



Foundation Document

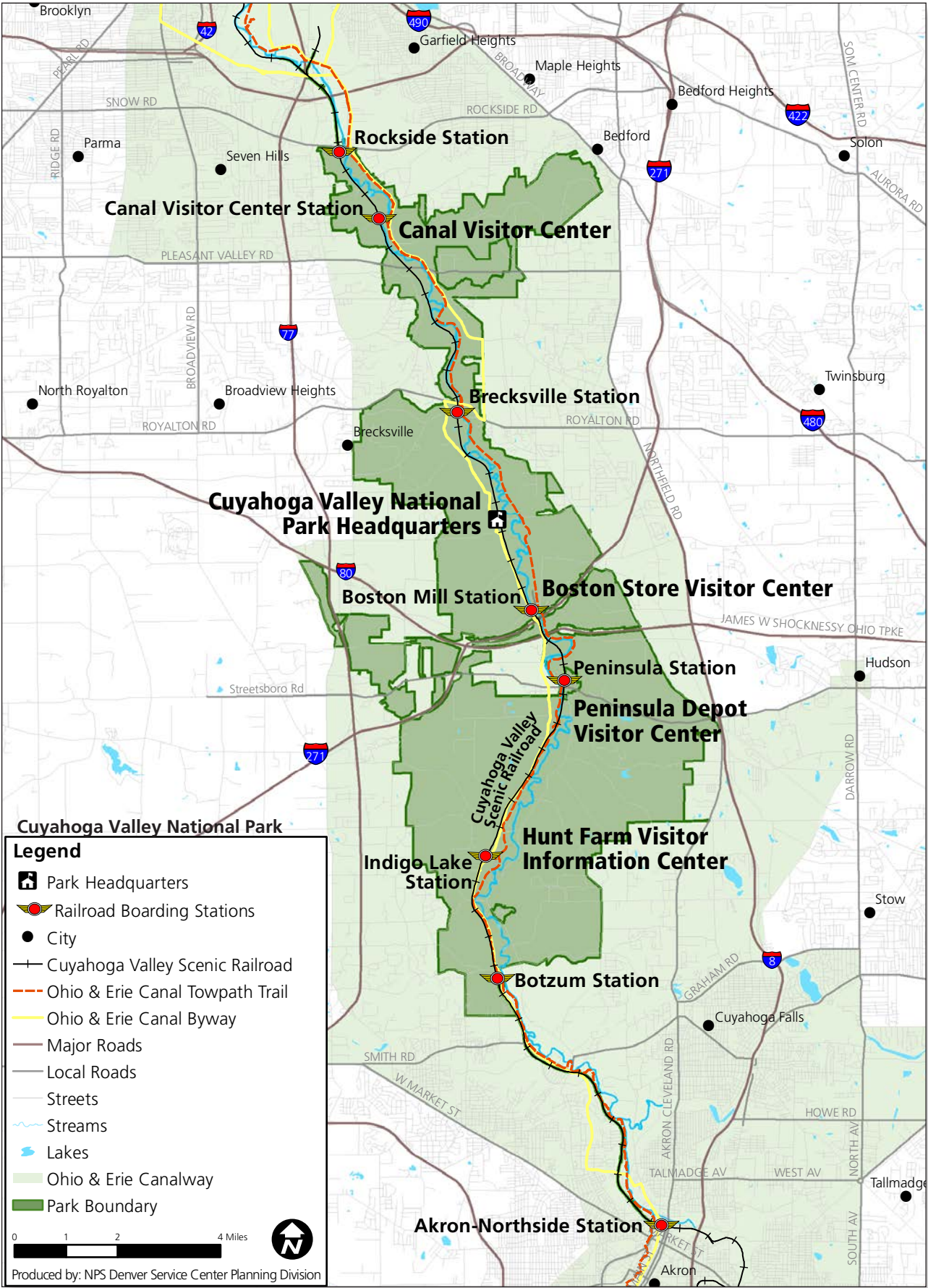
Cuyahoga Valley National Park

Ohio

July 2013



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Introduction

Every unit of the national park system is required to have a formal statement of its core mission that will provide basic guidance for all planning and management decisions—a foundation for planning and management. Increasing emphasis on government accountability and restrained federal spending make it imperative that all stakeholders are aware of the purpose, significance, interpretive themes, fundamental resources and values, and special mandates and administrative commitments of a park unit, as well as the legal and policy requirements for administration and resource protection that factor into management decisions.

The process of developing a foundation document provides the opportunity to gather together and integrate all varieties and hierarchies of information about a park unit. Next, this information is refined and focused to determine the most important attributes of the park. The process of preparing a foundation document aids park managers, staff, and stakeholders in identifying information that is necessary for future planning efforts.

A foundation document serves as the underlying guidance for all management and planning decisions for a national park unit. It describes the core mission of the park unit by identifying the purpose, significance, fundamental and important resources and values, interpretive themes, assessment of planning and data needs, special mandates and administrative commitments, and the unit's setting in the regional context.

The foundation document can be useful in all aspects of park management to ensure that primary management objectives are accomplished before addressing other factors that are also important, but not directly essential to achieving the park purpose and maintaining its significance. Thus, the development of a foundation document for Cuyahoga Valley National Park is necessary to effectively manage the park over the long term and protect park resources and values that are integral to the purpose and identity of the park unit.

This foundation document was developed as a collaborative effort among Cuyahoga Valley National Park staff, park partners, and the National Park Service (NPS) Midwest Region Office, with assistance of the NPS Denver Service Center. A workshop to facilitate this process was held on June 12–14, 2012, in Cuyahoga Valley National Park. A complete list of attendees and preparers is included in part 3 of this document.

The park atlas is also a part of the foundation project. It is a geographic information system (GIS) product that can be published as a hard copy paper atlas and as electronic geospatial data in a Web-mapping environment. The purpose of the park atlas is to act as a reference for park projects and to facilitate planning decisions as a GIS-based planning support tool. The atlas covers various geographic elements that are important for park management such as natural and cultural resources, visitor use areas, and facilities. It can be developed as part of a planning project (e.g., general management plan, foundation document), although it can also be designed as an independent product. The park atlas is available at <http://insideparkatlas.nps.gov>.

Part 1: Core Components

All foundation documents include the following core elements:

The park purpose is the specific reason(s) for establishing a particular park. A park purpose statement is grounded in a thorough analysis of the legislation (or executive order) and legislative history of the park, and may include information from studies generated prior to the park's establishment. The purpose statement goes beyond a restatement of the law to clarify assumptions about what the law means in terms specific to the park.

The significance statements express why the resources and values of the park are important enough to justify national park designation. Statements of park significance describe why an area is important within a global, national, regional, and systemwide context. Significance statements are directly linked to the purpose of the park and are verified by data or consensus that reflect the most current scientific or scholarly inquiry and cultural perceptions because the resources and values may have changed since the park was established.

Interpretive themes connect park resources to relevant ideas, meanings, concepts, contexts, beliefs, and values. They support the desired interpretive objective of increasing visitor understanding and appreciation of the significance of park resources. In other words, interpretive themes are the most important messages to be conveyed to the public about the park. Interpretive themes are based on park purpose and significance.

Fundamental resources and values are features, systems, organisms, processes, visitor experiences, stories, scenes, sounds, smells, or other attributes of the park that merit primary consideration during planning and management because they are essential to achieving park purpose and maintaining park significance.



Description of the Park

Cuyahoga Valley National Park encompasses 33,000 acres along the Cuyahoga River between Cleveland and Akron, Ohio. Its setting in a metropolitan area and its combination of scenic, natural, historic, recreational, and education values make it a well-loved gem in the national park system. Of the 33,000 acres, the National Park Service manages approximately 20,000 acres; the rest is held in other public and private ownership.

Established by Congress on December 27, 1974, as Cuyahoga Valley National Recreation Area, the area was renamed Cuyahoga Valley National Park on October 11, 2000. It was created during a time when the National Park Service emphasized a “Parks to the People” policy. Located within a one-hour drive of three to four million residents of northeast Ohio, it serves as a retreat for local urban dwellers, while also welcoming national and international visitors.

The park’s open space is vast for a metropolitan setting, increasing possibilities for preservation and restoration. Its topography and unique geographic position allows for rich biological diversity. The valley sits at the transition between major physiographic divisions of the country, the Appalachian Mountains and Great Plains, and near the southern edge of Ice Age glaciation. The valley’s uplands, steep slopes, moist ravines, and floor support mixed deciduous forests, wetlands, and other habitat types in a variety of stages of succession. These, in turn, provide a refuge for an assortment of plants and wildlife including rare, threatened, and endangered species. Some of the largest remaining forest tracts in northeast Ohio, stunning exposed rock ledges, and waterfalls all add to the natural scenery.

The Cuyahoga River drains into Lake Erie, part of the Great Lakes ecosystem and the largest system of fresh water lakes in the world. Once known as the “river that burned,” the Cuyahoga served as a symbol of the plight of America’s rivers and the need for federal clean water legislation. The beauty of its surrounding landscape and abundance of wildlife species today is in sharp contrast with the environmental abuses that occurred just a few decades ago.

The climate of the park is typical of northeast Ohio, having four distinct seasons. Summers can be hot and humid; winters cold and snowy. However, many temperate days occur year-round. Climate projections for the next 100 years forecast hotter temperatures and increased precipitation. Climate change could alter vegetation types from temperate mixed forest to temperate broadleaf forest. Invasive species, river water quality degradation, and flooding of historic structures present additional challenges that are currently occurring and expected to increase as a result of climate change.



The park contains hundreds of cultural assets including the Ohio & Erie Canal, the Valley Railway, and the historic communities of Everett, Peninsula, Boston, and Jaite. Historic farms, country roads, the Virginia Kendall State Park Historic District, and remnants of industry are diverse the cultural assets. The valley's human story began when the modern valley landscapes began to evolve after glaciation, and American Indian peoples left their mark on the landscape through archeological sites and earthworks. American Indian cultures in the valley include those influenced by the Adena and Hopewell mound builders of southern Ohio, as well as the more localized Whittlesey tradition. The valley's cultural assets include a continuum of transportation resources, many of which took advantage of the natural north-south corridor created by the valley. The variety of transportation-related resources documents the evolution of transportation and its impact on economies, communities, and daily life.

European American settlement patterns are another human influence on the landscape and broadly represent western migration. The valley briefly served as the edge of the newly formed United States when the 1795 Treaty of Greenville established the Cuyahoga River as the western boundary for settlement of the United States. By the mid-19th century, farms and villages dotted the valley landscape. Today, the park's Countryside Initiative program focuses on the preservation of rural landscape while encouraging modern sustainable farming methods appropriate for a national park. Nearly a dozen of the farms, including historic buildings and associated lands, are managed to ensure continued agricultural use through long-term leasing under this program.

Visitors have numerous opportunities to enjoy the park and experience it as an authentic classroom. Park staff work closely with partners and compatible institutional landowners to provide educational and cultural programs, arts and crafts demonstrations, recreational and ranger-guided programs, and other special events. Recreational activities are available year-round and include hiking, excursion rail tours, fishing, running, bicycling, horseback riding, golfing, skiing, sightseeing and picnicking, bird-watching, and nature study.

Cuyahoga Valley National Park is a prime example of a partnership park that relies on the innovative contributions of its partners to achieve the purpose of the park to the highest degree possible. Partnerships enhance many park pursuits, including the rail and trail systems, public education, agricultural activities, resource conservation, and recreational activities and events. Compatible landowners and partners, including camps, county parks, ski areas, Blossom Music Center, and Hale Farm & Village, expand experiences offered within park boundaries. Volunteers are also active in park activities, contributing to trail patrols, park maintenance, interpretation and education, resource management, citizen science, visitor services, and more.

Consistently ranking among the top 10 most visited national parks in the country, Cuyahoga Valley National Park contributes to the quality of life within the region while protecting the resources within its boundaries. The Ohio & Erie Canal, a congressionally designated national heritage corridor, includes the park and extends beyond its boundaries to the north and south. Working in partnership with the National Park Service, it links the park directly to communities and expands opportunities for preservation and recreation.



Park Purpose

Purpose statements identify the specific reason for the establishment of a particular park. Purpose statements are crafted through a careful analysis of the enabling legislation and legislative history that influenced the development of Cuyahoga Valley National Park, which was designated on December 27, 1974, when the initial enabling legislation was passed and signed into law (see appendix A for enabling legislation and subsequent amendments). The purpose statement reinforces the foundation for future park management, administration, and use decisions. The following purpose statement was based on the review of park legislation, previous management documents, and discussions with park staff:

The purpose of CUYAHOGA VALLEY NATIONAL PARK is to preserve and protect for public use and enjoyment the historic, scenic, natural, and recreational values of the Cuyahoga River and its valley; to maintain the necessary recreational open space in connection with the urban environment; and to provide for the recreational and educational needs of the visiting public.



