



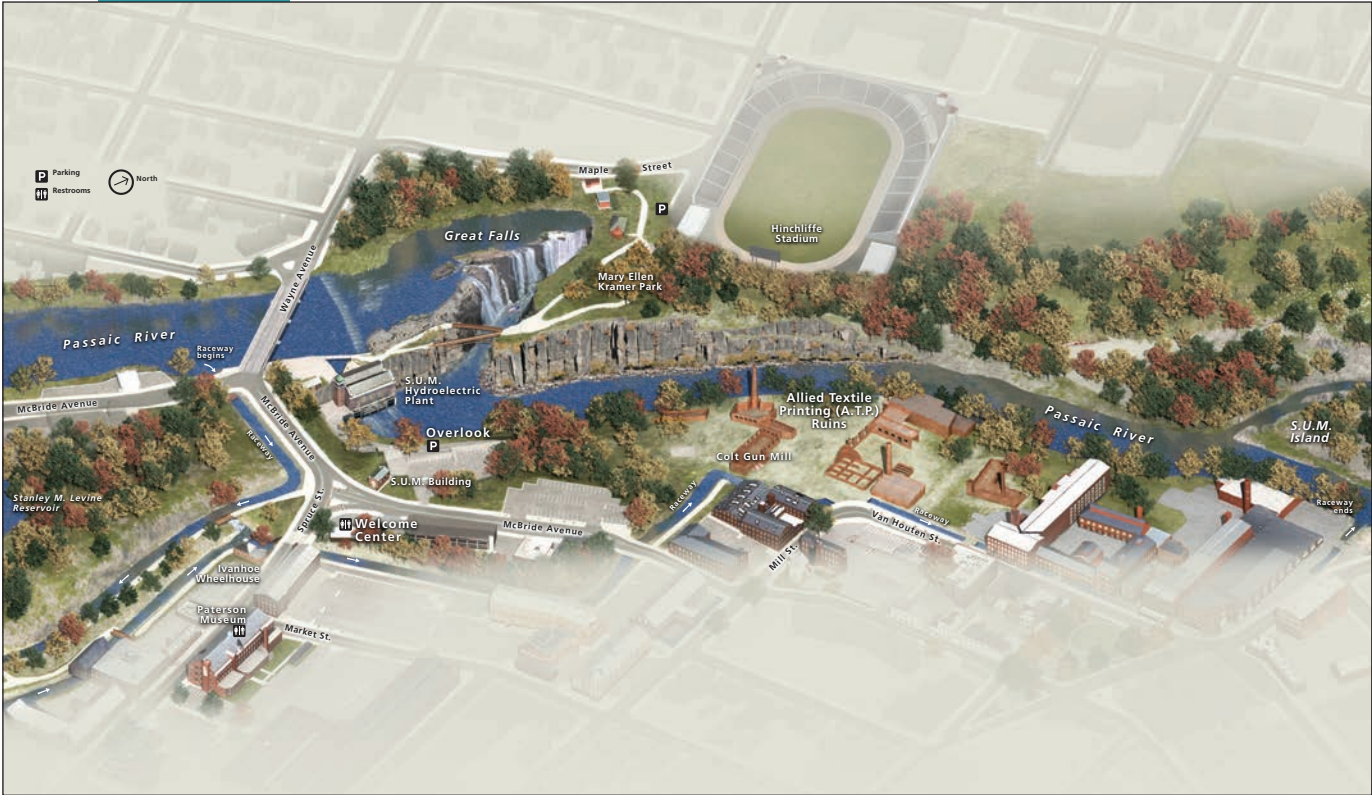
Foundation Document

Paterson Great Falls National Historical Park

New Jersey

April 2018





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Mission of the National Park Service

The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS core values are a framework in which the National Park Service accomplishes its mission. They express the manner in which, both individually and collectively, the National Park Service pursues its mission. The NPS core values are:

- **Shared stewardship:** We share a commitment to resource stewardship with the global preservation community.
- **Excellence:** We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- **Integrity:** We deal honestly and fairly with the public and one another.
- **Tradition:** We are proud of it; we learn from it; we are not bound by it.
- **Respect:** We embrace each other's differences so that we may enrich the well-being of everyone.

The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises more than 400 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.



The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological values.

Introduction

Every unit of the national park system will have a foundational document to provide basic guidance for planning and management decisions—a foundation for planning and management. The core components of a foundation document include a brief description of the park as well as the park’s purpose, significance, fundamental resources and values, and interpretive themes. The foundation document also includes special mandates and administrative commitments, an assessment of planning and data needs that identifies planning issues, planning products to be developed, and the associated studies and data required for park planning. Along with the core components, the assessment provides a focus for park planning activities and establishes a baseline from which planning documents are developed.

A primary benefit of developing a foundation document is the opportunity to integrate and coordinate all kinds and levels of planning from a single, shared understanding of what is most important about the park. The process of developing a foundation document begins with gathering and integrating information about the park. Next, this information is refined and focused to determine what the most important attributes of the park are. The process of preparing a foundation document aids park managers, staff, and the public in identifying and clearly stating in one document the essential information that is necessary for park management to consider when determining future planning efforts, outlining key planning issues, and protecting resources and values that are integral to park purpose and identity.

While not included in this document, a park atlas is also part of a foundation project. The atlas is a series of maps compiled from available geographic information system (GIS) data on natural and cultural resources, visitor use patterns, facilities, and other topics. It serves as a GIS-based support tool for planning and park operations. The atlas is published as a (hard copy) paper product and as geospatial data for use in a web mapping environment. The park atlas for Paterson Great Falls National Historical Park can be accessed online at: <http://insideparkatlas.nps.gov/>.



Part 1: Core Components

The core components of a foundation document include a brief description of the park, park purpose, significance statements, fundamental resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

Brief Description of the Park

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

Paterson Great Falls National Historical Park encompasses approximately 52 acres adjacent to the Passaic River in the city of Paterson, west of the city’s downtown center. Paterson, approximately 15 miles from Manhattan as well as downtown Newark, is within the greater New York–Northern New Jersey Metropolitan Area and is the county seat for Passaic County. Portions of the park fall within the Great Falls of the Passaic River / Society for Establishing Useful Manufactures National Historic Landmark Historic District and Great Falls of Paterson–Garret Mountain Natural National Landmark. It also includes Hinchliffe Stadium National Historic Landmark, significant for its role in the history of Negro professional baseball in 20th-century segregated America.

The park consists of the natural, cultural, and historic resources associated with the Great Falls of the Passaic River, the hydropower system it feeds, and a 220-year period of industrial history. The Great Falls is an outstanding example of the country’s natural history, formed millions of years ago. The geologic formation created an extraordinary 77-foot fall into a naturally occurring 280-foot chasm that attracted American Indians and later Colonial-era tourists. By the late 18th century, entrepreneurs, investors, and government officials, led by Alexander Hamilton, sought to harness the power of the river through the Society for Establishing Useful Manufactures. The resulting concentration of 19th and 20th century industrial buildings and structures, connected to a water power system of raceways fed by the Passaic River just above the Great Falls, illustrates the growth and evolution in industrial planning, architecture, and engineering in the United States from 1792 to 1945.

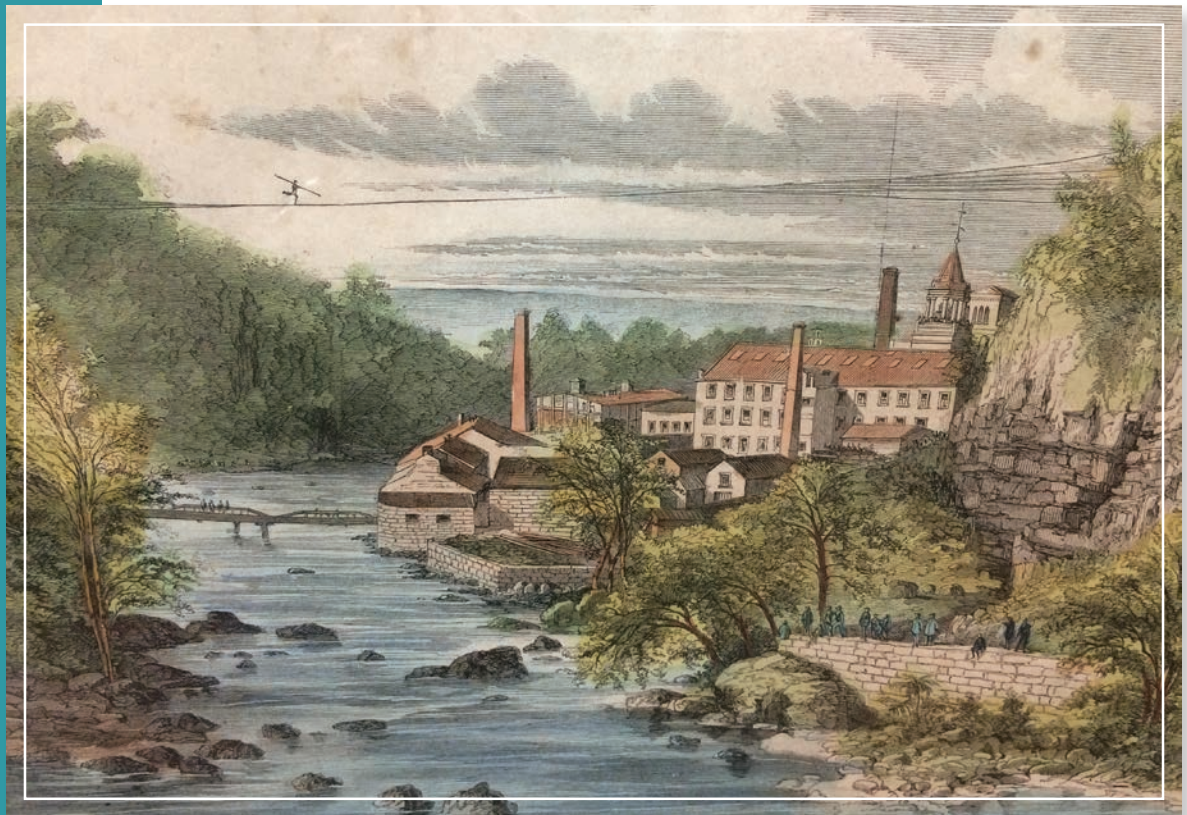
The park is situated in and serves one of the most ethnically and socioeconomically diverse communities in the country. There are more than 50 ethnic groups represented in a population of some 160,000. Many of the descendants of older waves of ethnic immigrant groups live in nearby suburban communities that surround Paterson. Today, there is a tremendous opportunity to introduce diverse communities to the National Park Service through outreach, on-site programs, youth work programs, and the enhancement of educational and recreational opportunities within the park’s boundaries, and to do so in cooperation with both public and private partners.

Paterson Great Falls National Historical Park is one of many partnership parks in the national park system. In a partnership park, many parties cooperate to preserve the park’s resources and provide experiences for visitors and to accomplish the vision for the park. Today the park has numerous partners who support a variety of park activities and operations. Several have formal agreements with the National Park Service, but many of the park’s partnerships are collaborative with less formal arrangements. Paterson Great Falls National Historical Park represents an evolving idea of a park in an urban setting that brings a national park experience “close to home” and whose ownership and management are shared by a group of partners. This approach has many advantages and brings great flexibility in responding to opportunities and challenges as technology and innovation are quickly moving forward.

Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Paterson Great Falls National Historical Park was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The park was established when the enabling legislation adopted by Congress was signed into law on March 30, 2009 (see appendix A for enabling legislation and legislative acts). The purpose statement lays the foundation for understanding what is most important about the park.

The purpose of PATERSON GREAT FALLS NATIONAL HISTORICAL PARK is to preserve and interpret the natural beauty of the Great Falls of the Passaic River and the industrial, cultural, and recreational landscape that formed around its endless source of power. The park and surrounding national historic landmark district illustrate the successful evolution of a manufacturing society that drew from the diversity and innovations of the American people for more than two centuries.



