Alternative B: Landscape Exploration</b>	<b>Alternative C: Industrial Heritage Immersion</b>
	<p>Adverse impacts due to potential long-term deterioration of historic structures.</p> <p>Beneficial impacts due to resource protection and mitigation.</p>	<p>Adverse impacts to historic structures (ruins) identified for demolition, especially at ATP site.</p> <p>Beneficial impacts due to resource protection and mitigation.</p> <p>Adaptive reuse for visitor use.</p>	
<b>Cultural Structures</b>	<p>Adverse impacts resulting from the lack of a cultural landscape management plan and ongoing deterioration of elements of the cultural landscape.</p> <p>Beneficial impacts from stabilization of the river wall along the former ATP site and partial rehabilitation of Hinchliffe Stadium.</p> <p>Overall adverse cumulative impact.</p>	<p>Adverse impacts from hazardous materials mitigation, demolition of ruins, and addition of non-historic features to the landscape.</p> <p>Beneficial impacts 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 resources over the long term.</p> <p>Overall beneficial cumulative impact.</p>	

## NATURAL RESOURCES

<b>Water Resources</b>	<p>Beneficial impacts from stabilization of river wall and its associated erosion protection.</p> <p>Potential adverse impacts from drought and flooding.</p> <p>Adverse impacts from increased sedimentation and contaminated water runoff.</p> <p>Potential adverse impacts from climate change effects.</p>	<p>Beneficial impacts from remediation of adjacent soil contamination and associated water runoff.</p> <p>Short term adverse impacts on soils from construction activities mitigated by appropriate construction plans.</p> <p>Potential benefits from improved storm water management.</p> <p>Potential benefits from comprehensive water quality management planning for the Passaic River.</p>	<p>Beneficial impacts from remediation of adjacent soil contamination and associated water runoff.</p> <p>Short term adverse impacts on soils from construction activities mitigated by appropriate construction plans.</p> <p>Potential benefits from improved storm water management.</p>
<b>Floodplains</b>	Minimal impacts to floodplains.	Same as for alternative A.	Same as for alternative A.

**Table 2.13 Comparison of Impacts of the Alternatives** *continued*

Alternative A: Establishing the New National Park	Alternative B: Landscape Exploration	Alternative C: Industrial Heritage Immersion
<b>VISITOR USE &amp; EXPERIENCE</b>		
Beneficial impacts primarily from expanded programming and stabilization of ATP River Wall/River Walk.	Beneficial impacts from improvements to the cultural landscape, stabilization and rehabilitation of historic resources including ATP River Wall/River Walk and Hinchliffe Stadium, and improvements to trails and visitor services.	Same as for alternative B, plus additional beneficial impacts due to expanded interpretation and education opportunities as well as additional rehabilitation of park resources.
Adverse impacts resulting from disrepair of some park resources and lack of exhibits and waysides.	Adverse impacts resulting from construction activity.	
Overall adverse cumulative impact.	Overall beneficial cumulative impact.	
<b>TRANSPORTATION AND ACCESS</b>		
Beneficial impacts resulting from establishing regional highway signage, improving public transportation access, development of new regional trail linkages, and access to the ATP site.	Adverse impacts resulting from possible increases in visitation leading to additional congestion and parking shortages.	Beneficial impacts from remediation of adjacent soil contamination and associated water runoff.
Adverse impacts from existing traffic congestion issues, under-sized sidewalks and walkways, and hazardous crossing areas would all contribute to adverse impacts.	Beneficial impacts from access to additional areas of the park, improved public transportation systems, and improved directional signage.	Short term adverse impacts on soils from construction activities mitigated by appropriate construction plans.
No cumulative impacts.	No cumulative impacts.	Potential benefits from improved storm water management.
<b>SOCIOECONOMICS</b>		
Beneficial impacts construction spending by the park and partners, continued opportunities to access visitor opportunities and experience the natural, historic, and scenic qualities of the park, and community character improvements.	Beneficial impacts to community character, land use, and development, construction spending, increased employment opportunities, and increase visitor and operational spending.	Same as for alternative A.
Overall cumulative impact would be beneficial.	Adverse impacts from increased visitation in the form of congestion, crowding, and potential for increased public service rates.	
	Overall cumulative impact would be beneficial.	
<b>PARK OPERATIONS</b>		
Adverse impact due to minimal park staffing.	Beneficial impacts due to increased park staffing and continued partner support.	Same as for alternative B.

## Environmentally Preferable Alternative

In accordance with the DO-12 Handbook, the NPS identifies the environmentally preferable alternative in its NEPA documents for public review and comment [Sect.4.5 E(9)]. The environmentally preferable alternative is the alternative that causes the least damage to the biological and physical environment and best protects, preserves, and enhances historical, cultural, and natural resources. The environmentally preferable alternative is identified upon consideration and weighing by the responsible official of long-term environmental impacts against short-term impacts in evaluating what is the best protection of these resources. In some situations, such as when different alternatives impact different resources to different degrees, there may be more than one environmentally preferable alternative (43 CFR 46.30).

The NPS has determined that the environmentally preferable alternative is alternative C. This conclusion is based on careful review of potential impacts as a result of implementing the management alternatives and assessing proposed mitigation for cultural and natural resource impacts. Alternative C best protects, preserves, and enhances the park's natural, cultural, and recreational resources. Both of the action alternatives B and C would provide the same level of protection

of natural resources. Alternative C provides a higher level of cultural resource preservation and rehabilitation than alternative B. In addition, alternative C provides a wider range of visitor opportunities than alternative B, and more educational and research opportunities to foster better understanding of the park's resources.

Alternative C best satisfies the national environmental goals by providing the highest level of protection of natural and cultural resources while concurrently providing for a wide range of neutral and beneficial uses of the environment. This alternative maintains an environment that supports a diversity and variety of individual choices, and it integrates resource protection with an appropriate range of visitor uses and understanding.

## 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 preferred alternative. The NPS would develop these plans and studies in coordination with stakeholders, academic institutions, and local governments, and state and other federal agencies.



The Falls

**Table 2.14 Summary of Future Implementation Planning Needs**

<b>Future Planning Need</b>	<b>Plan Description</b>
<b>Archeological resources study</b>	Inventory and document threatened archeological resources and develop a management strategy for responding to impacts.
<b>Cultural landscape inventory</b>	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.
<b>Cultural landscape report</b>	Document, analyze, and prepare detailed treatment recommendations for park cultural landscapes.
<b>Historic structures management plan</b>	Develop a management strategy for the rehabilitation of historic structures throughout the historic district.
<b>Historic structure reuse plan</b>	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.
<b>Invasive species plan</b>	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.
<b>Park sustainability plan</b>	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
<b>Resource stewardship strategy</b>	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.
<b>Visitor use survey and study</b>	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.
<b>Visual resource inventory and management plan</b>	Inventory scenic resources and key critical view points and identify strategies and recommendations for preservation.