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Park Significance

Significance statements express why Cuyahoga Valley National Park resources and values are important enough to merit national park unit designation. Statements of significance describe why an area is important within a global, national, regional, and systemwide context. These statements are linked to the purpose of the park unit, and are supported by data, research, and consensus. Significance statements describe the distinctive nature of the park and inform management decisions, focusing efforts on preserving and protecting the most important resources and values of the park unit.

The following significance statements have been identified for Cuyahoga Valley National Park. (Please note that the statements are in no particular order):

1. Cuyahoga Valley National Park is an island of high ecological integrity within a densely populated urban region. Situated along a major river system at the southern edge of Lake Erie, and bordering the edge of Ice Age glaciation between the Appalachian Mountains and the Great Plains, the park's location supports a high biological diversity and provides a vital habitat corridor for migrating species.
2. Rooted in national environmental and social movements of the 20th century, the establishment of the park was a community-driven response to urban sprawl and ecological abuses epitomized by fires on the Cuyahoga River. The park continues to lead in restoring degraded landscapes, perpetuating environmental awareness, and promoting the ethic of stewardship and sustainability.
3. Resources in the Cuyahoga Valley illustrate a continuum of transportation corridors from early American Indian to modern times. Of national significance, the Ohio & Erie Canal was part of the first interstate transportation system in lands known as the U.S. interior to the East Coast. This opened up the entire region for industrialization and contributed to the growth of the economy at a critical time in U.S. history.
4. Cuyahoga Valley National Park protects a large and diverse collection of cultural resources in the Midwestern United States, consisting of more than 600 examples of historic structures, cultural landscapes, and archeological sites. This exceptional assemblage conveys themes that include American Indian and later settlement, transportation, agriculture, industry, and recreation.
5. Cuyahoga Valley National Park came into being in 1974 as a unified patchwork of land ownership sewn together by an unprecedented grassroots effort of community partners. As an outgrowth of this partnership origin, the park has become an innovator and a national leader in shared stewardship models through its dynamic community engagement, nationally recognized partnerships, and one of the largest volunteer programs in the country.
6. Located within a one-hour drive of over three million people, Cuyahoga Valley National Park offers in-depth, active, and innovative education and recreation opportunities that can provide a first national park experience to a large urban audience. These experiences are exemplified by a large community-connected trail system, a residential environmental education center, a scenic railroad, and a network of sustainable farms.



Interpretive Themes

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

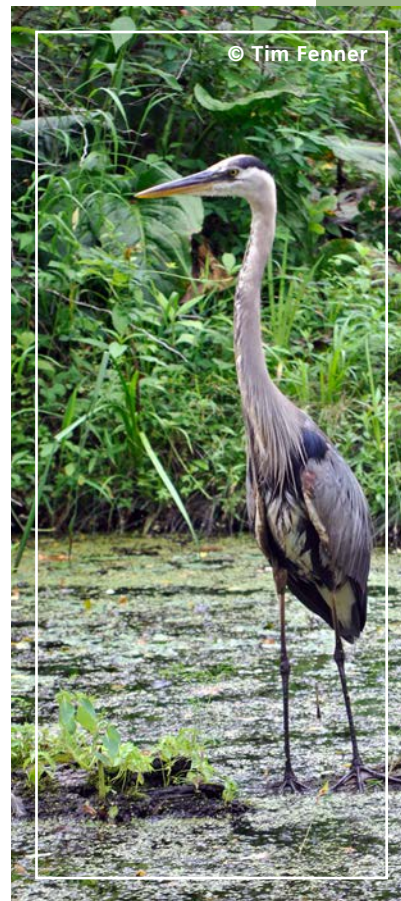
Interpretive themes are organizational tools that reveal and clarify meaning, concepts, contexts, and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and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

While themes are important as an organizational tool to guide management decisions, they are not intended for public use. The themes offer park staff guidance on focusing on relevant visitor experiences, and what matters to the public is how these themes are represented through park services, media, programming, and facilities.



The following interpretive themes have been identified for Cuyahoga Valley National Park:

- **Parks to the People** – In keeping with Cuyahoga Valley’s long history as a place for retreat from urban areas, Cuyahoga Valley National Park is the product of a national movement for the establishment of parks for use by people living in an urban environment. Grassroots efforts helped to create this national park and continue to support it through stewardship and advocacy. The park is valuable for discovery, exploration, and recreation that renews mind, body, and spirit in a rural setting often unavailable to urban residents.
- **Park as a Classroom** – The diverse array of natural and cultural resources in the Cuyahoga Valley offers opportunities for learning, discovery, and revelation. Lessons of conflict, adaptability, ingenuity, and interdependence illustrate broader trends in many disciplines, including sustainability, ecology, agriculture, and U.S. history.
- **Cultural and Natural Interplay** – The wide variety and wealth of natural and cultural resources in Cuyahoga Valley National Park exist singly, but also meld into a mosaic of pastoral landscapes that were created and continue to be transformed by the interplay of geologic, ecological, and cultural forces. Understanding human interaction with the valley environment from American Indian to present times can serve to inspire and encourage discussion of land stewardship.
- **Watershed Connections** – The Cuyahoga River connects Cuyahoga Valley National Park with the Great Lakes, the largest system of fresh water in the world. This “river that burned” gave international attention to water quality issues and encouraged action through the passage of environmental legislation, especially the Clean Water Act. Understanding the watershed connections demonstrates the potentially far-reaching impacts of land preservation, community engagement, and individual daily decisions on environmental health.
- **Natural Diversity** – Cuyahoga Valley National Park provides refuge for a surprisingly rich natural diversity of plants and animals, including rare, threatened, and endangered species whose survival depends on park protection. This unique species composition is a result of the park’s location in a transition zone between major regions of the country, combined with its glacial history and varied topography.
- **Evolution of Transportation** – Representative of national trends in transportation, people used the Cuyahoga Valley as a transportation corridor from pre-contact to modern times, taking advantage of its topography while overcoming its obstacles. Through changing transportation technologies, people have sought opportunities for economic growth, recreation, freedom, and communication with the outside world. Evolving transportation systems continue to impact daily lives.
- **Impact of the Canal** – As a critical link in the 19th century transportation infrastructure, the Ohio & Erie Canal was among the most successful of America’s canals during the period canals contributed to the growth of the nation. By connecting regions, it contributed to the development of a national market economy while stimulating community growth locally, regionally, and nationally.



Fundamental Resources and Values

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

The most important responsibility of NPS managers is to ensure the conservation of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. These qualities are called fundamental resources and values. Fundamental resources and values are closely related to legislative purpose, and are more specific than significance statements. FRVs help focus planning and management processes on what is truly significant about the park. If FRVs are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

The identification of fundamental resources and values should not be interpreted as meaning that some park resources are not important. This evaluation is made to separate those resources or values that are covered by NPS mandates and policies from those that have important considerations to be addressed in other planning processes.

The following fundamental resources and values have been identified for Cuyahoga Valley National Park:

- **Cuyahoga River Ecosystem** – As the largest stakeholder in the recovery of the Cuyahoga River watershed the park’s 228 miles of river, streams, and canal; floodplains; and more than 1,500 identified wetlands together provide an ecological buffer against impacts of development as the river connects to the Great Lakes Region ecosystem.
- **Forest Ecosystem** – Cuyahoga Valley National Park contains some of the largest remaining stands of deciduous and mixed forests in the Northeastern Ohio region. It also supports a rare and large mix of biodiversity, providing corridors for migratory species and serving as a biological refuge in the context of development and climate change.
- **Ohio & Erie Canal** – The Ohio & Erie Canal is nationally significant as part of one of the most successful transportation networks of its time that linked the U.S. interior to the East Coast. Historically, it served as a catalyst that spurred regional and national economic and industrial growth.
- **Valley Railway** – The Valley Railway represents a significant transportation corridor for the state of Ohio, as it once accelerated economic development and fueled industrialization. Its role in the evolution of transportation in the valley and subsequent rise of communities along the railway is equally critical. The present-day role of the railway as part of the park’s alternative transportation program allows visitors to experience this resource, thus better understanding the railroad’s significance.



- **Agricultural Resources and Rural Landscape** – The Cuyahoga River Valley has supported a rich agricultural heritage for more than 1,000 years. Through the innovative Countryside Initiative program, these cultural landscapes are preserved and protected in active, ecologically sustainable farms. Today, agriculture within Cuyahoga Valley National Park continues to influence regional trends in the way food is produced and consumed.
- **Virginia Kendall State Park Historic District** – This Civilian Conservation Corps (CCC) site is Ohio's prime example of CCC-era construction. With high historic integrity and one of the largest single CCC structures in the state (Happy Days Lodge), the district displays the concept of developing park landscapes for the use and enjoyment of surrounding urban populations and visitors.
- **Trail, Water, and Rail Network** – The extensive trail system, anchored by the Towpath Trail and enhanced by the scenic railroad and the Cuyahoga River, supports active and diverse, year-round recreational opportunities and experiences for visitors. Multiple modes of transportation provide access and retreat to the open spaces the park offers.
- **Place-based Education** – Cuyahoga Valley National Park provides educational experiences that involve engaging, place-specific programs that nurture future park stewards. These immersive programs and experiences, exemplified by the Cuyahoga Valley Environmental Center, play a pivotal role in providing educational opportunities to the community.
- **Community Engagement** – An engaged community fosters productive partnerships and encourages shared stewardship of the park's resources. This engagement is fundamental to protecting the purpose and values of the park because the park was established in the context of an urbanizing landscape, with varied landownership and land uses within its boundary.



Part 2: Dynamic Components

Part 2 consists of two components:

- special mandates and administrative commitments
- assessment of planning and data needs

These components may change after this foundation document is published and may need to be updated periodically.

Special Mandates and Administrative Commitments

Many of the management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utilities, and other partnering organizations. Special mandates are requirements specific to a park, which expand on or contradict the legislated purpose of the park unit. They are park-specific legislative or judicial requirements that must be fulfilled, along with the park purpose, even if the requirements do not relate to that purpose. Administrative commitments in general are agreements that have been reached through formal, documented processes, such as memoranda of agreement. These agreements can form a network of partnerships designed to fulfill the objectives of the park and facilitate working relationships with other organizations. All mandates and commitments either dictate some form of management action or will allow particular uses on park lands (e.g., permissible traditional uses, easements or rights-of-way, maintenance needs, use of park facilities or lands, or emergency service responses). Thus, mandates and commitments are an essential component in the foundation document and in managing and planning for Cuyahoga Valley National Park.

Special Mandates

There are no special mandates for Cuyahoga Valley National Park.

Administrative Commitments

Cuyahoga Valley National Park has numerous administrative commitments. Commitments are not listed individually; instead, each category of commitment is described below. Descriptions include the general terms and number of commitments.

Agreements. The National Park Service is authorized by law to enter into agreements with other agencies, organizations, and individuals. These agreements establish formal relationships that allow the National Park Service to more efficiently and economically accomplish its mission. There are different types of agreements that can be used for different purposes.

- Memorandum of Understanding – used to document a wide range of mutually agreed-to policies, procedures, objectives, understandings and/or relationships with federal and nonfederal entities. No financial assistance is provided.
- Cooperative Agreement – used to transfer money, property, services, or anything else of value from the National Park Service to a partner for the purpose of carrying out a public purpose of support or stimulation authorized by a law of the United States between the National Park Service and a state, local government, tribal government or other nonfederal partner. Cooperative agreements can also be used to carry out the public purpose of any NPS program, authorized by law or by appropriation, with a state, local, or tribal government, other public entity, educational institution, or private nonprofit organization.
- Interagency Agreements – used for the acquisition or provision of goods or services between the National Park Service and another federal agency, as authorized by the Economy Act (31 *United States Code* [USC] 1535, as amended).