Park Significance

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

The following significance statements have been identified for Paterson Great Falls National Historical Park. (Please note that the sequence of the statements does not reflect the level of significance.)

- The Great Falls of the Passaic River, with its natural chasm and 77-foot waterfall, provides an extraordinary scenic and geologic resource in the midst of an industrialized city and opportunities for relaxation, contemplation, and inspiration.
- Paterson Great Falls National Historical Park and the national historic landmark district provide one of the best opportunities to view a complete hydropower system from its source above the Great Falls of the Passaic River to its transformation into power for the mills and the surrounding community. Alexander Hamilton's vision of a model manufacturing city, a central part of his economic strategy for the nation, is embedded in this industrial, cultural, and natural landscape.
- Paterson's raceway system illustrates American ingenuity as the country grew to become a major industrial nation. The raceways offer an outstanding opportunity to interpret the city's industrial past and the Society for Establishing Useful Manufactures' role as a manufacturing incubator making it possible for immigrants to start businesses with limited resources and capital.
- The entrepreneurship and innovations of Paterson's industrialists and workers allowed the city to thrive and evolve over time in a long continuum of industrial use that continues today. Paterson's success can be attributed in large part to immigrants who brought their creativity and experience to the city seeking a better life; a trend that has continued throughout the city's history.
- Hinchliffe Stadium is one of the best examples of a professional Negro League baseball venue. The stadium was specifically sited above the Great Falls so patrons could have a commanding view of Paterson's ever-evolving industrial, social, and natural landscape.



Fundamental Resources and Values

Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance. Fundamental resources and values are closely related to a park's legislative purpose and are more specific than significance statements.

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

The following fundamental resources and values have been identified for Paterson Great Falls National Historical Park:

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

Related Resources

Related resources are not owned by the National Park Service nor are they within the park boundary. They may be part of the broader context or setting in which park resources exist, represent a thematic connection that would enhance the experience of visitors, or have close association with park fundamental resources and the purpose of the park. The related resource represents a connection with the park that often reflects an area of mutual benefit or interest, and collaboration, between the park and owner/stakeholder.

The following related resources have been identified for Paterson Great Falls National Historical Park:

- **Historic Mill Buildings.** The numerous historic mill buildings within the national historic landmark historic district were an integral part of the industrial development of the city. The densely constructed mills along the raceways and river illustrate the success of a 19th century industrial city.
- **Milling Community.** Paterson's success was built largely on the innovative, entrepreneurial spirit of its citizens, most of whom were immigrants. The mill housing, community centers, recreational facilities, and local sites of labor protest, such as the Botto House, provide the visitor with an understanding of the typical lifestyle of 19th and 20th century mill workers.
- **Museum Collections.** The City of Paterson, one of the park's partners, maintains a collection of museum objects relating to the park's period of significance. These items and artifacts show the inner workings of manufacturing machinery used in Paterson, products produced in Paterson's mills, and personal artifacts of mill workers.
- **Passaic River National Natural Landmarks.** The Great Falls of Paterson-Garret Mountain Natural National Landmark includes related resources that fall outside of the park boundary, including Garret Mountain, which, together with the Great Falls, provide an excellent illustration of the geologic formations present within the park. Three additional national natural landmarks outside the park boundary are connected to the broader story of the Great Falls of Paterson and the Passaic River. These include Troy Meadows, Great Swamp, and Riker Hill Fossil Site National Natural Landmarks.



Interpretive Themes

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

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

The following interpretive themes have been identified for Paterson Great Falls National Historical Park:

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



Part 2: Dynamic Components

The dynamic components of a foundation document include special mandates and administrative commitments and an assessment of planning and data needs. These components are dynamic because they will change over time. New special mandates can be established and new administrative commitments made. As conditions and trends of fundamental resources and values change over time, the analysis of planning and data needs will need to be revisited and revised, along with key issues. Therefore, this part of the foundation document will be updated accordingly.

Special Mandates and Administrative Commitments

Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memorandums of agreement. Examples include easements, rights-of-way, arrangements for emergency service responses, etc. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the park and facilitate working relationships with other organizations. They are an essential component of managing and planning for Paterson Great Falls National Historical Park.

Special Mandates

- **General Agreement to Establish and Preserve Paterson Great Falls National Historical Park.** As mandated by section (b)(1)(B) of the park's enabling legislation, the U.S. Department of the Interior (National Park Service) entered into a written agreement (see appendix B) with the City of Paterson to establish and preserve the Paterson Great Falls National Historical Park, focusing on actions required prior to establishment of the park:
 - **Manageable Unit.** The agreement addresses the requirement to acquire sufficient land or an interest in land within the boundary to constitute a manageable unit. It defines the federal land acquisition process and acquisition phase that will allow for progressive resource protection of core properties and other interests in land, as funding is available, and as due diligence requirements are satisfied. It also addresses responsibilities for maintenance and operations for lands and improvements within the park boundary, interpretation and education responsibilities, and law enforcement within the park.
 - **Resource Protection.** The agreement addresses the requirement for non-NPS lands within the Great Falls National Historic Landmark District to be managed consistent with the enabling legislation and that future uses of lands within the district will be compatible with the park designation. It describes how the city will coordinate with the National Park Service on all major work on properties within the district. The city has further committed to several actions in support of the park, such as strengthening and enforcing its land use ordinances and design standards to protect the historic and natural resources of the district, and working with the National Park Service to foster appropriate and compatible uses and building treatments within the district.

- **Land Acquisition.** Congress established the park’s boundary through the enabling legislation and provided direction for federal acquisition of property within the boundary. Section (b)(4) states that at Paterson Great Falls National Historical Park, the National Park Service is authorized to acquire additional land or interests in land within the boundary of the park by donation, purchase from a willing seller with donated or appropriated funds, or exchange. Lands or interest in land owned by the State of New Jersey or any political subdivision of the state may only be acquired by donation.
- **Paterson Great Falls National Historical Park Advisory Commission.** Section (e) of the park’s enabling legislation requires that the National Park Service establish an advisory commission to advise on development and implementation of the park’s general management plan. In accordance with this mandate, the Secretary of the Interior created the nine-member Paterson Great Falls National Historical Park Advisory Commission, to include representatives appointed by the Secretary after consideration of recommendations submitted by the governor of the state of New Jersey (4), the Board of Chosen Freeholders of Passaic County (1), and the City Council of Paterson (2), as well as individuals who are experienced with national parks and historic preservation (2). The work of the advisory commission is anticipated to be complete approximately 10 years from the date of its establishment (March 2019), at which time it will terminate.
- **Hinchliffe Stadium Study.** Section (f) of the park’s enabling legislation requires that the National Park Service complete a study regarding Hinchliffe Stadium for purposes of assessing (1) its potential for listing as a national historic landmark, and (2) options for maintaining the stadium’s historic integrity. In accordance with this mandate, the National Park Service completed the Hinchliffe Stadium National Historic Landmark Nomination and on February 25, 2013, the Secretary of the Interior designated the site as a national historic landmark.
- **Hinchliffe Stadium Heritage Act.** Public Law 113-291, Carl Levin and Howard P. “Buck” McKeon National Defense Authorization Act for Fiscal Year 2015, expanded the park’s legislative boundary to include Hinchliffe Stadium. The law stated that the national historical park shall include the approximately 6 acres of land containing Hinchliffe Stadium and shall be administered as part of the park in accordance with subsection (c)(1) and section 3 of the Hinchliffe Stadium Heritage Act (appendix A). Restrictions were placed on acquisition so that the Secretary may not acquire fee title to Hinchliffe Stadium, but may acquire a preservation easement in Hinchliffe Stadium if the Secretary determines that doing so will facilitate resource protection of the stadium. The law stated that the fact that activities can be seen or heard from within the approximately 6 acres of land described in paragraph (1) shall not preclude such activities outside the boundary of the park. In administering the approximately 6 acres of land containing Hinchliffe Stadium. . .the Secretary of the Interior– (A) may not include non-federal property within the approximately 6 acres of land as part of Paterson Great Falls National Historical Park without the written consent of the owner; (B) may not acquire by condemnation any land or interests in land within the approximately 6 acres of land; and (C) shall not construe the inclusion of Hinchliffe Stadium made by this section to create buffer zones outside the boundaries of Paterson Great Falls National Historical Park.

Administrative Commitments

For more information about the existing administrative commitments for Paterson Great Falls National Historical Park, please see appendix B.

Assessment of Planning and Data Needs

Once the core components of part 1 of the foundation document have been identified, it is important to gather and evaluate existing information about the park's fundamental resources and values, and develop a full assessment of the park's planning and data needs. The assessment of planning and data needs section presents planning issues, the planning projects that will address these issues, and the associated information requirements for planning, such as resource inventories and data collection, including GIS data.

There are three sections in the assessment of planning and data needs:

1. analysis of fundamental resources and values
2. identification of key issues and associated planning and data needs
3. identification of planning and data needs (including spatial mapping activities or GIS maps)

The analysis of fundamental resources and values and identification of key issues leads up to and supports the identification of planning and data collection needs.

Analysis of Fundamental Resources and Values

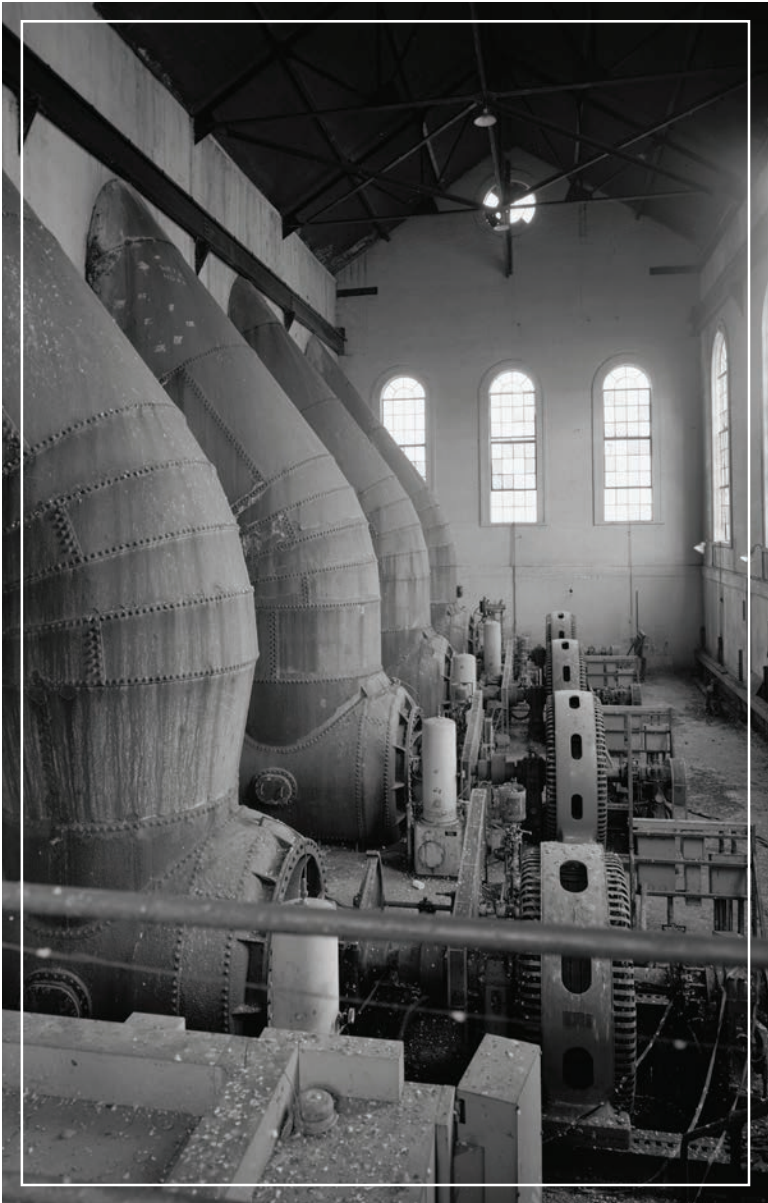
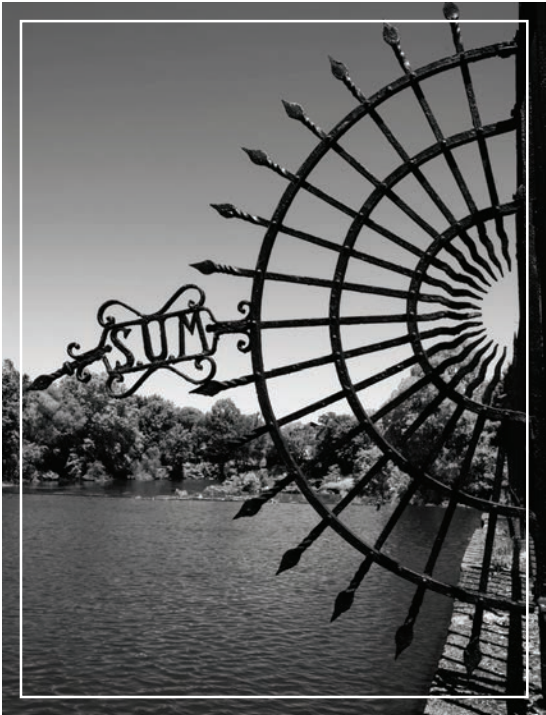
The fundamental resource or value analysis table includes current conditions, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value.



