

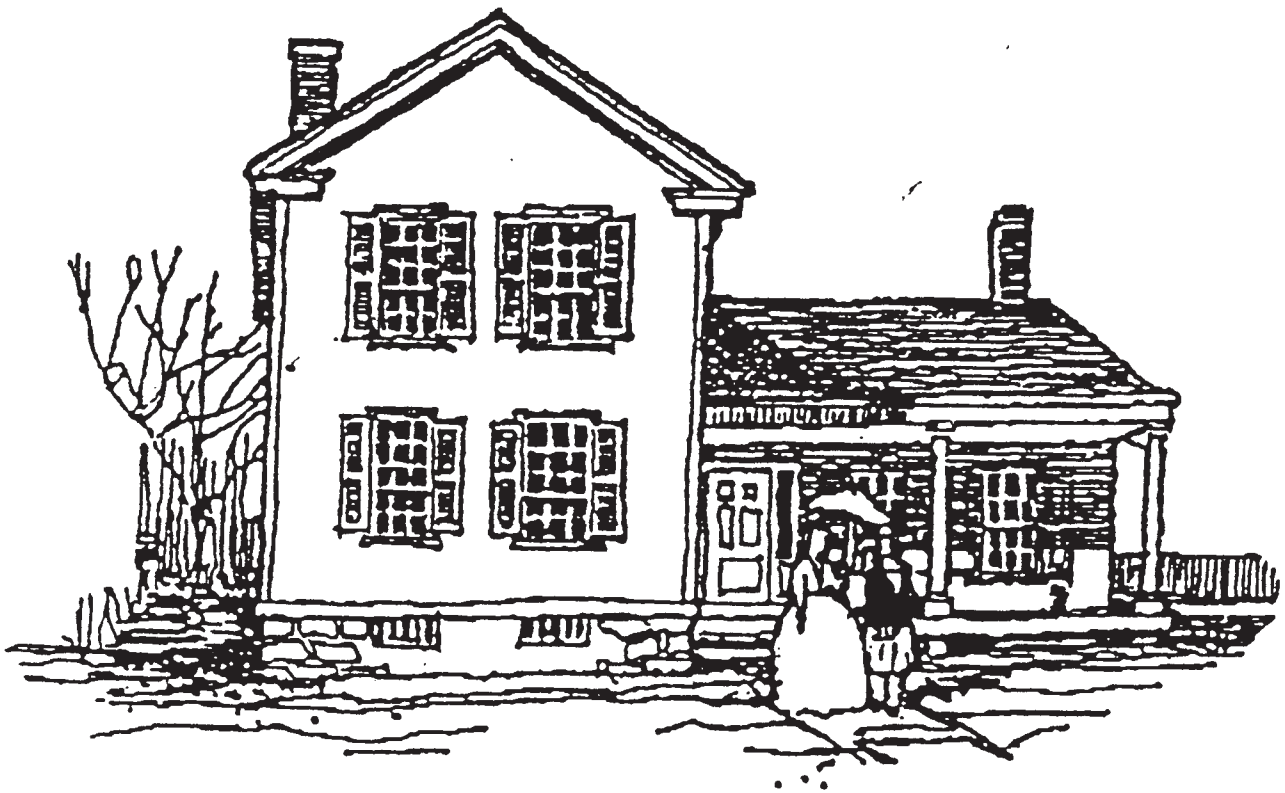
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Amendment  
to the General Management Plan of 1986