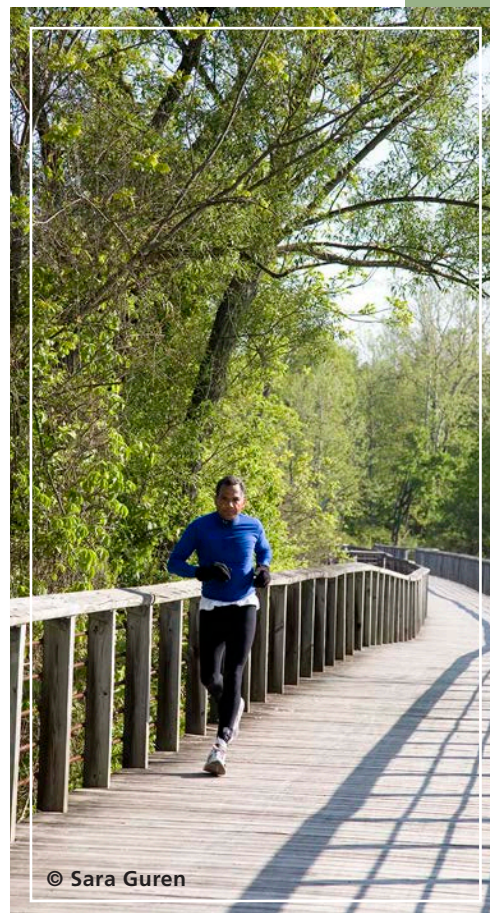
The park has more than 60 agreements with a variety of government, educational, and nonprofit partners. Three of the most substantial agreements are the cooperative agreements with the park's operating partners: the Conservancy for Cuyahoga Valley National Park (the friends group); the Cuyahoga Valley Scenic Railroad (the park's alternative transportation system); and the Cuyahoga Valley Countryside Conservancy (the park's rural landscape management partner). All park agreements are managed by the partnership coordinator in the superintendent's office.

Museum Loan Agreements (Incoming and Outgoing). Incoming loans of museum collections further the NPS mission of preservation, education, and research. Parks also make outgoing loans to repositories for the purposes of long-term collections management, research, and storage. All incoming loans have a specific yearly termination date. All outgoing or repository loans remain at the designated repository until the National Park Service asks for them back and are renewed every 10 years.

Cuyahoga Valley National Park retains 14 loans. Of these, 8 are incoming loans and comprise roughly 45 historical artifacts that are used in exhibition throughout the park. The other 6 are outgoing loans and comprise about 900 natural history specimens that were collected in accordance with NPS research and collection permit policy. In maintaining museum loans, the park sustains solid and generous partnerships with educational, cultural, historical societies, universities, research institutions, and other organizations. The park's partnerships include: The Cleveland Museum of Natural History, Cleveland Metroparks, Bedford Historical Society, the Ohio Historical Society, Summit County Historical Society, Western Reserve Historical Society, Cleveland State University, Akron University, Kent State University, and the Ohio Environmental Protection Agency (Ohio EPA). Museum loan agreements are managed by the Resource Management Division.

Property Encumbrances. All of the property encumbrances listed below are managed by the park's Resource Management Division.

- **Agricultural Special Use Permits** – Special use permits for agricultural use are issued and retained by the historical landscape architect of the park. These permits are used to maintain the field resources of the park that contribute to the rural landscape. The permits are issued for terms up to five years and are renewable. In 2012, there are 17 active permits for nearly 200 acres. Various agricultural uses include livestock, vegetable crops, Christmas tree farms, and hay production.
- **Life Estate and Term Retentions** – As a condition of real estate purchases by the National Park Service, sellers had the right to elect to continue living on the properties for the term of their natural lives or for a fixed number of years (up to 25) (purchase payment was reduced formulaically). The sellers, therefore, have a legal right to use these properties so long as they abide by the terms and conditions. Currently, there are 13 life estates and 11 term retentions with the last of the retentions expiring in 2021. Future land acquisitions could possibly add new life estates or retentions.



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- **Residential Special Use Permits** – Cuyahoga Valley National Park continues to provide residential use of NPS-owned structures to former residents who sold to the park but retained the right to continue residing for periods of time designated under the purchase contract. While many of the term retention properties were turned over to the park at the expiration date, in hardship circumstances, original owners have been permitted to stay on as renters. These permits are only issued for one year at a time although many have continued for many years. The park currently has 20 active permits; based on the property inventory, the park expects the number of permits to decrease over time.
- **Right-of-Way Permits** – In several isolated cases, outside parties have requested the long-term use of NPS land for certain infrastructure needs. Authorized by NPS Director's Order 53: *Special Park Uses*, the National Park Service can issue right-of-way permits for items such as water courses and related conduits. In two cases, the park has granted right-of-way permits for waterlines servicing private residents. In each case, the permit is issued for 10 years and can be, and are expected to be, renewed for an indeterminate number of years.
- **Leases** – When the park has structures that need long-term protection and preservation, but for which the National Park Service and its partners have no current need to fulfill broader park goals, the park has leased properties to private individuals. Several properties are currently being leased to protect historic properties including the Inn at Brandywine Falls and Botzum and Pittenger farms. The leases expire as defined in each individual contract, with the last expiration date being in 2065. The park has also undertaken a more coordinated long-term farmstead leasing program as part of the Countryside Initiative program, as part of an effort to protect historic buildings and the rural landscape of the valley. Currently, the park has 11 leases, with 2 additional leases expected in 2013. The 60-year leases include shared responsibility for the maintenance and upkeep of the properties.
- **Easements and Restrictive Covenants** – As an alternative to outright NPS land acquisition, the National Park Service has acquired easements from private property owners as a means of fulfilling park goals, but without the need for NPS ownership. The National Park Service has acquired and now administers more than 100 easements and restrictive covenants at Cuyahoga Valley National Park. Under these circumstances, the commitment obligations are on the private property owners who must abide, in perpetuity, with the terms and conditions.

Assessment of Planning and Data Needs

Once park purpose, significance statements, and fundamental resources and values have been identified, it is important to consider what additional information and planning tasks may be necessary to aid the National Park Service in its mission. The assessment of planning and data needs identifies and determines whether any additional planning steps, data needs, and management efforts are needed to maintain or protect the fundamental resources and values or to address key parkwide issues.

There are three parts that make up the planning and data needs assessment

1. analysis of fundamental resources and values
2. identification of key or major parkwide issues that need to be addressed by future planning
3. identification and prioritization of data and planning needs (based on analyses of fundamental resources and values and key parkwide issues)

The analysis of fundamental resources and values and identification of major issues leads up to and supports the prioritization of needed plans and studies.

Analysis of Fundamental Resources and Values

The analysis of fundamental resources and values articulates the importance of each fundamental resource and value, its current status, potential threats and opportunities, needed data, planning and management decisions, and relevant laws and NPS policies related to resource management.

Fundamental Resource or Value: Cuyahoga River Ecosystem	
Related Significance Statements	This resource relates to significance statement 1.
Conditions, Trends, Threats, and Opportunities Related to FRV	<p>Conditions</p> <ul style="list-style-type: none"> According to the Ohio EPA, in 2012 all park surface waters are impaired (category 4a – with a total maximum daily load plan developed) from a variety of pollutants recognized by the Clean Water Act. All park waters are still Clean Water Act 303(d) listed (category 5) as impaired by polychlorinated biphenyls in fish tissue. Because of its location within the park, the river is designated a State Resource Water in Ohio under the Clean Water Act. Numerous category 2 and 3 (moderate to high quality) wetlands and headwater streams exist in the basin. The river ecosystem is altered and confined by park infrastructure (roads, rail, trail, structures). Several tributaries to the Cuyahoga River are designated as cold water habitat. Park waters provide habitat for approximately 70 species of native fish, a high aquatic biodiversity for a relatively small geographic area. <p>Trends</p> <ul style="list-style-type: none"> The Cuyahoga River is approaching possible delisting from the Great Lakes Areas of Concern. Organizations and agencies in the region are increasing efforts in regional watershed planning and stewardship. Temperature and precipitation have shown a statistically significant increase during the 20th century. <p>Threats</p> <ul style="list-style-type: none"> Point- and nonpoint-source pollution from area land uses. Physical barriers (dams and impoundments). Bacteria loading (individual septic leachate and combined sewer overflows). Urban and industrial development in the watershed. Invasive species, including species of fish, plants, and mollusks (e.g., Asian carp, zebra mussel). Flood control efforts in north end of park (U.S. Army Corps of Engineers section 205 study). Climate change (increased storm and drought frequency and intensity, changing vegetation communities, etc.). Models indicate that both temperature and precipitation are projected to increase by 2.4–3.8°C and 2%–4%, respectively, by 2100 due to anticipated effects from climate change.

Fundamental Resource or Value: Cuyahoga River Ecosystem	
Conditions, Trends, Threats, and Opportunities Related to FRV (Continued)	<p>Opportunities</p> <ul style="list-style-type: none"> • Recreational use and access that furthers the concept and importance of river stewardship (e.g., pursuit of a national water trail designation). • Removal of dams to restore a free-flowing river. • Continued restoration of river, riparian corridor, wetlands, and floodplains. • Species reintroductions (e.g., spotted turtle). • Opportunity to enhance interpretation of the Cuyahoga River (and role in the environmental movement) and associated stewardship activities. • Advanced interpretation of the Cuyahoga River ecosystem and how this ecosystem is influenced by changes in climate. • Further defining the NPS role in the northeast Ohio regional stormwater program starting in 2013.
Existing information (e.g., data, plans) about the FRV that provides knowledge base for planning and management	<ul style="list-style-type: none"> • Data from monitoring programs. • Twenty plus years of water quality monitoring data (river, tributaries). • Total maximum daily loads report. • Cuyahoga remedial action plan. • Predictive modeling for recreational water quality for river use. • Riverbank stabilization projects and data. • Wetland and headwater stream monitoring. • City of Akron <i>Combined Sewer Overflow Long Term Control Plan</i>.
Planning and Data Needs to Protect and Maintain FRV	<ul style="list-style-type: none"> • River use management plan. • Natural resource restoration plans, designs, and compliance (including site specific designs). • Approved trail plan (including water trails).* • Complete Brecksville Dam environmental impact statement.* • Aquatic invasive species prevention plan and program. • Aquatic habitat conservation plan and expanded monitoring program. • Climate change scenario planning. <p>* These potential planning needs or actions have been deemed operational, already ongoing, or addressed by other planning or monitoring efforts. Thus, these planning needs or actions are not part of the prioritized list of planning and data needs in this document.</p>
Laws and Policies that Apply to the FRV and the NPS Policy-Level Guidance	<ul style="list-style-type: none"> • Clean Water Act • Executive Order 11988, "Floodplain Management" • Executive Order 11990, "Protection of Wetlands" • Director's Order 77-1: <i>Wetland Protection</i> • Director's Order 77-2: <i>Floodplain Management</i> • Executive Order 13112, "Invasive Species" • American Heritage River initiative • Great Lakes designated Area of Concern • NPS <i>Management Policies 2006</i> (section 4, "Natural Resource Management")

Fundamental Resource or Value: Forest Ecosystem	
Related Significance Statements	This resource relates to significance statement 1.
Conditions, Trends, Threats, and Opportunities Related to FRV	<p>Conditions</p> <ul style="list-style-type: none"> • Secondary vegetation growth is recovering in many areas of the forested lands. • Some relatively healthy forest core areas still exist. • Existing fragmentation from roads, rights-of-way, and private land uses impact the ecosystem. • Recovering forests reflect a diverse land use history of agriculture, residential development, timber removal, and tree plantations. • The forested lands are confined by past NPS land-use decisions. <p>Trends</p> <ul style="list-style-type: none"> • Forest cover is increasing over time. • Vegetation community types are changing (oak-hickory to beech-maple). • Temperature and precipitation have shown a statistically significant increase during the 20th century. <p>Threats</p> <ul style="list-style-type: none"> • Invasive species (worms, plants, and insects). • Deer overabundance. • Climate change (changes to plant and animal species composition and an increase in invasive plants). Models indicate that both temperature and precipitation are projected to increase by 2.4–3.8°C and 2%–4%, respectively, by 2100 due to anticipated effects from climate change. • Plant disease. • Utility rights-of-way encroaching into the ecosystem. • Oil and gas exploration. <p>Opportunities</p> <ul style="list-style-type: none"> • Restoration of the forest ecosystem. • Removal of selected roads. • Use of prescribed fire as a management tool. • Reintroduction of species such as American chestnut, porcupine, and fisher. • Advanced interpretation of the forest ecosystem and how it is influenced by climate change.
Existing information (e.g., data, plans) about the FRV that provides knowledge base for planning and management	<ul style="list-style-type: none"> • Long-term ecological monitoring. • Deer exclosure vegetation monitoring. • U.S. Geological Survey vegetation map (2013). • Rare plant inventories. • Invasive plant inventories. • Inventorying and management plan. • Exotic plant management plan – Heartland Network. • Various aerial / GIS / classification.