Fundamental Resource or Value	Geologic Formation and Features
Related Significance Statements	<ul style="list-style-type: none"> • The Great Falls of the Passaic River, with its natural chasm and 77-foot waterfall, provides an extraordinary scenic and geologic resource in the midst of an industrialized city and opportunities for relaxation, contemplation, and inspiration. • Paterson Great Falls National Historical Park and the national historic landmark district provide one of the best opportunities to view a complete hydropower system from its source above the Great Falls of the Passaic River to its transformation into power for the mills and the surrounding community. Alexander Hamilton's vision of a model manufacturing city, a central part of his economic strategy for the nation, is embedded in this industrial, cultural, and natural landscape.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The basalt is likely to lose small to large sections periodically due to expansion of water in the basalt rock joints and fractures caused by freezing and thawing, particularly during the early winter and spring. • Soils in some areas of the park may contain contamination from the previous industrial uses that encompassed much of the park at various points throughout the site's history. Several contaminated sites within and adjacent to the park have been documented, including the former Allied Textile Printing site, which is classified as a brownfield. <p>Trends</p> <ul style="list-style-type: none"> • None identified.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Increased erosion due to flooding of the Passaic River could alter the geologic features within the park. <p>Opportunities</p> <ul style="list-style-type: none"> • Interpretive opportunities to explain the creation of the falls and its use as a source of power. • Establish monitoring programs with the U.S. Geological Survey to measure any change of movement in the chasm.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Cultural landscape inventory. • Natural resource inventory and condition assessment.
Planning Needs	<ul style="list-style-type: none"> • Resource stewardship strategy.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Paleontological Resources Preservation Act of 2009 • Clean Water Act of 1972 • Executive Order 11514, "Protection and Enhancement of Environmental Quality" • Executive Order 11988, "Floodplain Management" • Executive Order 12088, "Federal Compliance with Pollution Control Standards" • National Flood Insurance Act of 1968 <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 4) "Natural Resource Management" • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 12: <i>Conservation Planning, Environmental Impact Analysis, and Decision-making</i> • Director's Order 47: <i>Soundscape Preservation and Noise Management</i>

Fundamental Resource or Value	Hydrologic Systems
Related Significance Statements	<ul style="list-style-type: none"> The Great Falls of the Passaic River, with its natural chasm and 77-foot waterfall, provides an extraordinary scenic and geologic resource in the midst of an industrialized city and opportunities for relaxation, contemplation, and inspiration. Paterson Great Falls National Historical Park and the national historic landmark district provide one of the best opportunities to view a complete hydropower system from its source above the Great Falls of the Passaic River to its transformation into power for the mills and the surrounding community. Alexander Hamilton's vision of a model manufacturing city, a central part of his economic strategy for the nation, is embedded in this industrial, cultural, and natural landscape.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> The Passaic River segment that flows through the park and the sub-watershed surrounding the park supports its designated uses for agricultural water supply and industrial water supply, but does not support its designated uses for aquatic life, fish consumption, primary contact recreation, or public water supply. It is on New Jersey's list of impaired waters. Debris and litter in the river contribute to the water pollution and frequently collect at the base of the falls, visible from the park's primary overlook. A Federal Energy Regulatory Commission agreement is in place to ensure water flow over the falls in the summer months, but this agreement does not address water flow during the remainder of the year or "winter drought" issues. Within the park, construction of river walls, raceway systems, and dams has altered the natural flow of the river, changing the location and size of the adjacent floodplain and creating floodplains along the upper, middle, and lower raceways. Today, the regulatory floodway along the river in the park varies from 200 to 500 feet in width. Adjoining the regulatory floodway is a narrow 500-year floodplain. Other areas of 100-year floodplains in the park include and adjoin the upper, middle, and lower raceways, where average flooding depths are between 1 and 3 feet. <p>Trends</p> <ul style="list-style-type: none"> Visitors are increasingly requesting more water-contact experiences in and around the falls.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Recurring floods impact water quality by increasing sedimentation loads and other trash/debris. Sewer overflows have been known to contaminate the river and contribute to the river's listing as an impaired body of water. Safety of visitors who use the river for recreational purposes (fishing, swimming, etc.). <p>Opportunities</p> <ul style="list-style-type: none"> Continue to work with federal, state, and local agencies and friends group to mitigate flooding and stormwater impacts. Work in cooperation with upstream partners to maintain flow, water quality, and integrity of river waters.
Data and/or GIS Needs	<ul style="list-style-type: none"> Cultural landscape inventory. Monitoring for water quality and quantity. Natural resource inventory and condition assessment.
Planning Needs	<ul style="list-style-type: none"> Invasive species plan / vegetation management plan. Resource stewardship strategy.

Fundamental Resource or Value	Hydrologic Systems
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none">• Executive Order 11514, "Protection and Enhancement of Environmental Quality"• Executive Order 11988, "Floodplain Management"• Executive Order 12088, "Federal Compliance with Pollution Control Standards"• National Flood Insurance Program• Executive Order 13112, "Invasive Species"• Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</p> <ul style="list-style-type: none">• NPS <i>Management Policies</i> 2006 (chapter 4) "Natural Resource Management"• Director's Order 77-2: <i>Floodplain Management</i>• Special Directive 93-4, "Floodplain Management, Revised Guidelines for National Park Service Floodplain Compliance"





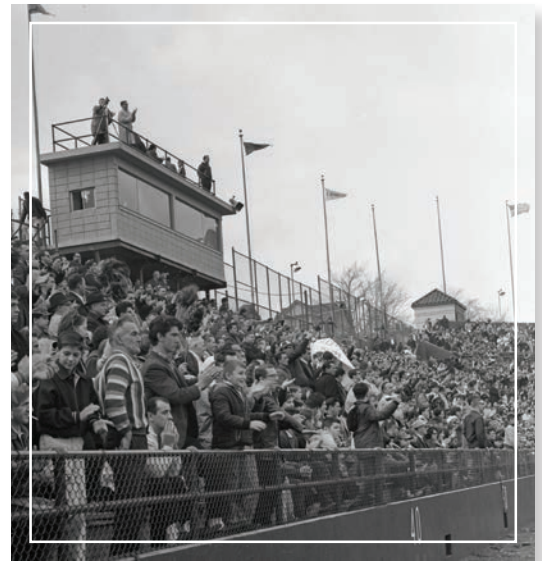
Fundamental Resource or Value	Historic Structures, Archeological Resources, and Ruins
Related Significance Statements	<ul style="list-style-type: none"> Paterson Great Falls National Historical Park and the national historic landmark district provide one of the best opportunities to view a complete hydropower system from its source above the Great Falls of the Passaic River to its transformation into power for the mills and the surrounding community. Alexander Hamilton's vision of a model manufacturing city, a central part of his economic strategy for the nation, is embedded in this industrial, cultural, and natural landscape. Paterson's raceway system illustrates American ingenuity as the country grew to become a major industrial nation. The raceways offer an outstanding opportunity to interpret the city's industrial past and the Society for Establishing Useful Manufactures' role as a manufacturing incubator making it possible for immigrants to start businesses with limited resources and capital. The entrepreneurship and innovations of Paterson's industrialists and workers allowed the city to thrive and evolve over time in a long continuum of industrial use that continues today. Paterson's success can be attributed in large part to immigrants who brought their creativity and experience to the city seeking a better life; a trend that has continued throughout the city's history.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> The S.U.M. Administration Building is in good overall condition and is structurally sound. It currently contains office and storage space and is closed to the public. The Allied Textile Printing site ruins (composed of remnants of the former industrial mills housed on the site, its industrial landscape, and industrial artifacts) are currently gated off, closed to the public, and the site is classified as a brownfield. The site lacks direct utility supply, but city utilities run through the property. Invasive and volunteer vegetation has overwhelmed much of the site. A project is currently funded to stabilize the river wall running along the extent of the Allied Textile Printing site. Preservation efforts have been undertaken at the Colt Gun Mill. Some sections of the former mill are in very poor condition, with some areas of the mill a total loss. The extant walls have been partially stabilized and preserved and remain reasonably intact. The S.U.M. Steam Plant ruins include the concrete foundation, including the exterior terrace, the lower facade, and lower level foundation features. The remaining structure consists of concrete exterior walls that are below grade with the exception of the north facade. The foundation has been filled and capped with a series of flat roofs. The upper level is a small terrace where most visitors go to view the Great Falls. The terrace also includes the Alexander Hamilton statue and other smaller monuments. The lower level of the foundation is currently unused but at one time contained working public restrooms. The Ivanhoe Wheelhouse was restored in 1981 (without the waterwheel and turbine). It now serves as a museum that exhibits work from regional artists. Previous archeological studies have identified a number of archeological sites within the Allied Textile Printing site and around the park's other historic structures. These intact resources focus primarily on the industrial development and history of Paterson. <p>Trends</p> <ul style="list-style-type: none"> Since its establishment, the park has seen an increased interest in public access to the Allied Textile Printing site.

Fundamental Resource or Value	Historic Structures, Archeological Resources, and Ruins
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Vandalism and graffiti, especially in underused areas of the park (primarily the Allied Textile Printing site). • Vegetation growth in the Allied Textile Printing site could weaken the structural integrity of some of the ruins and archeological resources. • Several areas of the park fall within the regulatory floodway, 500-year floodplain, or 100-year floodplain. Flooding is a recurring problem in Paterson which threatens to accelerate weathering and deterioration of ruins as well as potentially uncover archeological resources. <p>Opportunities</p> <ul style="list-style-type: none"> • Collaborate with partners and property owners to implement the general management plan and clean up / open areas of the park that are isolated and closed. • Continue to provide preservation assistance for properties not owned by the National Park Service.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Cultural landscape inventory. • Cultural resource condition assessment. • Natural resource inventory and condition assessment.
Planning Needs	<ul style="list-style-type: none"> • Cultural landscape report. • Historic structures management plan. • Invasive species plan / vegetation management plan. • Resource stewardship strategy. • Park sustainability plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Americans with Disabilities Act of 1990 • Architectural Barriers Act of 1968 • “Americans with Disabilities Act (ADA) Accessibility Guidelines for Buildings and Facilities; Architectural Barriers Act (ABA) Accessibility Guidelines” (36 CFR 1191) • Archeological and Historic Preservation Act of 1974 • Archaeological Resources Protection Act of 1979 • Museum Properties Management Act of 1955, as amended • National Historic Preservation Act of 1966, as amended • “Protection of Historic Properties” (36 CFR 800) • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” • “Curation of Federally-Owned and Administered Archaeological Collections” (36 CFR 79) • Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources” <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 5) “Cultural Resource Management” • NPS Management Policies 2006 (chapter 7) “Interpretation and Education” • Director’s Order 6: <i>Interpretation and Education</i> • Director’s Order 24: <i>NPS Museum Collections Management</i> • Director’s Order 28: <i>Cultural Resource Management</i> • Director’s Order 28A: <i>Archeology</i> • Director’s Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i> • <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties</i> • NPS Museum Handbook, parts I, II, and III