Fundamental Resource or Value: Forest Ecosystem	
Planning and Data Needs to Protect and Maintain FRV	<ul style="list-style-type: none">• Forest restoration plan (parkwide, addressing road removals, large restoration sites, fire management, private inholdings, etc.) including compliance and site-specific design.• Updated invasive plant management plan—in process through Heartland Network I&M program with final plan expected in 2013.*• Updated fire management plan, including compliance.• Completed deer management plan and environmental impact statement.*• Wilderness resource assessment.• Climate change scenario planning. <p>* These potential planning needs or actions have been deemed operational, already ongoing, or addressed by other planning or monitoring efforts. Thus, these planning needs or actions are not part of the prioritized list of planning and data needs in this document.</p>
Laws and Policies that Apply to the FRV and the NPS Policy-Level Guidance	<ul style="list-style-type: none">• Endangered Species Act• Executive Order 13112, “Invasive Species”• NPS <i>Management Policies</i> 2006 (section 4, “Natural Resource Management”)



Fundamental Resource or Value: Ohio & Erie Canal	
Related Significance Statements	This resource relates to significance statements 3, 4, and 6.
Conditions, Trends, Threats, and Opportunities Related to FRV	<p>Conditions</p> <ul style="list-style-type: none"> • The watered section of the canal is from Brecksville Dam to lock 38. 4-mile portion of this watered section is a national historic landmark. • The watered section is relatively stable, but needs improved monitoring and maintenance to better ensure stable water levels. • Lock 38 is a functioning lock, but has not met its interpretive and educational potential due to inconsistent water in the canal. • The watered section of the canal provides freshwater habitat. • The Brecksville Dam provides water for the watered section of the canal; however, it impedes water flow in the Cuyahoga River. • The unwatered section of the canal is a ruin and is managed as such with a lot of the canal ditch becoming wetlands. • The canal is permanently designated as a national heritage corridor and all preservation, recreation, and interpretation is currently coordinated through a nonprofit organization designated through its enabling legislation. The Ohio & Erie Canal National Heritage Corridor (within and beyond the park boundaries) provides increased attention to canal interpretation, visitor experiences, and preservation. • The Towpath Trail parallels the length of the canal in the park and beyond into the national heritage corridor. <p>Trends and Threats</p> <ul style="list-style-type: none"> • Breaches, sedimentation, and deteriorating conditions of historic water control structures are ongoing and are continued threats to keeping water in the canal. • Sedimentation, erosion, and vegetation encroachment will eventually fill in the canal ditch in the unwatered section of the canal. • Freeze and thaw cycles, visitor activity, and other impacts cause deterioration of lock ruins. • Expansion of impervious surfaces from development adjacent to and within the park increases potential flooding in the canal. • The national heritage corridor legislation sunsetted on September 30, 2012, and future plans are undefined. • Removal of the Brecksville Dam to improve Cuyahoga River water quality could impact water availability in the canal. • Climate change-related issues associated with increased flooding and deterioration of structures continue to threaten the canal. Models indicate that both temperature and precipitation are projected to increase by 2.4–3.8°C and 2%–4%, respectively, by 2100. <p>Opportunities</p> <ul style="list-style-type: none"> • Proactive monitoring and maintenance programs could improve consistency of water in the watered section of the canal. • Modest stabilization and control of vegetation encroachment, when funding becomes available, can slow deterioration of canal ruins. • The canal is a high profile visitor facility for interpretation, education, and recreation due to the Towpath Trail and new exhibits about the canal at the canal visitor center. • The increased ability to network with other agencies that maintain Ohio & Erie Canal structures. The ability to implement stormwater management projects beyond park boundaries to reduce water flow to the canal, with regional funding available through new stormwater management fees. • The heritage area partnerships provide potential new partnerships and linkages into communities and new audiences outside park boundaries.

Fundamental Resource or Value: Ohio & Erie Canal	
Existing information (e.g., data, plans) about the FRV that provides knowledge base for planning and management	<ul style="list-style-type: none"> • National historic landmark condition status reports. • National Register of Historic Places nomination. • Cultural landscape inventory. • Original 1912 Silliman survey of the canal. • Draft historic structures report of the canal within the park boundary. • Data from site inspections. • Facility Management Software System calculated condition for each individual structure. • Historic construction stabilization costs. • Visitor use data for Towpath Trail. • Water flow rate needs. • List of classified structures.
Planning and Data Needs to Protect and Maintain FRV	<ul style="list-style-type: none"> • Canal management plan for detailed assessment of canal structure condition and specific treatment recommendations for watered and unwatered sections of the canal. • Continued monitoring of riverbank stability.* • Complete Brecksville Dam environmental impact statement.* • Climate change scenario planning. <p>* These potential planning needs or actions have been deemed operational, already ongoing, or addressed by other planning or monitoring efforts. Thus, these planning needs or actions are not part of the prioritized list of planning and data needs in this document.</p>
Laws and Policies that Apply to the FRV and the NPS Policy-Level Guidance	<ul style="list-style-type: none"> • National Historic Preservation Act • Director's Order 28: <i>Cultural Resource Management</i> • Clean Water Act • Public Law 104-333—November 12, 1996, title VIII—Ohio & Erie Canal National Heritage Corridor • NPS <i>Management Policies 2006</i> (section 5.3, "Stewardship")



Fundamental Resource or Value: Valley Railway	
Related Significance Statements	This resource relates to significance statements 3, 4, and 5.
Conditions, Trends, Threats, and Opportunities Related to FRV	<p>Conditions</p> <ul style="list-style-type: none"> NPS-owned tracks, crossings, signals, and bridges are fully functional and highly reliable. Secondary structures such as operational culverts and embankments are in jeopardy due to increased flooding and impervious development. Support facilities such as boarding stations and Fitzwater Yard and sidings are functional, but some have noncritical deficiencies. The condition of tracks in the Sandyville section, which is non-NPS owned, routinely falls below satisfactory operational standards based on track inspections. Some long-term infrastructure improvements have occurred for the valley railway. The park is just keeping up with the short-term maintenance, while the condition for ties, ballast, and other assets is not improving. <p>Trends</p> <ul style="list-style-type: none"> Improvement on the park-owned sections of the railway is continuing. <p>Threats</p> <ul style="list-style-type: none"> Natural processes (weathering, erosion, etc.). Expansion of impervious surfaces of private developments adjacent to and within the park. Lack of funding, especially capital investments. Legal ownership is unsettled on some parcels along railroad right-of-way (legal description clarification is needed). Increase in ridership, which is maxing out the existing scheduling options and need for railroad sidings. Effect of additional boarding stations on scheduling. High cost for rail infrastructure. <p>Opportunities</p> <ul style="list-style-type: none"> Expansion of Green Engine, Bike Aboard!, and other similar programs. Prioritization and implementation of the rail study recommendations for infrastructure. Extension of the railway north to Cleveland. Additional boarding stations (e.g., Merriman Valley).
Existing information (e.g., data, plans) about the FRV that provides knowledge base for planning and management	<ul style="list-style-type: none"> National Register of Historic Places nomination. Cultural landscape inventory. Best industry practice data. Facility Management Software System data. Federal Highway Administration inspection reports for bridge inspections. Construction drawings and as-builts for all current and past projects since NPS ownership. Rail development plan. List of classified structures.

Fundamental Resource or Value: Valley Railway	
Planning and Data Needs to Protect and Maintain FRV	<ul style="list-style-type: none">• Capital investment plan.• Sandyville operational viability analysis.• Continued monitoring of riverbank stability.*• Repair, expansion, or construction of sidings based on anticipated ridership.*• Assess additional boarding stations and effects on scheduling / logistics.• Synchronize Cuyahoga Valley Scenic Railroad and NPS planning efforts.*• Legal description analysis to clarify legal ownership on some parcels along the railway rights of way.* <p>* These potential planning needs or actions have been deemed operational, already ongoing, or addressed by other planning or monitoring efforts. Thus, these planning needs or actions are not part of the prioritized list of planning and data needs in this document.</p>
Laws and Policies that Apply to the FRV and the NPS Policy-Level Guidance	<ul style="list-style-type: none">• National Historic Preservation Act• Federal Railroad Administration• Federal Highway Administration• NPS <i>Management Policies 2006</i> (section 5.3, “Stewardship”)



Fundamental Resource or Value: Agricultural Resources and Rural Landscape	
Related Significance Statements	This resource relates to significance statements 4, 5, and 6.
Conditions, Trends, Threats, and Opportunities Related to FRV	<p>Conditions</p> <ul style="list-style-type: none"> • Properties active in the Countryside Initiative program have well-maintained and preserved structures, lands, and fields. • Lands and fields under special use permits (SUP) and managed by NPS cyclic mowing are well maintained. • Other lands and fields that are not actively managed are in declining conditions due to succession. • Approximately 65% of agricultural-related structures are generally in stable condition and receive periodic maintenance and repair. • Approximately 35% of structures are generally declining and deteriorating due to lack of maintenance and repair as well as natural weathering over time. <p>Trends</p> <ul style="list-style-type: none"> • Properties are being added to the Countryside Initiative program, although at a slowing rate. • A number of isolated structures have lost context of the surrounding farmstead and are vacant, without proposed use. • Increased partnering with the Cuyahoga Valley Countryside Conservancy. • The park is a leader and model in the larger NPS context of the Healthy Parks Healthy People US initiative. • The Food for the Parks initiative and NPS <i>A Call to Action</i> items “Eat Well and Prosper” and “Take a Hike, Call Me in the Morning” both relate to the value of parks to improve health and well-being for individuals as well as local economies. <p>Threats</p> <ul style="list-style-type: none"> • Ecological succession. • Lack of funding for maintenance and repair. • Natural weathering over time. • Incomplete determination of eligibilities for properties. • Vandalism of properties. • Lack of agricultural activities, contributing to loss of open fields. • Flooding of agricultural and rural landscapes. • Climate change (both temperature and precipitation are projected to increase by 2.4–3.8°C and 2%–4%, respectively, by 2100). • Lack of funding to complete large-scale compliance (environmental assessments or environmental impact statements) for proposed farming activities in Countryside Initiative program. <p>Opportunities</p> <ul style="list-style-type: none"> • Include properties in the Countryside Initiative program. • Increase short-term agricultural land use (SUPs). • Explore other agricultural-related uses for available structures and lands/fields. • Partnership building with Cuyahoga Valley Countryside Conservancy and Countryside Initiative program farmers. • Maintenance of rural landscapes and improved ecological value through alternative management techniques (e.g., prescribed fire, invasive plant management). • Integration of farm plan from the Natural Resources Conservation Service. • Partnering with urban farming programs and local food movement (regionally, nationally, and within National Park Service). • Branding of Countryside Initiative program products and joint marketing. • Serve as a leader and model for National Park Service and region. • Advanced interpretation of the rich agricultural heritage and how this cultural landscape is influenced by changes in climate.