Fundamental Resource or Value	Raceway System
Related Significance Statements	<ul style="list-style-type: none"> Paterson Great Falls National Historical Park and the national historic landmark district provide one of the best opportunities to view a complete hydropower system from its source above the Great Falls of the Passaic River to its transformation into power for the mills and the surrounding community. Alexander Hamilton's vision of a model manufacturing city, a central part of his economic strategy for the nation, is embedded in this industrial, cultural, and natural landscape. Paterson's raceway system illustrates American ingenuity as the country grew to become a major industrial nation. The raceways offer an outstanding opportunity to interpret the city's industrial past and the Society for Establishing Useful Manufactures' role as a manufacturing incubator making it possible for immigrants to start businesses with limited resources and capital. The entrepreneurship and innovations of Paterson's industrialists and workers allowed the city to thrive and evolve over time in a long continuum of industrial use that continues today. Paterson's success can be attributed in large part to immigrants who brought their creativity and experience to the city seeking a better life; a trend that has continued throughout the city's history.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> The upper, middle, and lower raceways vary; most of the spillway and raceway features are in poor condition and are in danger of further deterioration. The upper raceway has been rehabilitated and the path along the raceway upgraded. The middle and lower raceways are generally dry and lack adjacent formalized pedestrian paths. When water enters the raceways, such as during flood events, leakage into adjacent buildings is a problem. The raceway within the park continues to suffer from debris collection, excessive volunteer/invasive vegetation, and a lack of water management system maintenance (last operated by the City of Paterson in 2009). Previous archeological studies have identified a number of archeological sites within and surrounding the raceway system. These intact resources focus primarily on the construction of the raceway system. <p>Trends</p> <ul style="list-style-type: none"> None identified.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Deterioration and damage from increased flooding and storm events. Vandalism and graffiti along the raceway's trail system. <p>Opportunities</p> <ul style="list-style-type: none"> Work with partners to implement the general management plan and restore/re-water portions of the raceway.
Data and/or GIS Needs	<ul style="list-style-type: none"> Cultural landscape inventory. Natural resource inventory and condition assessment.
Planning Needs	<ul style="list-style-type: none"> Raceway system preservation plan. Cultural landscape report. Historic structures management plan. Invasive species plan / vegetation management plan. Resource stewardship strategy. Park sustainability plan.

Fundamental Resource or Value	Raceway System
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none">• Americans with Disabilities Act of 1990• Architectural Barriers Act of 1968• “Americans with Disabilities Act (ADA) Accessibility Guidelines for Buildings and Facilities; Architectural Barriers Act (ABA) Accessibility Guidelines” (36 CFR 1191)• Archeological and Historic Preservation Act of 1974• Archaeological Resources Protection Act of 1979• Museum Properties Management Act of 1955, as amended• National Historic Preservation Act of 1966, as amended• “Protection of Historic Properties” (36 CFR 800)• Executive Order 11593, “Protection and Enhancement of the Cultural Environment”• “Curation of Federally-Owned and Administered Archaeological Collections” (36 CFR 79)• Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources” <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none">• NPS Management Policies 2006 (chapter 5) “Cultural Resource Management”• NPS Management Policies 2006 (chapter 7) “Interpretation and Education”• Director’s Order 6: <i>Interpretation and Education</i>• Director’s Order 24: <i>NPS Museum Collections Management</i>• Director’s Order 28: <i>Cultural Resource Management</i>• Director’s Order 28A: <i>Archeology</i>• Director’s Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i>• <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties</i>• NPS Museum Handbook, parts I, II, and III





Fundamental Resource or Value	Hinchliffe Stadium
Related Significance Statements	<ul style="list-style-type: none"> Hinchliffe Stadium is one of the best examples of a professional Negro League baseball venue. The stadium was specifically sited above the Great Falls so patrons could have a commanding view of Paterson's ever-evolving industrial, social, and natural landscape.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> The overall condition of the stadium is fair to poor. Legislation written to include Hinchliffe Stadium within the boundary of Paterson Great Falls National Historical Park prohibits the National Park Service from taking fee ownership of the property. The National Park Service may, however, provide technical and preservation assistance. The stadium has a number of cracks that indicate soil settlement and/or a lack of appropriate footings for the structure. Some of the structure's support beams show visible corrosion from exposure to weather. Much of the stadium's concrete surface is showing signs of weather-related deterioration (cracking, spalling, loss of surface mortar, exposure of aggregate). The steep slopes upon which portions of the stadium are constructed are unstable and in need of support. Structural utility systems (plumbing; electrical; heating, ventilation, and air conditioning) are not functioning and in need of replacement. <p>Trends</p> <ul style="list-style-type: none"> There is an increased interest from visitors and partners to open the stadium for special uses and events.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Continued weather-related deterioration such as water infiltration and deterioration of mortar joints. Vandalism and graffiti are continuous threats to the structure. <p>Opportunities</p> <ul style="list-style-type: none"> Continue to provide technical assistance to property owners on preservation and restoration of the stadium.
Data and/or GIS Needs	<ul style="list-style-type: none"> Historic resource study. Cultural resource condition assessment.

Fundamental Resource or Value	Hinchliffe Stadium
Planning Needs	<ul style="list-style-type: none"> • Historic structures management plan. • Resource stewardship strategy. • Long-range interpretive plan. • Park sustainability plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Americans with Disabilities Act of 1990 • Architectural Barriers Act of 1968 • “Americans with Disabilities Act (ADA) Accessibility Guidelines for Buildings and Facilities; Architectural Barriers Act (ABA) Accessibility Guidelines” (36 CFR 1191) • Archeological and Historic Preservation Act of 1974 • Archaeological Resources Protection Act of 1979 • Museum Properties Management Act of 1955, as amended • National Historic Preservation Act of 1966, as amended • “Protection of Historic Properties” (36 CFR 800) • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” • “Curation of Federally-Owned and Administered Archaeological Collections” (36 CFR 79) • Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources” <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 5) “Cultural Resource Management” • NPS Management Policies 2006 (chapter 7) “Interpretation and Education” • Director’s Order 6: <i>Interpretation and Education</i> • Director’s Order 24: <i>NPS Museum Collections Management</i> • Director’s Order 28: <i>Cultural Resource Management</i> • Director’s Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i> • <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties</i> • NPS Museum Handbook, parts I, II, and III



Fundamental Resource or Value	Natural Scenic and Industrial Landscape Views
Related Significance Statements	<ul style="list-style-type: none"> The Great Falls of the Passaic River, with its natural chasm and 77-foot waterfall, provides an extraordinary scenic and geologic resource in the midst of an industrialized city and opportunities for relaxation, contemplation, and inspiration. Paterson Great Falls National Historical Park and the national historic landmark district provide one of the best opportunities to view a complete hydropower system from its source above the Great Falls of the Passaic River to its transformation into power for the mills and the surrounding community. Alexander Hamilton's vision of a model manufacturing city, a central part of his economic strategy for the nation, is embedded in this industrial, cultural, and natural landscape.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> Debris and litter in the river contribute to the water pollution and frequently collect at the base of the falls, visible from the park's primary overlook. An agreement is in place to ensure water flow over the falls in the summer months, but this agreement does not address water flow during the remainder of the year or "winter drought" issues. <p>Trends</p> <ul style="list-style-type: none"> Continuous development outside the park changes the composition of the historic views.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Vandalism and graffiti within the park and historic district. Increased pollution from nearby industries and car exhaust limits views. Debris collecting in the chasm, especially following severe storm events, degrades the scenic views of the falls. <p>Opportunities</p> <ul style="list-style-type: none"> Continue to identify new partners and work with existing partners on water quality and beautification efforts along the Passaic River. Continue to identify new partners and work with existing partners on historic preservation guidelines/requirements within the historic district.
Data and/or GIS Needs	<ul style="list-style-type: none"> Cultural landscape inventory. Natural resource inventory and condition assessment. Visual resource inventory.
Planning Needs	<ul style="list-style-type: none"> Cultural landscape report. Historic structures management plan. Invasive species plan / vegetation management plan. Resource stewardship strategy. Visual resource management plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> Clean Air Act of 1977 <p>NPS Policy-level Guidance (NPS <i>Management Policies 2006</i> and <i>Director's Orders</i>)</p> <ul style="list-style-type: none"> NPS <i>Management Policies 2006</i> (§1.4) "Park Management" NPS <i>Management Policies 2006</i> (§1.6) "Cooperative Conservation Beyond Park Boundaries" NPS <i>Management Policies 2006</i> (§3.1) "General" NPS <i>Management Policies 2006</i> (§4.7) "Air Resource Management" NPS <i>Management Policies 2006</i> (§4.10) "Lightscape Management" NPS <i>Natural Resource Management Reference Manual 77</i>



Fundamental Resource or Value	Experiential Elements of the Falls
Related Significance Statements	<ul style="list-style-type: none">• The Great Falls of the Passaic River, with its natural chasm and 77-foot waterfall, provides an extraordinary scenic and geologic resource in the midst of an industrialized city and opportunities for relaxation, contemplation, and inspiration.• Paterson Great Falls National Historical Park and the national historic landmark district provide one of the best opportunities to view a complete hydropower system from its source above the Great Falls of the Passaic River to its transformation into power for the mills and the surrounding community. Alexander Hamilton’s vision of a model manufacturing city, a central part of his economic strategy for the nation, is embedded in this industrial, cultural, and natural landscape.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none">• Within the park, the river does not meet primary recreational standards due to elevated levels of bacteria.• Debris and litter in the river contribute to the water pollution and frequently collect at the base of the falls, visible from the park’s primary overlook.• An agreement is in place to ensure water flow over the falls in the summer months, but this agreement does not address water flow during the remainder of the year or “winter drought” issues.• Access to the bottom of the falls and lower river area of the park is limited. An informal social trail near Hinchliffe Stadium leads to a rocky “beach” area along the north side of the Passaic River.• An existing Federal Energy Regulatory Commission license for the S.U.M. hydropower plant has the ability to influence the rate of flow over the falls. <p>Trends</p> <ul style="list-style-type: none">• Visitors are increasingly requesting more water-contact experiences in and around the falls.

Fundamental Resource or Value	Experiential Elements of the Falls
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Low water levels flowing over the falls decreases visitors' ability to fully experience the power of the Great Falls. • Deteriorating condition of the trails down to the lower falls poses a safety hazard for visitors. • Safety of visitors who use the river for recreational purposes. <p>Opportunities</p> <ul style="list-style-type: none"> • Continue to identify new partners and work with existing partners to maintain adequate water flow rates over the falls. • Continue to identify new partners and work with existing partners to improve water quality. • Work with partners to maintain trails and overlooks for a safe visitor experience.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Visitor use survey. • Visual resource inventory.
Planning Needs	<ul style="list-style-type: none"> • Visual resource management plan. • Long-range interpretive plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Americans with Disabilities Act of 1990 • Architectural Barriers Act of 1968 <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 2) "Park System Planning" • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 12: <i>Conservation Planning, Environmental Impact Analysis, and Decision-making</i> • Director's Order 17: <i>National Park Service Tourism</i> • Director's Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i> • Director's Order 50C: <i>Public Risk Management Program</i> • Director's Order 78: <i>Social Science</i>



Identification of Key Issues and Associated Planning and Data Needs

This section considers key issues to be addressed in planning and management and therefore takes a broader view over the primary focus of part 1. A key issue focuses on a question that is important for a park. Key issues often raise questions regarding park purpose and significance and fundamental resources and values. For example, a key issue may pertain to the potential for a fundamental resource or value in a park to be detrimentally affected by discretionary management decisions. A key issue may also address crucial questions that are not directly related to purpose and significance, but that still affect them indirectly. Usually, a key issue is one that a future planning effort or data collection needs to address and requires a decision by NPS managers.

The following are key issues for Paterson Great Falls National Historical Park and the associated planning and data needs to address them:

- **Implementing the General Management Plan.** Implementation of the newly completed general management plan will require the completion of additional baseline documentation and plans to facilitate management decisions and strategically outline the implementation process. This baseline documentation would provide management with resource stewardship goals as the management plan actions are being implemented.
 - *Associated planning and data needs:* Resource stewardship strategy, visitor use survey, historic resource study, raceway system preservation plan, long-range interpretive plan, cultural resource condition assessment, natural resource inventory and condition assessment
- **Strengthening Community Engagement.** The park has an agreement with the City of Paterson to provide technical assistance to the Great Falls National Historic Landmark Historic District on preservation of their resources. In addition, the community sees the park as an economic development opportunity. Engaging adjacent private property owners, as well as business owners within the Great Falls National Historic Landmark Historic District, on issues of preservation and economic development is an important component of protecting the park's resources and providing a high quality visitor experience. Working with neighbors to improve gateway community visitor amenities could increase visitor satisfaction and awareness of the park as well as support the local economy.
 - *Associated planning and data needs:* Partnership strategy, visitor use survey





- **Access, Circulation, and Orientation to Park Resources.** Because the park has multiple entry points and sits within a large urban commercial, industrial, and residential area, getting from one place to another is often difficult for residents and visitors alike. Most visitors visit the Great Falls, but do not go to other areas of the park or the surrounding historic landmark district. Transportation to and from the park, as well as parking, can be challenging and wayfinding deficiencies add to the confusion. Opportunities for connections, partnerships, alternative transportation modes, and outreach exist, but would require coordination to holistically address the issues.
 - *Associated planning and data needs:* Partnership strategy, visitor use survey, multimodal transportation and access plan
- **Partnerships.** Due to the diversity of resources within and adjacent to its boundaries, most of which will continue to be owned by state and local governments, this partnership park works with a wide variety of groups and stakeholders ranging from nonprofit organizations to federal, state, and local agencies. Lacking clear coordination strategies, the park, the City of Paterson, and other partners find it difficult to nimbly address emerging issues and opportunities while efficiently leveraging the resources and strengths of partner organizations. As a true partnership park, Paterson Great Falls National Historical Park functions at its best when all partners are coordinated and oriented toward the core mission of the park, with minimal duplication of efforts or competition among organizations.
 - *Associated planning and data needs:* Partnership strategy

Planning and Data Needs

To maintain connection to the core elements of the foundation and the importance of these core foundation elements, the planning and data needs listed here are directly related to protecting fundamental resources and values, park significance, and park purpose, as well as addressing key issues. To successfully undertake a planning effort, information from sources such as inventories, studies, research activities, and analyses may be required to provide adequate knowledge of park resources and visitor information. Such information sources have been identified as data needs. Geospatial mapping tasks and products are included in data needs.

Items considered of the utmost importance were identified as high priority, and other items identified, but not rising to the level of high priority, were listed as either medium- or low-priority needs. These priorities inform park management efforts to secure funding and support for planning projects.

Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
FRV	Historic structure reuse plan	H	Investigate and identify adaptive reuse alternatives for historic structures including an evaluation, cost analysis, and selection of effective strategies that protect resources and meet legal requirements.
FRV, Key Issue	Long-range interpretive plan	H	The park needs a long-range interpretive plan as a baseline document for guiding the development of an interpretive program.
FRV, Key Issue	Resource stewardship strategy	H	Identify and track indicators of desired conditions, recommending comprehensive strategies to achieve and maintain desired conditions over time, and assess and update these strategies periodically based on new information and the results of completed activities. (Would require completion of natural and cultural condition assessments.)
Key Issue	Partnership strategy	M	The plan would clearly identify existing and potential partners and establish roles and responsibilities for each party.
FRV	Cultural landscape report	M	Document, analyze, and prepare detailed treatment recommendations for park cultural landscapes.
FRV	Historic structures management plan	M	Develop a management strategy for the rehabilitation of historic structures throughout the historic landmark historic district.
FRV	Park sustainability plan	M	Develop a park-specific sustainability plan that supports the park purpose, integrates with park strategic documents, ensures that appropriate documentation is completed, and contributes to the overall regional sustainable buildings target and objectives.
FRV, Key Issue	Raceway system preservation plan	M	The general management plan calls for re-watering of the raceway system. This plan is needed to guide the rehabilitation of the raceway system.
Key Issue	Multimodal transportation and access plan	L	A multimodal transportation plan would assess opportunities and strategies for connecting existing and planning for new transportation systems including, but not limited to, personal vehicles, walking, bicycling, parking, and buses. The plan would emphasize pedestrian safety, multimodal equity, mobility, accessibility, quality of life, and reducing road and parking lot congestion. Appropriate and compatible multimodal access, parking, and use within the park would be defined. The plan would assess opportunities for seamless connections between adjacent communities and the park. This plan would be developed and prepared in partnership with the local governments and others who would later be involved in implementation of feasible transportation solutions.
FRV	Invasive species plan / vegetation management plan	L	This would describe the current best practices for prevention, early detection, rapid response, control, and containment of one or more invasive species, and would identify activities and approaches to minimize the introduction and spread with optimal use of staff and funding.
FRV	Visual resource management plan	L	Use the inventory of scenic resources and key critical viewpoints to identify strategies and recommendations for preservation.

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes, Including Which Planning Need This Data Need Relates To
FRV, Key Issue	Historic resource study	H	This study would encompass the entire park and include a timeline of human use, habitation, and development covering all periods and topics of significance at the park.
FRV	Monitoring for water quality and quantity	H	Long-term monitoring for water quality and quantity, including changes in winter discharge rates.
FRV, Key Issue	Visitor use survey	H	Conduct assessments of visitor characteristics, visitor preferences and motivations, and baseline conditions relating to use levels and patterns to determine the best path for addressing visitor use issues.
FRV, Key Issue	Cultural resource condition assessment	H	The cultural resource condition assessment would provide a comprehensive analysis of the current condition and inventory status of all park-managed cultural resources. This information is necessary for resource management and would aid the development of a resource stewardship strategy.
FRV, Key Issue	Natural resource inventory and condition assessment	M	The natural resource condition assessment would provide a comprehensive analysis of the current condition and inventory status of all park-managed natural resources. This information is necessary for resource management and would aid the development of a resource stewardship strategy.
FRV	Cultural landscape inventory	M	Inventory cultural landscapes and provide information on their location and also record information about the cultural landscape resources related to their identification, description, historical development, landscape characteristics and features, and management.
FRV	Visual resource inventory	L	Inventory scenic resources and key critical viewpoints to help inform the visual resource management plan.



Part 3: Contributors

Paterson Great Falls National Historical Park

Darren Boch, Superintendent
Ilyse Goldman, Supervisory Park Ranger

NPS Northeast Region

David Bitterman, Chief, Design and Preservation Planning
Joanne Blacoe, Interpretive Planner
James Harmon, Archeologist
Amanda Jones, Community Planner, Project Lead
Lance Kasparian, Historical Architect
Jeffrey Killion, Historical Landscape Architect
James Lee, Architectural Conservator
Helen Mahan, Community Planner (former)
Cheryl Sams O'Neill, Historical Landscape Architect
Robert Page, Director, Olmsted Center for Landscape Preservation
Stephen Spaulding, Director, Historic Architecture, Conservation and Engineering Center
Brian Strack, Associate Regional Director, Planning, Facilities and Conservation Assistance
Sara Wolf, Director, Northeast Museum Services Center (retired)

Other NPS Staff

Ken Bingenheimer, Contract Editor (former), Denver Service Center, Planning Division
Pam Holtman, Quality Assurance Coordinator, WASO Park Planning and Special Studies
John Paul Jones, Visual Information Specialist, Denver Service Center, Planning Division
Nancy Shock, Foundation Coordinator, Denver Service Center, Planning Division
Philip Viray, Publications Chief, Denver Service Center, Planning Division
Laura Watt, Contract Editor, Denver Service Center, Planning Division

Paterson Great Falls National Historical Park Federal Advisory Commission

Leslie Agard-Jones, former Dean of Education, William Paterson University
Theodore Best, Freeholder, Passaic County Board of Chosen Freeholders
Susan Cole, President, Montclair State University
Robert Guarasci, Executive Director, New Jersey Community Development Corporation
Jeffery Jones, former Mayor, City of Paterson
Lawrence F. Kramer, former Mayor, City of Paterson
James Pepper, former National Park Service official
Thomas Rooney, former Mayor, Councilman, City of Paterson
Jose "Joey" Torres, former Mayor, City of Paterson
Leonard Zax, President, Hamilton Partnership for Paterson

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Appendixes

Appendix A: Enabling Legislation and Legislative Acts for Paterson Great Falls National Historical Park

PUBLIC LAW 111–11—MAR. 30, 2009

123 STAT. 1183

TITLE VII—NATIONAL PARK SERVICE AUTHORIZATIONS

Subtitle A—Additions to the National Park System

SEC. 7001. PATERSON GREAT FALLS NATIONAL HISTORICAL PARK, NEW JERSEY. 16 USC 410111.

(a) DEFINITIONS.—In this section:

(1) CITY.—The term “City” means the City of Paterson, New Jersey.

(2) COMMISSION.—The term “Commission” means the Paterson Great Falls National Historical Park Advisory Commission established by subsection (e)(1).

(3) HISTORIC DISTRICT.—The term “Historic District” means the Great Falls Historic District in the State.

(4) MANAGEMENT PLAN.—The term “management plan” means the management plan for the Park developed under subsection (d).

(5) MAP.—The term “Map” means the map entitled “Paterson Great Falls National Historical Park—Proposed Boundary”, numbered T03/80,001, and dated May 2008.

(6) PARK.—The term “Park” means the Paterson Great Falls National Historical Park established by subsection (b)(1)(A).

(7) SECRETARY.—The term “Secretary” means the Secretary of the Interior.

(8) STATE.—The term “State” means the State of New Jersey.

(b) PATERSON GREAT FALLS NATIONAL HISTORICAL PARK.—

(1) ESTABLISHMENT.—

(A) IN GENERAL.—Subject to subparagraph (B), there is established in the State a unit of the National Park System to be known as the “Paterson Great Falls National Historical Park”.

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Contract.

Deadline.
Federal Register,
publication.

(B) CONDITIONS FOR ESTABLISHMENT.—The Park shall not be established until the date on which the Secretary determines that—

(i)(I) the Secretary has acquired sufficient land or an interest in land within the boundary of the Park to constitute a manageable unit; or

(II) the State or City, as appropriate, has entered into a written agreement with the Secretary to donate—

(aa) the Great Falls State Park, including facilities for Park administration and visitor services; or

(bb) any portion of the Great Falls State Park agreed to between the Secretary and the State or City; and

(ii) the Secretary has entered into a written agreement with the State, City, or other public entity, as appropriate, providing that—

(I) land owned by the State, City, or other public entity within the Historic District will be managed consistent with this section; and

(II) future uses of land within the Historic District will be compatible with the designation of the Park.

(2) PURPOSE.—The purpose of the Park is to preserve and interpret for the benefit of present and future generations certain historical, cultural, and natural resources associated with the Historic District.

(3) BOUNDARIES.—The Park shall include the following sites, as generally depicted on the Map:

(A) The upper, middle, and lower raceways.

(B) Mary Ellen Kramer (Great Falls) Park and adjacent land owned by the City.

(C) A portion of Upper Raceway Park, including the Ivanhoe Wheelhouse and the Society for Establishing Useful Manufactures Gatehouse.

(D) Overlook Park and adjacent land, including the Society for Establishing Useful Manufactures Hydroelectric Plant and Administration Building.

(E) The Allied Textile Printing site, including the Colt Gun Mill ruins, Mallory Mill ruins, Waverly Mill ruins, and Todd Mill ruins.

(F) The Rogers Locomotive Company Erecting Shop, including the Paterson Museum.

(G) The Great Falls Visitor Center.