Fundamental Resource or Value: Agricultural Resources and Rural Landscape	
Existing information (e.g., data, plans) about the FRV that provides knowledge base for planning and management	<ul style="list-style-type: none"> • Cultural landscape report (1989 – outdated). • Cultural landscape report methodology and overview. • Draft agriculture cultural landscape report (incomplete). • Individual farm property cultural landscape Inventories. • Agricultural resources of Cuyahoga Valley multiple property documentation national register nomination. • National Register of Historic Places nominations for individual farms. • List of classified structures. • Rural landscape management plan environmental impact statement. • Mow plan.
Planning and Data Needs to Protect and Maintain FRV	<ul style="list-style-type: none"> • Determination of eligibility documents for some farm properties. • Cultural landscape inventories still needed for some farm properties. • Updated list of classified structures and cultural landscape inventories records. • Historic structures report / cultural landscape report /environmental assessments documents. • Maintain and update GIS data.* • New and updated National Register of Historic Places nominations. • Farmstead monitoring – assessing sustainable methods vs. conventional methods; and ensuring farmers are fulfilling commitments.* • The park to complete annual safety and maintenance inspections on Countryside Initiative program farms.* <p>* These potential planning needs or actions have been deemed operational, already ongoing, or addressed by other planning or monitoring efforts. Thus, these planning needs or actions are not part of the prioritized list of planning and data needs in this document.</p>
Laws and Policies that Apply to the FRV and the NPS Policy-Level Guidance	<ul style="list-style-type: none"> • National Historic Preservation Act • Director's Order 28: <i>Cultural Resource Management</i> • Historic preservation guidelines and standards • Leasing guidelines • NPS <i>Management Policies 2006</i> (section 5.3, "Stewardship")



Fundamental Resource or Value: Virginia Kendall State Park Historic District	
Related Significance Statements	This resource relates to significance statement 4.
Conditions, Trends, Threats, and Opportunities Related to FRV	<p>Conditions</p> <ul style="list-style-type: none"> • The historic district is well maintained and almost entirely intact, while also retaining a high degree of historic integrity. • The area contains some of the park's highest quality natural resources, such as forest and rare species. • Park management has achieved successful integration of natural and cultural resource management and interpretation. <p>Trends</p> <ul style="list-style-type: none"> • The historic district is a popular visitor destination, resulting in an anticipated general increased use over time. • Shelter rental use is increasing. • Partnering with the Conservancy for Cuyahoga Valley National Park is anticipated for the Extraordinary Spaces program for structure use and the Topography event. <p>Threats</p> <ul style="list-style-type: none"> • Geese at the bathhouse of Virginia Kendall Lake. • Enclosing the historic view at the Ledges overlook. • Deer population decreasing the forest integrity in the district. • Impacts from increasing visitor use overall, but especially at Ledges and Ice Box Cave. • The movement of emerald ash borer and gypsy moths into the area. • Increases in special use permits, especially for orienteering. • No structural fire suppression. <p>Opportunities</p> <ul style="list-style-type: none"> • Educating visitors about the CCC. • Increased relationship building between the National Park Service and Conservancy for Cuyahoga Valley National Park. • Highlighting the geological crossroads of the area. • Some of the park's highest quality natural resources, such as forest and rare species. • Unique visitor recreation opportunities, such as night sky values (program oriented), sledding, and the winter sports center housed at Virginia Kendall Lake. • Restoration of the meadows to native grasses. • Funding sources via Virginia Kendall trust and rental income to support structure operations and maintenance.

Fundamental Resource or Value: Virginia Kendall State Park Historic District	
Existing information (e.g., data, plans) about the FRV that provides knowledge base for planning and management	<ul style="list-style-type: none"> • National Register of Historic Places nomination. • Cultural landscape inventories. • List of classified structures. • Mow plan. • Cultural landscape report (outdated – 1989). • Cultural landscape report methodology and overview. • Tree management plan for Ledges overlook historic view. • Sustainable trail guidelines (implementation plan for trail plan). • Documented rare plants. • <i>Superintendent's Compendium</i> (management of Virginia Kendall Lake for fishing, Lake and Ice Box Cave closures). • Gypsy moth management plan. • Deer management plan. • Fire management plan.
Planning and Data Needs to Protect and Maintain FRV	<ul style="list-style-type: none"> • Geese management plan.* • Visitor capacity study. • Updated National Register of Historic Places nomination to state level significance from local. • Cultural landscape reports / historic structures report / environment assessments documents. • Updated list of classified structures and cultural landscape inventories records. • Monitor impact of use from increased number events and programs. • Climate change scenario planning. <p>* These potential planning needs or actions have been deemed operational, already ongoing, or addressed by other planning or monitoring efforts. Thus, these planning needs or actions are not part of the prioritized list of planning and data needs in this document.</p>
Laws and Policies that Apply to the FRV and the NPS Policy-Level Guidance	<ul style="list-style-type: none"> • National Historic Preservation Act • Director's Order 28: <i>Cultural Resource Management</i> • Historic preservation guidelines and standards • NPS <i>Management Policies 2006</i> (section 5.3, "Stewardship")



Fundamental Resource or Value: Trail, Water, and Rail Network	
Related Significance Statements	This resource relates to significance statements 5 and 6.
Conditions, Trends, Threats, and Opportunities Related to FRV	<p>Conditions</p> <ul style="list-style-type: none"> • The Old Carriage Trail bridges need replacement, as there is major deferred maintenance. • Not all existing trails meet sustainable trail standards. • While some long-term infrastructure improvements have occurred for the valley railway, the park is just keeping up with shorter-term maintenance—condition for ties, ballast, and other assets is not improving. • Programs such as Bike Aboard!, Voices of the Valley audio tour, and popular special events enhance the train visitor experience. • The river does not consistently meet water quality standards for contact recreation, especially after heavy rain. • Access to the park via public transportation is extremely limited. <p>Trends</p> <ul style="list-style-type: none"> • Use from various recreation types on the Towpath Trail creates user conflicts. • Visitor demand for camping, including front-country and recreational vehicle camping are not met. • Regional and community-level alternative transportation initiatives continue to increase. • Visitors are seeking an increasing amount of trail and recreational experiences. • Ridership for the train is trending up in general, although the Akron–Canton segment underperforms. • Other than the Towpath Trail, most recreational amenities (especially trails, playfields, and picnic areas) have capacity for increased visitation. • Unmet demand for water-based recreation, combined with improving river water quality, improved water-quality testing methods, and potential regional partnerships create more potential for recreational use of the Cuyahoga River. • The Towpath Trail has expanded to a multijurisdictional trail within the national heritage corridor, requiring increased coordination. <p>Threats</p> <ul style="list-style-type: none"> • Flooding, unstable soils, slumping, and riverbank issues threaten trails, railroad, and other recreational assets. • Visitor impacts to natural resources, such as hikers spreading invasive plants on existing and new trails. • Difficulty in estimating trail visitation. • The sunset of the Ohio & Erie Canal National Heritage Corridor legislation, a major partner for community connections. • Added development and unfunded operational costs of new trails and trail uses in trail plan. • Declining federal budget projections to fund operations. • Increase in the number of flash mobs to trails, impacting resources and creating user conflicts. • Increasing number of permit requests for competitive activities using resources in the park, creating impacts to trails and other resources. • As a result of climate change, both temperature and precipitation are projected to increase by 2.4–3.8°C and 2%–4%, respectively, by 2100. This will influence visitor use patterns on the trail system.

Fundamental Resource or Value: Trail, Water, and Rail Network	
Conditions, Trends, Threats, and Opportunities Related to FRV (Continued)	<p>Opportunities</p> <ul style="list-style-type: none"> • Fifteen-year vision for trail system from new trail plan that includes trailside camping and a Cuyahoga River water trail. • Potential for expanded camping near the Village of Boston identified in the Boston plan. • Opportunity for fundraising and increased community involvement via the Trails Forever initiative. • Potential for increased access options to the park from partnerships with regional and community multimodal transportation systems. • Opportunities for new trail-based experiences and uses to increase relevancy of park for current and new audiences. • Expansion of volunteer trail maintenance. • Creation of trail and train programming that feature community connections to the park. • Improvement of trail/rail experiences and management with the use of technology. • Improved data about trail operations, maintenance, and conditions through Facility Management Software System and research partnerships. • Expansion of alternative transportation beyond park boundaries. • Potential for a Cuyahoga River water trail being designated a part of the new National Water Trails System.
Existing information (e.g., data, plans) about the FRV that provides knowledge base for planning and management	<ul style="list-style-type: none"> • Condition information available in Facility Management Software System. • Trail plan that includes consideration of a water trail on the Cuyahoga River. • Trail plan-related data sets. • Comprehensive Rail Study, prepared by the John A. Volpe National Transportation Systems Center. • Climate change scenario planning.
Planning and Data Needs to Protect and Maintain FRV	<ul style="list-style-type: none"> • Better trail counts and trail count analysis, including counts from connector trails. • Visitor use survey about who is using recreation resources, especially to see how well we are reaching first-time and diverse audiences. • Front-end evaluation/community conversations about how to engage diverse, new audiences in recreation.* • More systematic collection of data about condition and use of recreational assets. • Implementation plans for the trail plan and comprehensive rail study. • Transportation planning in general for access to recreation amenities to include trains, trails, and future multimodal transportation system in park. • Alternative transportation planning beyond park boundaries. <p>* These potential planning needs or actions have been deemed operational, already ongoing, or addressed by other planning or monitoring efforts. Thus, these planning needs or actions are not part of the prioritized list of planning and data needs in this document.</p>
Laws and Policies that Apply to the FRV and the NPS Policy-Level Guidance	<ul style="list-style-type: none"> • NPS <i>Management Policies 2006</i> (section 9.2.2, "Trails and Walks") • Sustainable trail standards

Fundamental Resource or Value: Place-based Education	
Related Significance Statements	This resource relates to significance statements 5 and 6.
Conditions, Trends, Threats, and Opportunities Related to FRV	<p>Conditions</p> <ul style="list-style-type: none"> Resident program audiences have been maintained, but programming adjustments have been necessary to meet demand (especially by reducing resident program length). There has been a drop in day program capacity and attendance. <p>Trends</p> <ul style="list-style-type: none"> Diversity of school district expectations means there are higher program preparation demands. The Cuyahoga Valley Environmental Education Center facility is aging and pressure on the facility from high visitor use is increasing. Partners continue to show willingness to fund scholarships for low-income participation. <p>Threats</p> <ul style="list-style-type: none"> Reduction of external funding for school districts to support place-based education. Uncertain partner and federal budgets that make it hard to maintain staff for education, which is a staff-intensive program. Competing priorities of partners that could pull resources from education. Day programs that do not fit the educational philosophy (of in-depth programs), which can result in orphan programs with less attention—yet, an opportunity exists to design ways to make these programs in-depth such as through multiple contacts across years. Many schools lack funding to transport students to the park. Teachers' unions can impact willingness of teachers to participate in programs, especially those that include overnight stays. Parental concern about child safety in a residential setting. <p>Opportunities</p> <ul style="list-style-type: none"> Expand to adult audiences through the Cuyahoga Valley institute model. Aim to be known as a learning center for teachers and educators. Expand farm- and food-based education through farm school model. Increase role of Cuyahoga Valley Scenic Railroad as a compelling educational venue. Reach secondary audiences through teaching intern program and Teacher to Ranger to Teacher program. Make the teaching intern program a master's program. Changes in state curriculum standards can create opportunities or threats depending on how out-of-school experiences are viewed. Educational opportunities via expanding trail and rail opportunities. Opportunities for more teacher-led experiences. Expand Junior Ranger program and Canalway Questing program, two park activities that provide informal learning in a family setting. Canal visitor center new exhibits will improve this facility as an education venue for formal education programs as well as family-based learning. Be a role model like the Rocky Mountain National Park education endowment Cooperative study and research with universities (Kent State University, etc.). Greatly improve national leadership within the National Park Service for education, including a potential partnership with the Department of Education. Advance interpretation of the park's natural and cultural resources and values and how these resources and values are influenced by changes in climate.

Fundamental Resource or Value: Place-based Education	
Existing information (e.g., data, plans) about the FRV that provides knowledge base for planning and management	<ul style="list-style-type: none"> • Program participation numbers through the servicewide interpretive report and annual interpretive plan (where they get analyzed). • One longitudinal study on program impact from early 2000s. • Draft five-year plan for Cuyahoga Valley Environmental Education Center. • Conservancy for Cuyahoga Valley National Park about to launch new strategic plan that will look at education. • Conservancy for Cuyahoga Valley National Park piloting an assessment of knowledge gain and attitudes.
Planning and Data Needs to Protect and Maintain FRV	<ul style="list-style-type: none"> • Summative evaluation of resident program, teaching intern program, day programs.* • Comprehensive review of regional trends in education program demand. • Comprehensive review of trends in informal education in general. • Knowledge of demand factors for park programs; more front-end evaluation to understand what visitors and schools want for formal and informal learning. • Cuyahoga Valley Environmental Education Center facility planning to address aging facility issues, design “flaws,” and improved sustainability.* <p>* These potential planning needs or actions have been deemed operational, already ongoing, or addressed by other planning or monitoring efforts. Thus, these planning needs or actions are not part of the prioritized list of planning and data needs in this document.</p>
Laws and Policies that Apply to the FRV and the NPS Policy-Level Guidance	<ul style="list-style-type: none"> • Director’s Order 6: <i>Interpretation and Education</i> • NPS <i>Management Policies 2006</i> (section 7, “Interpretation and Education”)



Fundamental Resource or Value: Community Engagement	
Related Significance Statements	This resource relates to significance statements 2 and 5.
Conditions, Trends, Threats, and Opportunities Related to FRV	<p style="text-align: center;">PARTNERSHIPS</p> <p>Conditions</p> <ul style="list-style-type: none"> • Three major operating partners are sharing the NPS mission. • The park is recognized nationally for strong, successful, seamless partnerships based on trust. • Partners provide financial and staff support to supplement capacity and opportunities for visitor services. <p>Threats</p> <ul style="list-style-type: none"> • Some lack of understanding (mistrust) regarding the role and value of partners among park staff, within the region, and at the agency level. • Potential change in mission and purpose of partners. <p>Opportunities</p> <ul style="list-style-type: none"> • Improved effectiveness and communication among park and partners at the leadership level. • Improved community outreach, including media networking and internet presence, and reaching new audiences and potential park visitors via partners. • Partners' ability to fundraise and network with the community at all levels enhances park's ability to provide high-quality visitor services. • Developing a strategy to increase community partnerships around park's primary resource values (i.e., urban-forest interface and restoration, water, river, recreation, local food, and transportation). <p style="text-align: center;">VOLUNTEERS</p> <p>Condition</p> <ul style="list-style-type: none"> • There are 6,000 volunteers, a strong training program, and staff interest. • Capacity is limited due to limited staff-to-volunteer ratio. <p>Trends</p> <ul style="list-style-type: none"> • Volunteer program is growing and new types of volunteer groups are being developed (youth, corporate). <p>Threats</p> <ul style="list-style-type: none"> • National Park Service and Conservancy for Cuyahoga Valley National Park funding for volunteer program may be reduced. • People only volunteer for things they care about and may not feel connected to the park. • Potential volunteers may be discouraged by the administrative constraints and hurdles to overcome.