(4) AVAILABILITY OF MAP.—The Map shall be on file and available for public inspection in the appropriate offices of the National Park Service.

(5) PUBLICATION OF NOTICE.—Not later than 60 days after the date on which the conditions in clauses (i) and (ii) of paragraph (1)(B) are satisfied, the Secretary shall publish in the Federal Register notice of the establishment of the Park, including an official boundary map for the Park.

(c) ADMINISTRATION.—

(1) IN GENERAL.—The Secretary shall administer the Park in accordance with—

(A) this section; and

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(B) the laws generally applicable to units of the National Park System, including—

(i) the National Park Service Organic Act (16 U.S.C. 1 et seq.); and

(ii) the Act of August 21, 1935 (16 U.S.C. 461 et seq.).

(2) STATE AND LOCAL JURISDICTION.—Nothing in this section enlarges, diminishes, or modifies any authority of the State, or any political subdivision of the State (including the City)—

(A) to exercise civil and criminal jurisdiction; or

(B) to carry out State laws (including regulations) and rules on non-Federal land located within the boundary of the Park.

(3) COOPERATIVE AGREEMENTS.—

(A) IN GENERAL.—As the Secretary determines to be appropriate to carry out this section, the Secretary may enter into cooperative agreements with the owner of the Great Falls Visitor Center or any nationally significant properties within the boundary of the Park under which the Secretary may identify, interpret, restore, and provide technical assistance for the preservation of the properties.

(B) RIGHT OF ACCESS.—A cooperative agreement entered into under subparagraph (A) shall provide that the Secretary, acting through the Director of the National Park Service, shall have the right of access at all reasonable times to all public portions of the property covered by the agreement for the purposes of—

(i) conducting visitors through the properties; and

(ii) interpreting the properties for the public.

(C) CHANGES OR ALTERATIONS.—No changes or alterations shall be made to any properties covered by a cooperative agreement entered into under subparagraph (A) unless the Secretary and the other party to the agreement agree to the changes or alterations.

(D) CONVERSION, USE, OR DISPOSAL.—Any payment made by the Secretary under this paragraph shall be subject to an agreement that the conversion, use, or disposal of a project for purposes contrary to the purposes of this section, as determined by the Secretary, shall entitle the United States to reimbursement in amount equal to the greater of—

(i) the amounts made available to the project by the United States; or

(ii) the portion of the increased value of the project attributable to the amounts made available under this paragraph, as determined at the time of the conversion, use, or disposal.

(E) MATCHING FUNDS.—

(i) IN GENERAL.—As a condition of the receipt of funds under this paragraph, the Secretary shall require that any Federal funds made available under a cooperative agreement shall be matched on a 1-to-1 basis by non-Federal funds.

(ii) FORM.—With the approval of the Secretary, the non-Federal share required under clause (i) may

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be in the form of donated property, goods, or services from a non-Federal source.

(4) ACQUISITION OF LAND.—

(A) IN GENERAL.—The Secretary may acquire land or interests in land within the boundary of the Park by donation, purchase from a willing seller with donated or appropriated funds, or exchange.

(B) DONATION OF STATE OWNED LAND.—Land or interests in land owned by the State or any political subdivision of the State may only be acquired by donation.

(5) TECHNICAL ASSISTANCE AND PUBLIC INTERPRETATION.—The Secretary may provide technical assistance and public interpretation of related historic and cultural resources within the boundary of the Historic District.

(d) MANAGEMENT PLAN.—

Deadline.

(1) IN GENERAL.—Not later than 3 fiscal years after the date on which funds are made available to carry out this subsection, the Secretary, in consultation with the Commission, shall complete a management plan for the Park in accordance with—

(A) section 12(b) of Public Law 91–383 (commonly known as the “National Park Service General Authorities Act”) (16 U.S.C. 1a–7(b)); and

(B) other applicable laws.

(2) COST SHARE.—The management plan shall include provisions that identify costs to be shared by the Federal Government, the State, and the City, and other public or private entities or individuals for necessary capital improvements to, and maintenance and operations of, the Park.

(3) SUBMISSION TO CONGRESS.—On completion of the management plan, the Secretary shall submit the management plan to—

(A) the Committee on Energy and Natural Resources of the Senate; and

(B) the Committee on Natural Resources of the House of Representatives.

(e) PATERSON GREAT FALLS NATIONAL HISTORICAL PARK ADVISORY COMMISSION.—

(1) ESTABLISHMENT.—There is established a commission to be known as the “Paterson Great Falls National Historical Park Advisory Commission”.

(2) DUTIES.—The duties of the Commission shall be to advise the Secretary in the development and implementation of the management plan.

(3) MEMBERSHIP.—

(A) COMPOSITION.—The Commission shall be composed of 9 members, to be appointed by the Secretary, of whom—

(i) 4 members shall be appointed after consideration of recommendations submitted by the Governor of the State;

(ii) 2 members shall be appointed after consideration of recommendations submitted by the City Council of Paterson, New Jersey;

(iii) 1 member shall be appointed after consideration of recommendations submitted by the Board of Chosen Freeholders of Passaic County, New Jersey; and

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(iv) 2 members shall have experience with national parks and historic preservation.

(B) INITIAL APPOINTMENTS.—The Secretary shall appoint the initial members of the Commission not later than the earlier of—

Deadline.

(i) the date that is 30 days after the date on which the Secretary has received all of the recommendations for appointments under subparagraph (A); or

(ii) the date that is 30 days after the Park is established in accordance with subsection (b).

(4) TERM; VACANCIES.—

(A) TERM.—

(i) IN GENERAL.—A member shall be appointed for a term of 3 years.

(ii) REAPPOINTMENT.—A member may be reappointed for not more than 1 additional term.

(B) VACANCIES.—A vacancy on the Commission shall be filled in the same manner as the original appointment was made.

(5) MEETINGS.—The Commission shall meet at the call of—

(A) the Chairperson; or

(B) a majority of the members of the Commission.

(6) QUORUM.—A majority of the Commission shall constitute a quorum.

(7) CHAIRPERSON AND VICE CHAIRPERSON.—

(A) IN GENERAL.—The Commission shall select a Chairperson and Vice Chairperson from among the members of the Commission.

(B) VICE CHAIRPERSON.—The Vice Chairperson shall serve as Chairperson in the absence of the Chairperson.

(C) TERM.—A member may serve as Chairperson or Vice Chairman for not more than 1 year in each office.

(8) COMMISSION PERSONNEL MATTERS.—

(A) COMPENSATION OF MEMBERS.—

(i) IN GENERAL.—Members of the Commission shall serve without compensation.

(ii) TRAVEL EXPENSES.—Members of the Commission shall be allowed travel expenses, including per diem in lieu of subsistence, at rates authorized for an employee of an agency under subchapter I of chapter 57 of title 5, United States Code, while away from the home or regular place of business of the member in the performance of the duties of the Commission.

(B) STAFF.—

(i) IN GENERAL.—The Secretary shall provide the Commission with any staff members and technical assistance that the Secretary, after consultation with the Commission, determines to be appropriate to enable the Commission to carry out the duties of the Commission.

(ii) DETAIL OF EMPLOYEES.—The Secretary may accept the services of personnel detailed from—

(I) the State;

(II) any political subdivision of the State; or

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(III) any entity represented on the Commission.

(9) FACA NONAPPLICABILITY.—Section 14(b) of the Federal Advisory Committee Act (5 U.S.C. App.) shall not apply to the Commission.

(10) TERMINATION.—The Commission shall terminate 10 years after the date of enactment of this Act.

(f) STUDY OF HINCHLIFFE STADIUM.—

Deadline.

(1) IN GENERAL.—Not later than 3 fiscal years after the date on which funds are made available to carry out this section, the Secretary shall complete a study regarding the preservation and interpretation of Hinchliffe Stadium, which is listed on the National Register of Historic Places.

(2) INCLUSIONS.—The study shall include an assessment of—

(A) the potential for listing the stadium as a National Historic Landmark; and

(B) options for maintaining the historic integrity of Hinchliffe Stadium.

(g) AUTHORIZATION OF APPROPRIATIONS.—There are authorized to be appropriated such sums as are necessary to carry out this section.

SEC. 3037. HINCHLIFFE STADIUM ADDITION TO PATERSON GREAT FALLS NATIONAL HISTORICAL PARK.

(a) PATERSON GREAT FALLS NATIONAL HISTORICAL PARK BOUNDARY ADJUSTMENT.—Section 7001 of the Omnibus Public Land Management Act of 2009 (16 U.S.C. 4101ll) is amended as follows:

(1) In subsection (b)(3)—

(A) by striking “The Park shall” and inserting “(A) The Park shall”;

(B) by redesignating subparagraphs (A) through (G) as clauses (i) through (vii), respectively; and

(C) by adding at the end the following:

“(B) In addition to the lands described in subparagraph (A), the Park shall include the approximately 6 acres of land containing Hinchliffe Stadium and generally depicted as the ‘Boundary Modification Area’ on the map entitled ‘Paterson Great Falls National Historical Park, Proposed Boundary Modification’, numbered T03/120,155, and dated April 2014, which shall be administered as part of the Park in accordance with subsection (c)(1) and section 3 of the Hinchliffe Stadium Heritage Act.”.

(2) In subsection (b)(4), by striking “The Map” and inserting “The Map and the map referred to in paragraph (3)(B)”.

(3) In subsection (c)(4)—

(A) in subparagraph (A), by striking “The Secretary” and inserting “Except as provided in subparagraphs (B) and (C), the Secretary”; and

(B) by inserting after subparagraph (B) the following:

“(C) HINCHLIFFE STADIUM.—The Secretary may not acquire fee title to Hinchliffe Stadium, but may acquire a preservation easement in Hinchliffe Stadium if the Secretary determines that doing so will facilitate resource protection of the stadium.”.

(b) ADDITIONAL CONSIDERATIONS FOR HINCHLIFFE STADIUM.—

(1) IN GENERAL.—In administering the approximately 6 acres of land containing Hinchliffe Stadium and generally depicted as the “Boundary Modification Area” on the map entitled “Paterson Great Falls National Historical Park, Proposed Boundary Modification”, numbered T03/120,155, and dated April 2014, the Secretary of the Interior—

(A) may not include non-Federal property within the approximately 6 acres of land as part of Paterson Great Falls National Historical Park without the written consent of the owner;

(B) may not acquire by condemnation any land or interests in land within the approximately 6 acres of land; and

(C) shall not construe the inclusion of Hinchliffe Stadium made by this section to create buffer zones outside the boundaries of the Paterson Great Falls National Historical Park.

(2) OUTSIDE ACTIVITIES.—The fact that activities can be seen or heard from within the approximately 6 acres of land described in paragraph (1) shall not preclude such activities outside the boundary of the Paterson Great Falls National Historical Park.

Appendix B: Inventory of Administrative Commitments

Name	Agreement Type	Start Date – Expiration Date	Stakeholders	Purpose	Notes
Cooperative management agreement	Cooperative management agreement	As of August 2017, document in draft form –	City of Paterson	Establish joint management between the National Park Service and the City of Paterson, New Jersey, to plan and implement the rehabilitation of and improvements to a 2.25-acre former industrial site in the park owned by the city.	
Cooperative management agreement	Cooperative management agreement	August 31, 2015 – August 31, 2018	City of Paterson	Establish joint management between the National Park Service and the City of Paterson, New Jersey, in planning and implementing site improvements in Overlook Park.	Overlook Park landscape improvement and environmental remediation project starting September 2017.
Agreement between the National Park Service and the City of Paterson	General agreement	November 7, 2011 – For so long as the park is administered by the National Park Service as a unit of the national park system	City of Paterson	Formalizing the parties' intention to establish the park, and to preserve, by and to the extent permitted by applicable law, the surrounding Great Falls National Historic Landmark District.	The Paterson Municipal Utility Authority was a third party to the agreement but they were subsequently dissolved as a local government entity and all their assets transferred to the city.
Fee ownership of lands	Deed(s) subdivision plan	–	City of Paterson and Passaic Valley Water Commission	To transfer fee title ownership of specific properties within the park boundary, by donation, to the National Park Service.	As of August 2017, awaiting environmental remediation of Overlook Park and adoption of subdivision plan by Paterson Planning Board.
Preservation easement	Easement deed	–	City of Paterson and Passaic Valley Water Commission	To transfer easement interest in lands owned and managed by local government and utility.	As of August 2017, draft deeds under review.

Name	Agreement Type	Start Date – Expiration Date	Stakeholders	Purpose	Notes
Mutual aid agreement	Memorandum of understanding	–	City of Paterson	Emergency service response not associated with law enforcement activities (fire and emergency medical).	
Concurrent jurisdiction	General agreement / memorandum of understanding	–	City of Paterson	Agreement to allow nonfederal law enforcement to respond on federal fee simple lands within park boundary.	
Preservation and education	General agreement	–	Paterson Public Schools	An agreement formalizing the roles and responsibilities of the parties on the historic preservation and interpretation and education programming related to Hinchliffe Stadium.	



Appendix C: Paterson Great Falls National Historical Park Interpretive Theme Matrix

What are Interpretive Themes?

- Park interpretive themes are organization tools.
- Themes are a framework for interpretive decisions.
- Themes reveal meaning and help explore the question, “What do the events of the past have to do with me and my times?” Themes help explain why park stories are relevant to people unconnected to them.
- Themes aren’t intended for public consumption. What matters to the public is how themes are fulfilled through interpretation services.

About the Interpretive Theme Matrix:

An interpretive theme matrix is a chart that shows the scope of potential stories that can be told in a park within the framework of the park interpretive themes.

The chart format offers an easy way for people to see the concepts, ideas, and stories that are represented by the park interpretive themes. It is especially useful as a guide for park staff and others who develop interpretive programming and media. The matrix shows a theme title, the interpretive theme statement, and examples of concepts and stories that could be covered under that theme.

What to look for:

Themes are designed to accommodate a range of stories, perspectives, and ongoing scholarship. The “concepts” and “topics and stories” are examples of the types of stories that could illustrate the themes. This is not all-inclusive (in fact it could never be) nor do they exclude any topic. An interpretive theme is successful only if other concepts and stories could be included within it.

Note:

The concepts, ideas, and topics listed here are a representative, partial list. They represent some examples representing *types* of stories that *could* illustrate the concepts. They are not all-inclusive (in fact they could never be) nor are they intended to exclude any topic. A park interpretive theme is successful only if other topics and stories could be included within it.



Theme 1: The Natural Beauty that Inspired and Powered a Revolution

The Great Falls in the heart of Paterson have drawn people and inspired them—both for its natural beauty and for the power and the energy that it promises.

About this theme: This theme focuses on the falls, including natural history, their power, and potential to inspire.

Concepts	Topics and Stories
<p>Natural History</p> <ul style="list-style-type: none"> Illustrate how Paterson's Great Falls has been recognized as a national treasure for its natural beauty as well as for its cultural and historic significance. Investigate how the natural environment and the built environment are inextricably intertwined. Describe the size and scale of the falls and its situation along the Passaic River; "unusual" as waterfalls go, i.e., second-highest waterfall in the eastern United States. Describe the unique geology that created the falls. Show the exposed volcanic rock beneath the falls. Explain and illustrate the geology of the site and the larger watershed and river valley. Explain the natural history of the site. Explore how the falls has long been both a source of manufacturing growth and intense industrial development as well as a refuge for city dwellers and workers seeking relief from the industrial city and continues to provide a refuge in the post-industrial city. <p>Energy</p> <ul style="list-style-type: none"> Describe the many attempts to harness the natural power of the river and the falls— from L'Enfant's unrealized design through the S.U.M.'s successful alterations in the 19th and 20th centuries (raceways, sluice gates, etc.) Describe the (natural and kinetic) power of the river and how it and the raceways can be converted to energy for manufacturing and other uses. Describe how water is used as a resource and converted to energy. Explore the engineering and different ways people used the river and falls area for power over time. Illustrate how the Passaic River and falls area have served as a center for energy production—water power, steam power, hydroelectric power—and provide a place to understand the role of energy production and consumption in American society: the limits of growth; the environmental consequences; the changing technologies; and the ongoing demand for energy in the modern global economy. Compare and contrast how water power has been used "then and now." Describe the transition from mechanical water power to electrical generation. Explain and debate conservation and energy issues. Challenge people about how the U.S. uses energy and resources. Explain water power as a "green" resource; as a renewable energy resource, and issues related to it. <p>Inspiration</p> <ul style="list-style-type: none"> Describe the juxtaposition of the inspirational falls and natural landscape both in the heart and as the "heart" of a densely populated industrial city and illustrate how the falls could be an oasis, a place for respite and a place to contemplate "Magnificent Acts of Nature." Explore how the tangible and visible connections between the power of nature and the power of industry (all within a city center) make Paterson unique. Explore the aesthetics of the falls and the people who used it for inspiration (individuals, people of the city, artists, etc.). Connect artistic creations in literature and other arts to their authors' inspiration in Paterson. <p>Tourism and Gathering Place</p> <ul style="list-style-type: none"> Describe the use of the falls over time as an attraction and for recreation and tourism—especially in the 19th century. Explain American Indian Lenni Lenape views about the water as sacred. Describe steps taken to "maintain" a "natural wonder" and keep it in balance over time. 	<ul style="list-style-type: none"> National Natural Landmark (1966) National Historic Landmark (1976) Height and volume of water dropping at the falls Geology Hydrology Columnar basalt; basaltic cliffs illustrate formation of region Fragility of natural resources History and use of water power (then and now) Technology; changes in technology over time The raceway system Water power, then and now Industrial use of water to dump and carry away effluents Power plant Global vs. local: water for power has to be local Edison-designed (?) hydroelectric plant Cycle from nature to industry to pollution to cleanup Human attraction to falls— aesthetics; what draws people to the falls (and has for 10K+ years) American Indian history and cultural significance of the falls and river Man's interpretation and use of natural resources for the: <ul style="list-style-type: none"> Sacred Industrial Political + social (the environmental movement) Artistic/artists Vacation memorabilia Paterson in popular culture

Theme 2: The Economic Vision that Shaped America

Paterson was founded on Alexander Hamilton's vision that freedom and independence for the United States would be based in a manufacturing economy that required a diversity of talents with promises of a better life for its people.

About this theme: This theme is about Alexander Hamilton's vision and how it shaped a U.S. manufacturing economy.

Concepts	Topics and Stories
<p>Hamilton's Vision and the S.U.M.</p> <ul style="list-style-type: none"> Describe Alexander Hamilton's vision for economic independence as the practical source of freedom and independence for the United States. Explain why this vision is complicated and contested by scholars. Describe the origins, history, and local, regional, and national impacts of the Society of Useful Manufacturers (S.U.M.). Describe the infrastructure created by the S.U.M. as a utility, land developer, and power supplier. Debate how Hamilton's vision survived, but the S.U.M. offered "rocky" alternatives. Compare and contrast Hamilton's practical views of industry/manufacturing with Jefferson's philosophical ideal for an agrarian America. Evaluate if Jefferson's vision for democracy could have been fully realized without Hamilton's vision for industry as a base for economic independence. Evaluate the impact of Hamilton's industrial/manufacturing economy ideas in the context of 18th century agrarian economy. Explore Hamilton's ideas about how economic independence would make the U.S. independent of foreign supplies—especially for military purposes. Describe Paterson's landscape as a planned manufacturing city and a center for a major concentration of industry (scale and intent) and as the physical embodiment of Hamilton's vision. Provide historical and global context for Hamilton's vision and for the Paterson story. Describe the relationships between British mercantilism and democracy. (For example: French Revolution; fears of England's manufacturing power; U.S. situation at the end of the 18th century; skilled labor from Europe; international silk story; responses to global-local/global commerce.) Describe fears of large-scale ventures including dumping goods and capital capacity production. Describe the backlash from what was considered an elitist venture in Paterson. Describe that powering American manufacturing is not a triumphal vision; the evidence that it is a conflicted vision is that today it is in ruin, rather than driving the modern economy. <p>Innovation</p> <ul style="list-style-type: none"> Describe how opportunity, problem-solving, and innovation characterized a series of technology improvements and inventions associated with Paterson. Describe the pioneering role of individual industries and their effect on Paterson, the region, the nation, and the world. For example: silk, jacquard, locomotives, guns, sailcloth, paper, dyes, and others. Describe how industry, innovation, and manufacturing in Paterson affected the nation, corporations, workers, and ordinary Americans (in both positive and negative ways). Compare and contrast Paterson and its industries to other manufacturing centers such as Trenton, Philadelphia, and Lowell. 	<ul style="list-style-type: none"> Alexander Hamilton Hamilton's vision for industry and economic independence affected the country How economic independence is connected to military independence Industrial revolution Hamilton and Paterson; Paterson as Hamilton's experiment and proving ground Society for Useful Manufacturers (S.U.M.) The effect of the longevity of S.U.M. (1791-1945) Emergence of "American Corporation" model vs. government model; albeit an organization with quasi-government powers; New Jersey's first corporation Manufacturing and importance of specific industries: locomotives, silk, jacquard, guns (1st Colt Revolver site), sailcloth (innovation and production), paper: continuous roll innovation and production; dyes, etc. Volatility of speculation First viable submarine test by Holland Inventors and innovations Engineering The U.S. national economy—growth and change over time Industry leaders, people such as: <ul style="list-style-type: none"> Samuel Colt John Ryle Pierre L'Enfant Thomas Rogers John Holland Raceway system as first attempt to harness power of a major river; engineering complexity Sluice gates (how things work) Describe how Paterson mirrored the American industrial / manufacturing age in its rise and fall Industrial and human stories of: <ul style="list-style-type: none"> Struggles and setbacks Successes Archeology Immigration

Theme 2: The Economic Vision that Shaped America

Paterson was founded on Alexander Hamilton's vision that freedom and independence for the United States would be based in a manufacturing economy that required a diversity of talents with promises of a better life for its people.

About this theme: This theme is about Alexander Hamilton's vision and how it shaped a U.S. manufacturing economy.

Concepts	Topics and Stories
<p>The Economy and Trade</p> <ul style="list-style-type: none"> Explore the concept of the modern "silk road"—describe how international connections between people and cultures are forged based on trade. Describe how economies are based in terms of networks, "networks of enterprise;" not a single action (incubator). Describe how Paterson's proximity and connections to New York City are historically important and persist today (population, immigration, markets, transportation, etc.). Discuss markets; strike of 1913; supply chains, and intellectual connections between the cities. 	<ul style="list-style-type: none"> Tench Cox English towns that exported their labor [force] to Paterson Building trade workers "Who built America?" Skilled labor center Cotton era and workers (women, children) Skills to certain types of immigrants 1890's: Northern Italians—experience in silk Anarchist traditions (trade union activists) Worker training as an expensive undertaking Anarchists (various) J.P. Machtane, Paterson Labor Standard; connect to Samuel Gompers Saul Stenton (1930s) Polish dye worker, worked in 1920s Socialist mayor Labor cycles Union and labor history and impacts Labor leaders Industry leaders Child labor Labor history, exploitation (of people, resources), reform Manufactured goods: the effect of luxury goods that were readily accessible to middle and lower classes Abolition/industry/Hamilton and his views on slavery

Theme 3: Innovation and Opportunity—the Power of American Manufacturing

Through diversification of industries, technological innovation, and successive waves of industry and immigration, for more than two centuries Paterson continued to exemplify and reinvent Hamilton's vision of a planned manufacturing center.

About this theme: This theme is about deindustrialization and the opportunities that come with reinvention.