Fundamental Resource or Value: Community Engagement	
Conditions, Trends, Threats, and Opportunities Related to FRV	<p>Opportunities</p> <ul style="list-style-type: none"> • Develop a cooperative program managed jointly by the park and a partner that would allow the Conservancy for Cuyahoga Valley National Park to do outreach and fundraising that the National Park Service cannot do. • Develop volunteer leadership skills to help address the limited staff-to-volunteer ratio. • Find a balance between volunteer ideas for projects and park needs. • Develop a service learning program for 9th–12th grade students. • Have a large pool of park ambassadors. • Create a mentoring program for older volunteers to mentor younger volunteers. • Promote diversity in volunteer pool (age, race, abilities, etc.). • Develop an international volunteer exchange program. • The Ohio & Erie Canal National Heritage Corridor boundary encompasses a large area extending far beyond park boundaries including reaching deep into inner cities—this program offers a wealth of currently untapped volunteer resources to help address many of the threats noted above. • Institute training on focused park volunteer programs (i.e., trails, invasive plants, farms, events). • Develop a reliable revenue stream for the park volunteer program to reduce the program's dependence on NPS funds. <p style="text-align: center;">OUTREACH</p>
	<p>Condition</p> <ul style="list-style-type: none"> • The park's location in northeast Ohio provides access to many colleges and universities. • Shrinking budgets at all levels (local, state, national) may cause government agencies to share resources and collaborate in ways they haven't in the past. • Quality of life (i.e., proximity to a national park) is touted by local business in recruitment efforts.
	<p>Threats</p> <ul style="list-style-type: none"> • Difficulty in sustaining grant-funded programs. • Inability to market and advertise that there is a national park in northeast Ohio. • The challenge of conducting effective outreach to so many surrounding municipalities.
	<p>Opportunities</p> <ul style="list-style-type: none"> • Many opportunities provided by partnering with surrounding municipalities. • Work with adjacent communities on watershed management issues. • Several potential grant funding sources to pursue. • Provide internships for college students in a variety of areas (marketing, science, public administration, etc.).

Fundamental Resource or Value: Community Engagement	
Existing information (e.g., data, plans) about the FRV that provides knowledge base for planning and management	<ul style="list-style-type: none"> • Agreements. • Long range interpretive plan 2003 annually updated. • Partners have strategic plans. • Visitor use studies (2005). • Program evaluation. • Comprehensive Rail Study, prepared by the John A. Volpe National Transportation Systems Center. Economic impact study. • Volunteer training syllabus. • Volunteer handbook and volunteer supervisor handbook. • Trail plan (to be completed in 2013). • Partner fundraising and marketing plans. • Cuyahoga Valley Countryside Conservancy request for proposal. • Rural landscape management plan. • Partnerships analysis (conducted by business management intern in 2012). • Marketing toolkit (conducted by business management intern in 2012).
Planning and Data Needs to Protect and Maintain FRV	<ul style="list-style-type: none"> • Long range management plan for co-management of volunteer program.* • Transportation plan. • Watershed management (stormwater run-off) plans. • Marketing plan. • Encroachment plans.* <p>* These potential planning needs or actions have been deemed operational, already ongoing, or addressed by other planning or monitoring efforts. Thus, these planning needs or actions are not part of the prioritized list of planning and data needs in this document.</p>
Laws and Policies that Apply to the FRV and the NPS Policy-Level Guidance	<ul style="list-style-type: none"> • Director's Order 7: <i>Volunteers in Parks</i> • Director's Order 17: <i>National Park Service Tourism</i> • Director's Order 20: <i>Agreements</i> • Director's Order 21: <i>Donations and Fundraising</i> • Director's Order 26: <i>Youth Programs</i> • Director's Order 75A: <i>Civic Engagement and Public Involvement</i> • NPS Management Policies 2006 (section 1.7, "Civic Engagement")



Identification of Key Parkwide Issues

The park's staff faces a variety of issues that must be addressed now or through future planning. This list is not meant to be all-inclusive and these issues may change over time.

Following are key parkwide issues for Cuyahoga Valley National Park:

Resource Management

- Managing viewsheds (inholdings, surrounding developments, etc.)
- Maintaining historic structures
- Managing cultural landscapes and natural resources in an urban context; must be protected in partnership with various in-holders and landowners who influence those landscapes
- Threatened archeological site condition
- Museum collection—management, limited staffing, and limited facility and storage space
- External influences on water quality
- Soundscapes and night skies are impacted by surrounding developments
- Invasive species and wildlife over-population
- Wild and scenic river opportunities (designation)

Visitor Experience

- Increased visitor demands for recreational opportunities
- Relevancy of Cuyahoga Valley National Park and the National Park Service to a diverse regional population; need funding to innovate and experiment with outreach to under-engaged audiences
- Wayfinding signage and NPS identity improvements in the local area
- Opportunity to pursue Learning Center concept
- Opportunity to develop or expand programming for a Cuyahoga Valley Institute, Countryside Center, and farm school

Operational, Facilities, and Overarching Issues

- Deferred maintenance on structures
- Maintaining NPS character in all operations and management (e.g., making infrastructure consistent with park setting)
- Climate change
- Effective partnering
- Coordinating entity and authority for federal funding through the agency for the Ohio & Erie Canal National Heritage Corridor sunsetted in 2012, and could result in increased management and funding responsibilities of park staff
- Understanding economic influence of the park on the community
- Oil, gas, and mineral development threats
- Boundary and external issues
- Administrative challenges and jurisdiction issues

Prioritization of Planning and Data Needs

This section prioritizes the need for future plans and studies for Cuyahoga Valley National Park. It provides a comprehensive review and prioritization of plans and data needed to maintain and protect the park's fundamental resources and values, as well as address key parkwide and other major issues. The planning and data needs were ranked according to several criteria, which are described below. Based on these criteria, plans and studies were grouped into categories of high, medium, and low priority projects. This information will be used by the park, NPS Midwest Region office, and the NPS Washington office to determine priorities and consider the future funding needs of the park. Cuyahoga Valley National Park's partner organizations may also choose to support or accomplish some of the following projects through collaboration such as cost-sharing.

Criteria for Prioritizing Planning and Data Needs Assessment

The workshop group established the following criteria for prioritizing the planning and data needs:

- increases relevancy
- addresses multiple issues
- urgency
- feasibility of completion of plan or study
- critical resource protection
- feasibility of implementation, including funding
- have biggest impacts for visitors
- leveraging opportunities



High Priority Planning and Data Needs

The planning needs identified as high priority are necessary aids for the progress and management of the park into the near future.

Transportation Plan. This plan would examine the ways in which visitors travel to, through, and within the park, while looking at the scenic railroad and alternative transportation opportunities to minimize traffic, centralize parking, and allow visitors to access points of interest in the park.

Additional issues addressed would include: roads that could be removed, roads that could be expanded, roads that could be modified to support cycling, road standards for road improvements, and appropriate speed limits for the various park roads.

This is viewed as a high priority because the park is crisscrossed by numerous roads of varying scales that are not managed by the National Park Service. This often puts the park into a reactive mode when an agency having jurisdiction proposes changes to these roads that could impact park resources. It would be beneficial to the management of the park if a cooperative transportation plan could be developed that would outline the future management of these roads in a comprehensive manner with consideration being given to park values and resources that these roads pass through.

River Use Management Plan. With the improvement to water quality there has been an increasing demand on the river as a recreational resource. Various groups and agencies with either jurisdictional responsibility or a special interest have prepared a recreational plan for the navigable portion of the Cuyahoga River. This planning effort did not include the river segments within the national park because the park was already engaged in the trail plan efforts,

which also addressed some aspects of recreational use of the river. With the increase in regional interest in the recreational value of the river this will continue to be an issue of importance and one that the National Park Service needs to try to stay in front of into the future. This plan would address management of recreational use, including topics such as types and levels of use, regulation, signage, and hazard management. The plan could also include an analysis of eligibility and suitability for wild and scenic river designation.

Visitor Use / Potential Use Study. With the ever-changing use patterns in the park, it is once again time to gain a better understanding of park visitors. The better the park knows the visitors the better it becomes at managing visitor expectations, demands, and uses. When the park had its name changed from a recreation area to a national park it modified the way many people looked at the park and altered to a lesser degree the demographics of its visitors. This study would help with the improved understanding of current and anticipated visitors, especially under-engaged audiences. The previous visitor use study was completed in 2005.

Visitor Use Management Plan. As the park continues to grow in popularity and as more communities desire to develop trail connections to the park, the park staff is becoming more aware of the importance of recognizing and managing for changes in visitor capacity.



Many park resources may be beyond capacity, including portions of the Towpath Trail. To properly manage park resources, the park needs to identify visitor thresholds in many key geographic areas to protect the desired visitor experience. Monitoring impacts of use throughout the park, especially in areas where events and programs are held, is needed. Visitor use capacity is an area where the National Park Service would benefit from studies and associated mitigation measures, if and when capacities are met.

Implementation Plans for the Trail Plan. The trail plan identifies where the park needs to go in the future, which results in a certain level of expectation. As with all good implementation plans this plan would go a long way in laying out and prioritizing the various aspects of the trail plan as well as managing the expectations of park users. The plan would also help develop a strategic approach to the implementation efforts.

Implementation Plan for the Comprehensive Rail Study. The comprehensive rail study identifies where the park needs to go in the future, which results in a certain level of expectation. As with all good implementation plans this plan would go a long way in laying out and prioritizing the various aspects of the comprehensive rail study as well as managing the expectations of park users. The plan would also help develop a strategic approach to the implementation efforts.

Medium Priority Planning and Data Needs

Campground Assessments and Capacity Analysis. Members of the public have expressed interest in a frontcountry, developed campground at Cuyahoga Valley National Park. This project would assess the potential need, type, services, location, and size of a frontcountry campground. The park's trail plan already looks at camping along trails and the river, so this assessment would not focus on those types of opportunities already covered.

Climate Change Scenario Planning. Secretarial Order 3289 states that "Each bureau and office of the Department must consider and analyze potential climate change impacts when undertaking long-range planning exercises." Outcomes from this planning effort can be used in these other priority planning needs (transportation plan, resource stewardship strategy, river use management plan, and others) to bring climate change considerations into the process.

Commercial Use Management Plan. Commercial use activities in the park have been limited in the park's early years, but as Cuyahoga Valley National Park's economic impact on the region continues to become better understood, interest in commercial opportunities in the park is rising. The development of a commercial use management plan will help the park more adequately address the rising interest in commercial use opportunities in the park.

Gateway Communities Strategy. As more communities adjacent to the park continue to make stronger connections to the value of proximity to the national park, the park needs to be a proactive participant and driver in developing a gateway communities plan. Such a plan would ensure that the park's messages and themes can be delivered in the communities and neighborhoods in a way that fully communicates the economic impact of this local and regional national park in their backyard.

Marketing Plan. Cuyahoga Valley National Park's location (within or adjacent to 15 municipalities, 2 metropolitan park districts, 4 congressional districts, and wholly located within the Ohio & Erie Canal National Heritage Corridor) and operational relationships with three very active and successful partners (Conservancy for Cuyahoga Valley National Park, Cuyahoga Valley Scenic Railroad, and Cuyahoga Valley Countryside Conservancy), can be confusing to those who want to get involved, contribute funds, or understand jurisdictional relationships. A comprehensive, collaboratively developed marketing plan will help define roles, relationships, and messages.