Concepts	Topics and Stories
<p>Cycles of Industry and Changing Economy</p> <ul style="list-style-type: none"> • Illustrate that while Paterson marks a beginning for U.S. industry, the landscape tells a story of an “unplanned end” to European immigration and manufacturing in the United States. It begs the question—what comes next? • Examine manufacturing as the model for the American economy (19th to 20th centuries) and how shifting or reimagining that model also means rethinking our nation's place in the world. Challenge people to consider where does the U.S. go next to base its economy? • Illustrate in the built environment the social and environmental legacy of the “unplanned end” of manufacturing in Paterson. • Show how the story of the ATP site, its history, demise, and contemporary choices and decisions about its restoration are illustrations of Paterson's cycle of reinventing its economic base. • Explore the issues, choices, and ramifications of the question, where does a society invent and invest itself—and how? • Contrast Paterson's cycles of industrial “boom and bust” with the more limited or single industry cycles that characterized most other American manufacturing cities. Explore what made Paterson different. How did/does Paterson show that resilience and strength? What has remained unchanged in the city? What has been reinvented? Compare and contrast changes in Paterson and the continuity in the community. [Scholars' discussion of “continuity and change.”] • Explore if it is prudent/how to extend the life of a dying industry. Discuss the cycles and compare and contrast what happens under different scenarios. Examples: uneven pace of development in different sectors and places. Illustrate what happens when industry resists changing processes or labor (Philadelphia example). What happens in forced liquidation from national companies (a form of corporate takeover; Trenton example). When finance capital buys and sell firms (1960s examples) and capital flight—when people just go elsewhere (1970s examples). • Discuss deindustrialization that was specific to Paterson. Finishing and dyeing needed water so skilled work stayed in Paterson; lower skills went to [where] Pennsylvania. Describe both the progress and successes brought by change and industry and the struggles and setbacks. • Debate what was/is the power of American manufacturing? • Describe the interrelationships between machine trade and textiles—how they were fully integrated—and how this paralleled other places (such as Lowell, Massachusetts, and Philadelphia, Pennsylvania). 	<ul style="list-style-type: none"> • U.S. manufacturing economy • Immigration stories • People of the city/diversity/changes in immigration and settlement over time • Labor milestones and their effect—such as the eight-hour work day (“eight hours for work, eight hours for rest, eight hours of what we will”) • Labor Day • Cultural significance of the site to the Dutch • Rags to riches stories • Diversity • Factory and other historic buildings • Explore how Paterson's industrialists exemplified Hamilton's vision for America—immigrants who can be mobile and rise to wealth and status • Ethnic tensions/strife • What archeology reveals about manufacturing/life in Paterson • Inventions and Inventiveness • Inventors • Role of religion, school, community, food, culture • History of technology • Industrial espionage • Labor publications • Context of what was happening in the U.S. and how that was reflected in Paterson • What makes silk different from other textiles. (Constant attention and fixing; fragile textiles; dyeing; weaving went to Pennsylvania; finishing was done in Paterson) • Link Paterson labor movements to New York City, Greenwich Village; Madison Square Garden • John Reid • Dangerous work for big payoffs (Modern relevance of this) • Natural resources required for manufacturing • Textile info • Debate—is/should Paterson today be a place of hope or sorrow? • Painter Thomas Cole's “Course of Empire” five-painting series

Theme 3: Innovation and Opportunity—the Power of American Manufacturing

Through diversification of industries, technological innovation, and successive waves of industry and immigration, for more than two centuries Paterson continued to exemplify and reinvent Hamilton's vision of a planned manufacturing center.

About this theme: This theme is about deindustrialization and the opportunities that come with reinvention.

Concepts	Topics and Stories
<p>Human Impacts</p> <ul style="list-style-type: none"> • Explore how industry and manufacturing promised a better life for Americans and immigrants and drew people to Paterson. Evaluate if/ how that promise was kept and where (and for whom) it fell short. • Explore how successions of people looking for a better life for themselves and their families came to Paterson. Examine what shifts and transitions are happening now? How does that compare and contrast with previous transitions? • Describe the “factory experience” for workers and trace how it reflected its own times and how it changed over time. Compare and contrast the factory experience through stories of management and labor, the skilled and unskilled, managers and owners, etc. 	



Theme 4: Race, Recreation, and Respite

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

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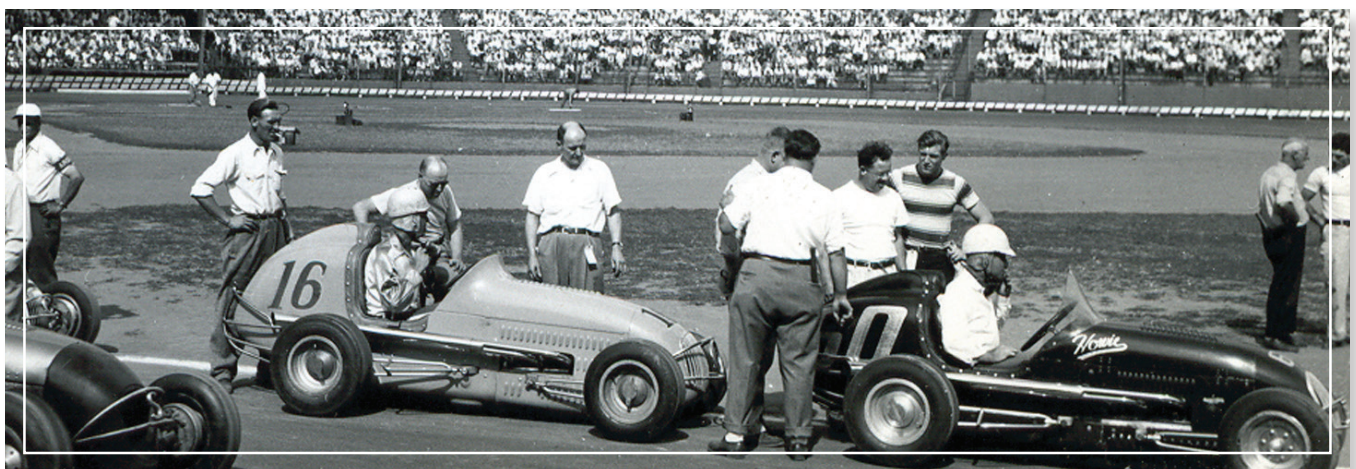
Concepts	Topics and Stories
<p>Recreation</p> <ul style="list-style-type: none"> Explore how activities at Hinchliffe Stadium gave working-class citizens of Paterson access to world-class spectator sports such as Negro League baseball, professional football, Diamond Gloves boxing matches, car and motorcycle races, and soccer matches. Describe how these recreational opportunities had an effect on quality of life and provided mill and factory workers with respite from work. Describe how Hinchliffe Stadium (a.k.a. "City Stadium") was both a municipal and an aspirational enterprise built by public funds at the start of the Great Depression and meant as a sports haven for a generation of working-class kids struggling through hard times in a city dependent on industry. Illustrate the ways in which the stadium helped to foster civic pride and hope among the working-class citizens of Paterson. Explain why the stadium was nicknamed "The House that Silk Built," as it was paid for by the donations and sacrifice of Paterson workers; constructed by and for the people of the industry. Describe how workers laid off from the mills found work under a New Deal-financed program to provide enhancements to the stadium (1932–34). Describe how dye workers held union meetings at the stadium during the Great Depression. Describe the location of the stadium—sited above the Great Falls by the Olmsted Brothers firm—so patrons would have a view of Paterson's industrial, social, and natural landscape. Describe the ways in which Hinchliffe Stadium served as a social outlet. For example, it provided balance for factory workers "eight hours for work, eight hours for rest and eight hours of what we will;" it provided a venue for professional level play for African and Latino Americans in a segregated society; and provided opportunities for Patersonians to enjoy sports and entertainment. Describe the economic and social impact of a professional sports venue in Paterson. Explore how high-profile events and athletes sparked regional and national interest in Paterson. <p>Negro League Baseball</p> <ul style="list-style-type: none"> Examine how Negro League baseball came to Paterson. Explain how Hinchliffe Stadium was home to professional black sports during the Jim Crow era and featured some of the greatest ballplayers in America who were denied access to the major leagues based on their race. Describe how Paterson's municipal stadium hosted Negro League baseball games and served as the home field for the New York Black Yankees and New York Cubans. Describe how play at the stadium impacted careers of Negro League baseball players and especially many future Hall-of-Fame players, such as Josh Gibson, Judy Johnson, Oscar Charleston, James "Cool Papa" Bell, Satchel Paige, and Paterson's Larry Doby. Explore the social impact on Paterson by having two Negro League teams use Hinchliffe Stadium as home field. Weigh and evaluate the effects of segregated baseball and of desegregating major league baseball. 	<ul style="list-style-type: none"> Leisure for the working class "Jim Crow" laws and their social impact Segregation of baseball Negro League Baseball <ul style="list-style-type: none"> Larry Doby Satchel Paige Josh Gibson Judy Johnson Oscar Charleston James "Cool Papa" Bell Teams: <ul style="list-style-type: none"> NY Black Yankees NY Cubans Other sports <ul style="list-style-type: none"> Eleanor Egg (runner) Albert Vande Weghe (swimmer- Olympic silver medalist) Sports in the 20th century Community spirit Race relations WPA and economic opportunities during the Great Depression Diversity Entertainment in Paterson High school sports—racial integration Local sports stars who became professionals Entertainment and sports as a "social safety valve" WPA Olmsted Brothers landscape architects Union meetings Duke Ellington Auto racing Boxing Soccer Abbott and Costello

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Concepts	Topics and Stories
<p>Recreation and Entertainment as Economic Drivers</p> <ul style="list-style-type: none"> Describe how Hinchliffe Stadium was created to be a “paying investment” for Paterson. Evaluate effect of Hinchliffe Stadium over time as an economic driver for the city of Paterson (from its construction through its heyday until today). Describe the context and creation of Hinchliffe Stadium. Weigh historical and contemporary justifications for investing significant amounts of public funding for project with periodic, specialized use such as a stadium. Trace how tourist dollars help to support local economies. Describe the economic opportunities (jobs) created by construction of the stadium. Weigh and debate the relative costs and value of historic preservation as an economic driver for a city and region. Pose and explore questions such as: <i>Who decides what's saved? How are preservation priorities made?</i> Describe how, when major league baseball was desegregated, the stadium began a new role as a sports and entertainment center. Explain how, with a 10,000-seat capacity (more with temporary bleacher seating) the stadium was able to become a venue for a range of sports and entertainment events such as: <i>football, boxing, auto racing, and track and field as well as functioning as a stadium for Paterson schools. Describe how Paterson honored two of its most-celebrated athletes—runner Eleanor Egg and swimmer Albert Vande Weghe (Olympic silver medalist).</i> Trace the demise of Hinchliffe Stadium as an active venue. Discuss the fiscal choices made by the school district that diverted funding to maintain the stadium. Describe the challenges and current efforts to restore the stadium. <p>Entertainment</p> <ul style="list-style-type: none"> Discuss the use of Hinchliffe Stadium as an entertainment venue. Describe the performers, concerts, and shows that took place there. Identify the musicians, comedians, and other entertainers who came to Paterson to perform. Examine the non-sporting community events and activities (such as use by the Paterson School District) and how they fostered community spirit and pride. 	

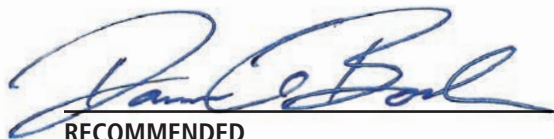




Northeast Region Foundation Document Recommendation Paterson Great Falls National Historical Park

April 2018

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

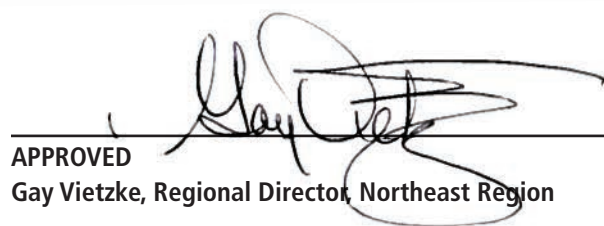


RECOMMENDED

Darren Boch, Superintendent, Paterson Great Falls National Historical Park

4/16/2018

Date



APPROVED

Gay Vietzke, Regional Director, Northeast Region

4/26/2018

Date



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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