Resource Stewardship Strategy (cultural and natural resources). This plan would draw upon resource condition assessments to define desired future conditions for natural and cultural resources and determine actions for reaching those conditions.

Part 3: Preparers and Workshop Attendees

Pre-Foundation Workshop in Omaha, Nebraska, March 20, 2012

Workshop Attendees

Cuyahoga Valley National Park

Stan Austin, Superintendent
Lisa Petit, Chief of Resource Management
Paul Stoehr, Deputy Superintendent
Jennie Vasarhelyi, Chief of Interpretation

NPS Midwest Regional Office

Leo Acosta, Resource Management Specialist
Ron Cockrell, Senior Historian
Natalie Franz, Planner
Ruth Heikkinen, Chief of Planning
Dan Jackson, Landscape Historian
Sue Pridemore, Heritage Partnerships Coordinator
Hector Santiago, Rivers Coordinator
Ian Shanklin, Landscape Architect
John Sowl, Landscape Ecologist
Carmen Thomson, Inventory and Monitoring Coordinator
Sandra Washington, Associate Regional Director for Planning,
Communications, and Legislation
Doug Wilder, GIS Coordinator

NPS WASO Planning

Nancy Shock, Foundation Coordinator

NPS Denver Service Center, Planning

Sarah Bodo, Project Manager/Planner
Nancy Doucette, Visitor Use Management Specialist

Foundation Workshop in Cuyahoga Valley National Park, June 12–14, 2012

Workshop Attendees

Cuyahoga Valley National Park

Stan Austin, Superintendent
Pamela Barnes, Education Specialist
Rob Bobel, Civil Engineer
Genevieve Cohen, Business Intern
Paulette Cossel, Historical Architect
Christopher Davis, Plant Ecologist
Mary Pat Doorley, Interpretive Operations Supervisor
Barbara Fearon, Administrative Officer
Anthony Gareau, GIS Specialist
Sheba Harris, Budget Analyst
Ivan Kassovic, Field Operations Supervisor

Darlene Kelbach, Landscape Architect
Pam Machuga, Park Ranger
Jennifer McMahon, Partnership Coordinator
Kim Norley, Landscape Architect
Lisa Petit, Chief of Resource Management
Meg Plona, Biologist
Janet Popielski, Civil Engineer
Jonathan Prins, Business Intern
Steve Roberts, Supervisory Park Ranger
Matthew Roche, Business Intern
Arrye Rosser, Interpretation and Education Specialist
Eric Semple, Chief of Maintenance
Kevin Skerl, Ecologist
Paul Stoehr, Deputy Superintendent
Tom Toledo, Maintenance Operations Supervisor
Jennie Vasarhelyi, Chief of Interpretation

Conservancy for Cuyahoga Valley National Park

Stacy Heffernan, Cuyahoga Valley Environmental Education Center Director
Janice Matteucci, COO
Lisa Meranti, Director of Volunteer Services
Chuck Mlakar, Chair, Board of Directors
Deb Yandala, CEO

Cuyahoga Valley Countryside Conservancy

Darwin Kelsey, Executive Director
Greg Studen, Chair, Board of Trustees

Cuyahoga Valley Scenic Railroad

Craig Tallman, President and CEO
George Snider, Chair, Board of Trustees

NPS Midwest Regional Office

Dan Jackson, Landscape Historian
Sue Pridemore, Heritage Partnerships Coordinator
Hector Santiago, Rivers Coordinator

NPS Denver Service Center, Planning

Sarah Bodo, Project Manager/Planner
Don Wojcik, Natural Resource Specialist

Foundation Document Preparers

Denver Service Center: Planning

Sarah Bodo, Project Manager/Planner
Ken Bingenheimer, Editor
Nancy Doucette, Visitor Use Management Specialist
John Paul Jones, Visual Information Specialist
Wanda Gray Lafferty, Editor
Brenda Todd, Cultural Resource Specialist
Megan Truebenbach, Landscape Architect
Don Wojcik, Natural Resource Specialist

NPS Midwest Regional Office

Hector Santiago, Rivers Coordinator

Appendix A: Enabling Legislation and Legislative Acts for Cuyahoga Valley National Park



Public Law 93-555
93rd Congress, H.R. 7077
December 27, 1974 (as updated Oct. 29, 2009)

An Act

To provide for the establishment of the Cuyahoga Valley National Park.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

PURPOSE

Section 1. For the purpose of preserving and protecting for public use and enjoyment, the historic, scenic, natural, and recreational values of the Cuyahoga River and the adjacent lands of the Cuyahoga Valley and for the purpose of providing for the maintenance of needed recreational open space necessary to the urban environment, the Cuyahoga Valley National Park hereafter referred to as the “park”, shall be established within six months after the date of enactment of this Act. In the management of the park, the Secretary of the Interior (hereafter referred to as the “Secretary”) shall utilize the park resources in a manner which will preserve its scenic, natural, and historic setting while providing for the recreational and educational needs of the visiting public.

LAND ACQUISITION

Sec. 2. (a) The recreational area shall comprise the lands and waters generally depicted on the map entitled “Boundary Map, Cuyahoga Valley National Park, Ohio”, numbered 644-80,054, and dated July 1986, which shall be on file and available for inspection in the offices of the National Park Service, Department of the Interior, Washington, District of Columbia, and in the main public library of Akron, Ohio and Cleveland, Ohio. After advising the Committees in Interior and Insular Affairs of the United States Congress, in writing, the Secretary may make minor revisions of the boundaries of the park when necessary by publication of a revised drawing or other boundary description in the Federal Register. The park shall also comprise any lands designated as ‘City of Akron Lands’ on the map referred to in the first sentence which are offered as donations to the Department of the Interior or which become privately owned. The Secretary shall revise such map to depict such lands as part of the park.

(b) Within the boundaries of the recreation area the Secretary, after consultation with the Governor of the State of Ohio and the Advisory Commission established in section 5 of this Act, may acquire lands, improvements, waters, or interests therein by donation, purchase with donated or appropriated funds, exchange, or transfer. The Secretary may not acquire fee title to any lands included within the park in 1986 which are designated on the map referred to in subsection (a) as ‘Scenic Easement Acquisition Areas’. The Secretary may acquire only scenic easements in such designated lands. Unless consented to by the owner from which the easement is acquired, any such scenic easement may not prohibit any activity, the subdivision of any land, or the construction of any building or other facility if such activity, subdivision, or construction would have been permitted under laws and ordinances of the unit of local

government in which such land was located on April 1, 1986, as such laws and ordinances were in effect on such date. Any lands or interests owned therein, as well as any lands hereafter acquired, by the State of Ohio or any political subdivision thereof (including any park district or other public entity) within the boundaries of the recreation area may be acquired only by donation or exchange for equal value. In determining the exchange value of lands of the State or any political subdivision thereof under this subsection, the Secretary shall not include in the value of those lands amounts paid from the land and water conservation fund, if any, for the original acquisition of those lands by the State or political subdivision. The Secretary shall not acquire privately owned lands which are held and used for public recreation uses unless he determines that such lands are essential to carry out the purposes of this Act. Notwithstanding any other provisions of law, any Federal property located within the boundaries of the park may, with the concurrence of the agency having custody thereof, be transferred without transfer of funds to the administrative jurisdiction of the Secretary for the purposes of the recreation area.

(c) With respect to improved properties, as defined in the Act, the Secretary may acquire scenic easements or such other interests as, in his judgment, are necessary for the purposes of the park. Fee title to such improved properties shall not be acquired unless the Secretary finds that such lands are being used, or are threatened with uses which are detrimental to the purposes of the park, or unless such acquisition is necessary to fulfill the purposes of this Act.

(d) When any tract of land is only partly within the boundaries of the park, the Secretary may acquire all or any portion of the land outside of such boundaries in order to minimize the payment of severance costs. Land so acquired outside of the boundaries may be exchanged by the Secretary for non-Federal lands within the boundaries. Any portion of the land acquired outside the boundaries and not utilized for exchange shall be reported to the General Services Administration for disposal under the Federal Property and Administrative Services Act of 1949, as amended: *Provided* that no disposal shall be for less than the fair market value of the lands involved.

(e) For the purposes of this Act, the term “improved property” means: (i) a detached single family dwelling, the construction of which was begun before January 1, 1975 (hereafter referred to as “dwelling”), together with so much of the land on which the dwelling as is situated, the said land being in the same ownership as the dwelling, as the Secretary shall designate to be reasonably necessary for the enjoyment of the dwelling for the sole purpose of noncommercial residential use, together with any structures necessary to the dwelling which are situated on the land so designated, or (ii) property developed for agricultural uses, together with any structures accessory thereto which were so used on or before January 1, 1975. In determining when and to what extent a property is to be considered an “improved property”, the Secretary shall take into consideration the manner of use of such buildings and lands prior to January 1, 1975, and shall designate such lands as are reasonably necessary for the continued enjoyment of the property in the same manner and to the same extent as existed prior to such date; *Provided*, that with respect to the property known as the Hydraulic Brick Company located in Independence, Ohio, the Secretary shall have the first right of refusal to purchase such property for a purchase price not exceeding the fair market value of such property on the date it is offered for sale. When acquired such property shall be administered as part of the recreation area park, subject to the laws and regulations applicable thereto. In applying this subsection with respect to lands and interest therein added to the recreation area park by action of the Ninety-fifth Congress, the date ‘January 1, 1978,’ shall be substituted for the date ‘January 1, 1975,’ in each place it appears.

(f) The owner of an improved property, as defined in this Act, on the date of its acquisition, as a condition of such acquisition, may retain for himself, his heirs and assigns, a right of use an occupancy of the improved property for noncommercial residential or agricultural purposes, as the case may be, for a definite term of not more than twenty-five years, or, in lieu thereof, for a term ending at the death of the owner or the death of his spouse, whichever is later. The owner shall elect the term to be reserved. Unless the property is wholly or partially donated, the Secretary shall pay to the owner the fair market value of the property on the date of the acquisition, less the fair market value on that date of the right retained by the owner. A right retained by the owner pursuant to this section shall be subject to termination by the Secretary

upon his determination that it is being exercised a manner inconsistent with the purposes of this Act, and it shall terminate by operation of law upon notification by the Secretary to the holder of the right of such determination and tendering to him the amount equal to the fair market value of that portion which remains unexpired.

(g) In exercising his authority to acquire property under this Act, the Secretary shall give prompt and careful consideration to any offer made by an individual owning property within the park to sell such property, if such individual notifies the Secretary that the continued ownership of such property is causing, or would result in, undue hardship.

Sec. 3. (a) Within one year after the date of the enactment of this Act, the Secretary shall submit, in writing, to the Committees on Interior and Insular Affairs and to the Committees on Appropriations of the United States Congress a detailed plan which shall indicate:

- the lands and areas which he deems essential to the protection and public enjoyment of this park,
- the lands which he has previously acquired by purchase, donation, exchange, or transfer for the purpose of this park, and
- the annual acquisition program (including the level of funding) which he recommends for the ensuing five fiscal years.

(b) It is the express intent of the Congress that the Secretary should substantially complete the land acquisition program contemplated by this Act within six years after the date of its enactment.

ADMINISTRATION

Sec. 4. (a) The Secretary shall administer the park in accordance with the provisions of the Act of August 25, 1916 (39 Stat. 535) as amended and supplemented (16 U.S.C. 1, 2-4). In the administration of the recreation area, the Secretary may utilize such statutory authority available to him for the conservation and management of wildlife and natural resources as he deems appropriate to carry out the purposes of this Act.

(b) The Secretary may enter into cooperative agreements with the State of Ohio, or any political subdivision thereof, for the rendering, on a reimbursable basis, of rescue, firefighting, and law enforcement services and cooperative assistance by nearby law enforcement and fire preventive agencies.

(c) The authority of the Secretary of the Army to undertake or contribute to water resource development, including erosion control and flood control, on land or waters within the park shall be exercised in accordance with plans which are mutually acceptable to the Secretary of the Interior and the Secretary of the Army and which are consistent with both the purposes of this Act and the purposes of existing statutes dealing with water and related land resource development.

(1) The Secretary is authorized and directed, in cooperation with the Secretary of Agriculture, the State of Ohio, and affected local governments, to undertake a program of and treatment for the purpose of restoring suitable vegetative cover to substantially eliminate erosion from all lands, public and private, within the authorized boundaries of the park. In the case of any private lands, within such authorized boundaries such treatment may be undertaken only with the consent of the owner thereof and shall be contingent upon assurances that such land treatment will be maintained by the owner for a period of not less than ten years. The Secretary shall, in conjunction with such program, take such actions as may be required to correct areas of ecological degradation which create hazards to health and safety.

(d) The Secretary, in consultation with the Governor of the State of Ohio, shall inventory and evaluate all sites and structures within the park having present and potential historical, cultural, or architectural significance and shall provide for appropriate programs for the preservation, restoration, interpretation, and utilization of them.

(e) Notwithstanding any other provision of law, the Secretary is authorized to accept donations of funds, property, or services from individuals, foundations, corporations, or public entities for the purpose of providing services and facilities which he deems consistent with the purpose of this Act.

(f) The Secretary may, on his own initiative, or at the request of any local government (or intergovernmental organization) having jurisdiction over land located within or adjacent to the park, assist and consult with the appropriate officers and employees of such local government (or intergovernmental organization) in establishing zoning laws or ordinances which will assist in achieving the purposes of this Act. Assistance under this subsection may include payments for technical aid. In providing assistance pursuant to this subsection, the Secretary shall endeavor to obtain provisions in such zoning laws or ordinances which-

(1) have the effect of prohibiting the commercial and industrial use (other than a use for commercial farms and orchards) of all real property adjacent to the park;

(2) aid in preserving the character of the recreation area by appropriate restrictions on the use of real property in the vicinity including, but not limited to, restrictions upon: building and construction of all types; signs and billboards; the burning of cover; cutting of timber (except tracts managed for sustained yield); removal of topsoil, sand, or gravel; dumping, storage, or piling of refuse; or any other use which would detract from the aesthetic character of the recreation area; and

(3) have the effect of providing that the Secretary shall receive notice of any hearing for the purpose of granting a variance and any variance granted under, and of any exception made to, the application of such law or ordinance.

Sec. 5. (a) There are hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act, but not more than \$70,100,000 for the acquisition of lands and interests in lands.

(b) For the development of the park, including improvements of properties acquired for purposes of this act, there is authorized to be appropriated not more than \$13,000,000. Within one year from the date of establishment of the park pursuant to this Act, the Secretary shall, after consulting with the Governor of the State of Ohio, develop and transmit to the Committees on Interior and Insular Affairs of the United States Congress a final master plan for the development of the park consistent with the objectives of this Act, indicating:

(1) the facilities needed to accommodate the health, safety, and recreation needs of the visiting public;

(2) the location and estimated cost of all facilities; and

(3) the projected need for any additional facilities within the area.

(c) There are hereby authorized to be appropriated not more than \$500,000 for fiscal year 1986, \$1,000,000 for fiscal year 1987, \$1,500,000 for fiscal year 1988, and \$1,750,000 for fiscal year 1989, to carry out the provisions of section 4(c)(2) of this Act. Any amounts authorized to be appropriated for any fiscal year under this subsection which are not appropriated for that fiscal year shall remain available for appropriation in succeeding fiscal years.

Approved December 27, 1974

Legislative History

HOUSE REPORT No. 93-1511 (Comm. on Interior and Insular Affairs).

SENATE REPORT No. 93-1328 (Comm. on Interior and Insular Affairs).

CONGRESSIONAL RECORD, Vol. 120 (1974):

Dec. 9, considered and passed House.

Dec. 12, considered and passed Senate.

WEEKLY COMPILATION OF PRESIDENTIAL DOCUMENTS, Vol. 11, No. 1:

Dec. 28, Presidential statement.

Legislative Acts for Cuyahoga Valley National Park

The following list contains a brief synopsis of the legislation that relates to this foundation document.

- 88 Stat. 1794 (1974), Creation of Cuyahoga Valley National Recreation Area
- 90 Stat. 2732 (1976), Modified the boundary and increased authorized spending limit
- 92 Stat. 3483 (1978), Revised the boundary, increased appropriation authorization amounts
- 100 Stat. 3327 (1986), Modified the boundary and gave the Department of Interior secretary authority to accept lands associated with Cuyahoga Valley Line, and provide compensation for such lands
- 100 Stat. 3457 (1986), Modified the boundary and identified “City of Akron Lands” & “Scenic Easement Acquisition Area” Lands
- 106 Stat. 2211 (1991), Authorized Cuyahoga Valley National Park Road Assistance Program
- 106 Stat. 2211 (1992), Authorized acquisition of state or local lands by exchange
- 110 Stat. 4096 (1996), Creation of the Ohio & Erie Canal National Heritage Corridor
- 114 Stat. 956 (2000), Change of name to Cuyahoga Valley National Park
- 115 Stat. 425 (2001), Authorized funding for the Cuyahoga Valley Scenic Railroad Platform and Station in Canton, Ohio
- 115 Stat. 426 (2001), Authorized the NPS to convey a leasehold or freehold interest in the park to allow for the development of utilities and parking needed to support the historic Everett Church in the village of Everett, Ohio

Appendix B:

Low Priority Planning and Data Needs

Planning Needs

- Create an aquatic habitat conservation plan and expanded monitoring program. *Related FRV: Cuyahoga River Ecosystem.*
- Create an aquatic invasive species prevention plan and program; develop an integrated pest management plan. *Related FRV: Cuyahoga River Ecosystem.*
- Develop a capital investment plan. *Related FRV: Valley Railway.*
- Develop a capital investment plan for farm properties (include use of leasing income for farm properties).
- Develop a forest restoration plan (parkwide, including road removals, large restoration sites, fire management, etc., including compliance and site-specific design). *Related FRV: Forest Ecosystem.*
- Develop a learning center plan.
- Develop a museum collections management plan.
- Develop river and wetland ecological restoration plans, designs, and compliance (including site-specific design); develop wetland mitigation bank within park boundary, which could generate large-scale restoration on park lands. *Related FRV: Cuyahoga River Ecosystem.*
- Develop a shrub and meadow management plan (for vegetation succession).
- Develop accessibility action and transition plan.
- Develop communication technology plan (social media).
- Update sign plan.

Data Needs

- Advance the development and implementation of trails with trail counts and trail count analysis including counts from connector data. *Related FRV: Trail, Water, and Rail Network.*
- Assess additional boarding stations and effects on scheduling/logistics. *Related FRV: Valley Railway.*
- Assess effects of utility rights-of-way on water quality.
- Conduct a comprehensive review of regional trends in education program demand. *Related FRV: Place-based Education.*
- Conduct a comprehensive review of trends in informal education in general. *Related FRV: Place-based Education.*
- Conduct a night sky assessment.
- Conduct a summative evaluation of resident program, teaching intern program, day programs. *Related FRV: Place-based Education.*
- Conduct a wilderness resource assessment. *Related FRV: Forest Ecosystem.*

- Conduct an assessment of each canal structure condition and recommended treatment in watered section to keep it functional for maintaining water levels. *Related FRV: Ohio & Erie Canal.*
- Conduct an assessment of each canal structure condition and recommended treatment in unwatered section to arrest the continued deterioration/erosion ruins. *Related FRV: Ohio & Erie Canal.*
- Conduct an oil, gas, and mining impact assessment.
- Conduct boundary survey.
- Conduct cultural landscape inventories, historic structures report, cultural landscape resources, environmental assessment documents for agricultural resources. *Related FRV: Agricultural Resources and Rural Landscape.*
- Conduct cultural landscape inventories, historic structures report, and environmental assessment documents for the Virginia Kendall State Park Historic District. *Related FRV: Virginia Kendall State Park Historic District.*
- Conduct soundscape assessments.
- Conduct utility inventories and surveys.
- Determine eligibility documents for some farm properties and update new National Register of Historic Places nominations. *Related FRV: Agricultural Resources and Rural Landscape.*
- Develop an intergovernmental regional watershed and stormwater management plan. *Related FRV: Community Engagement.*
- Develop a Sandyville operational viability analysis. *Related FRV: Valley Railway.*
- Expand social science data collection and monitoring including the assessment of the recreation market in the region (i.e., competition) and understanding tourism demand and potential and refining local economic impact study.
- Understand demand factors for park programs and conduct more front-end evaluation to understand what visitors want for formal and informal learning. *Related FRV: Place-based Education.*

Appendix C: Related Federal Legislation, Regulations, and Executive Orders

Legislation and Acts

Archeological and Historical Preservation Act – 1974
 Archaeological Resources Protection Act – 1979
 Clean Air Act – 1977
 Clean Water Act – 1972
 Comprehensive Environmental Response and compensation and Liability Act (CERCLA) – 1984, as amended
 Department of Transportation Act – 1966
 Endangered Species Act – 1973
 Historic Sites Act – 1935
 Migratory Bird Treaty Act – 1918
 National Environmental Policy Act – 1969
 National Historic Preservation Act – 1966, as amended
 National Parks Omnibus Management Act – 1998
 National Park Service Organic Act – 1916
 Native American Graves Protection and Repatriation Act – 1990
 Redwood Act, Amending the NPS Organic Act – 1978
 The Resource Conservation and Recovery Act (RCRA) – 1976, as amended
 Code of Federal Regulations
 Title 36, Chapter 1, Part 1, General Provisions
 Title 36, Chapter 1, Part 2, Resource Protection, Public Use and Recreation
 Title 36, Chapter 1, Part 3, Boating and Water Use Activities
 Title 36, Chapter 1, Part 4, Vehicles and Traffic Safety
 Title 36, Chapter 1, Part 5, Commercial and Private Operations

Executive Orders

Executive Order 11514, “Protection and Enhancement of Environmental Quality”
 Executive Order 11593, “Protection and Enhancement of the Cultural Environment”
 Executive Order 11988, “Floodplain Management”
 Executive Order 11990, “Protection of Wetlands”
 Executive Order 12003, “Energy Policy and Conservation”
 Executive Order 12088, “Federal Compliance with Pollution Control Standards”
 Executive Order 12372, “Intergovernmental Review of Federal Programs”
 Executive Order 12898, “Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations”
 Executive Order 13112, “Invasive Species”
 Executive Order 13186, “Responsibilities of Federal Agencies to Protect Migratory Birds”
 Executive Order 13352, “Facilitation of Cooperative Conservation”
 Executive Order 13423, “Strengthening Federal Environmental, Energy, and Transportation Management”

NPS Director's Orders

Order 2-1: *Resource Stewardship Planning*
Order 6: *Interpretation and Education*
Order 7: *Volunteers in Parks*
Order 12: *Conservation Planning, Environmental Impact Analysis, and Decision-making and Handbook*
Order 17: *National Park Service Tourism*
Order 18: *Wildland Fire Management*
Order 20: *Agreements*
Order 21: *Donations and Fundraising*
Order 24: *NPS Museum Collections Management*
Order 26: *Youth Programs*
Order 28: *Cultural Resource Management*
Order 28A: *Archeology*
Order 28B: *Ethnography*
Order 42: *Accessibility for Visitors with Disabilities in National Park Service Programs and Services*
Order 47: *Soundscape Preservation and Noise Management*
Order 53: *Special Park Uses*
Order 75: *Civic Engagement and Public Involvement*
Order 77: *Natural Resource Protection*
Order 77-1: *Wetland Protection*
Order 77-2: *Floodplain Management*
Order 77-7: *Integrated Pest Management*
Order 77-8: *Endangered Species*



Midwest Region Foundation Document Recommendation

Cuyahoga Valley National Park

May 2013

This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the Midwest Regional Director.

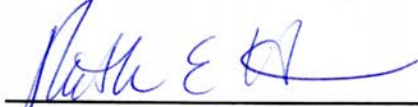


RECOMMENDED

Superintendent, Cuyahoga Valley National Park

5/11/13

Date

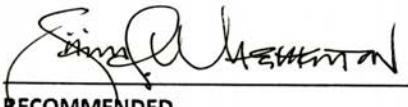


RECOMMENDED

Planning Division Chief, Midwest Regional Office

6/4/13

Date

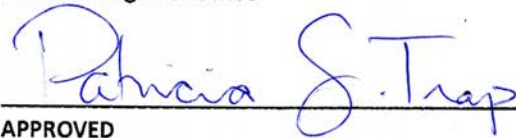


RECOMMENDED

Associate Regional Director for Cultural Resources, Strategic Investments, and Planning
Midwest Regional Office

6/4/2013

Date



APPROVED

Regional Director, Midwest Regional Office

6-5-2013

Date

Acting



As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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