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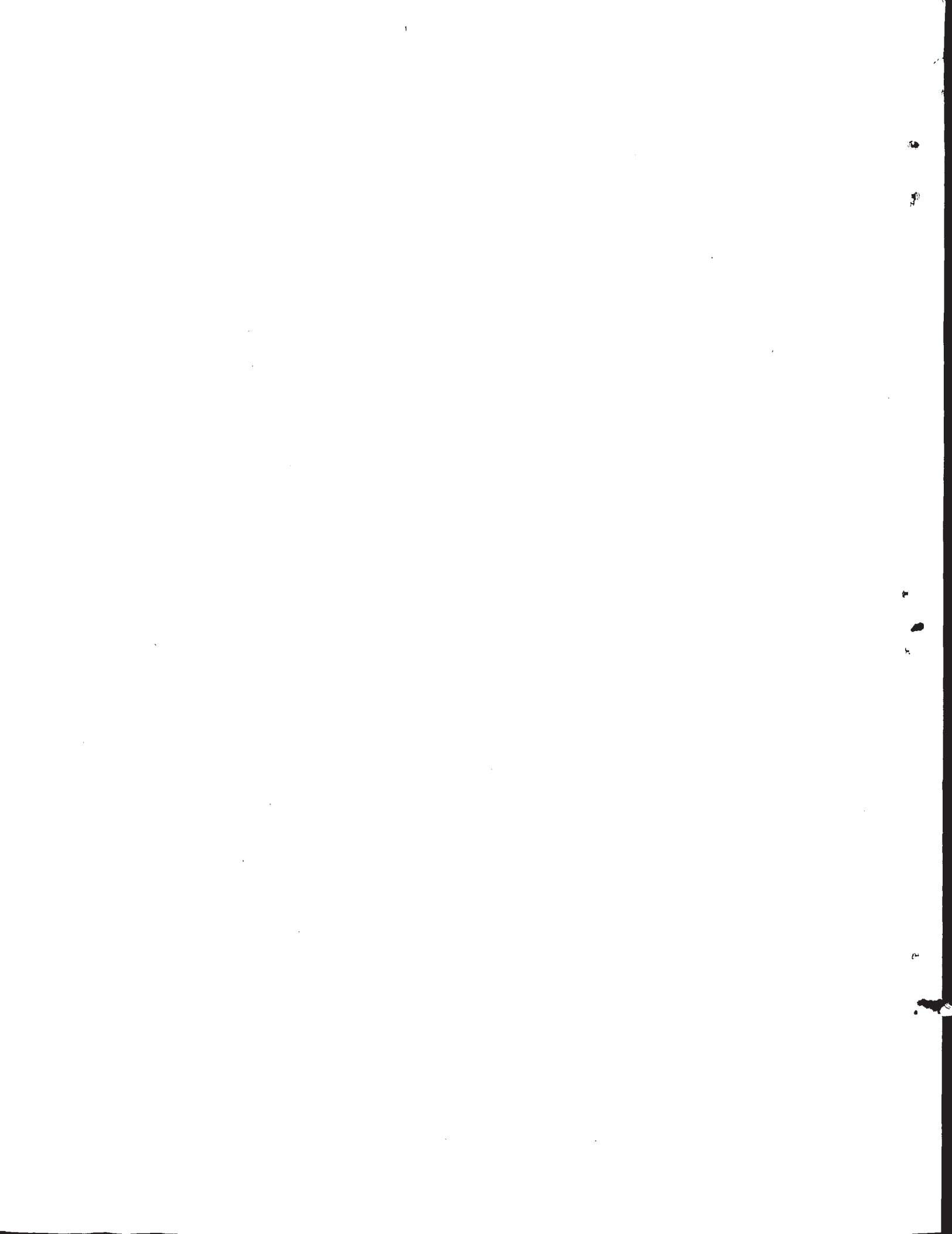


Women's Rights  
National Historical Park

January, 1991

**B&W Scans**

1/8/2004



AMENDMENT

to the

GENERAL MANAGEMENT PLAN OF 1986

for

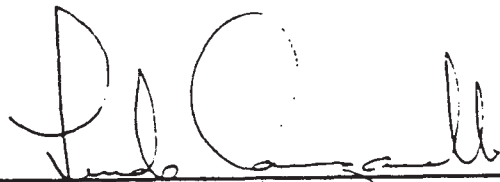
Women's Rights National Historical Park

regarding

Boundary Adjustments

January, 1991

RECOMMENDED BY:

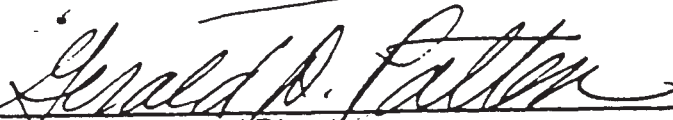


Linda Canzanelli, Superintendent  
Women's Rights National Historical Park

2/1/91

Date

APPROVED BY:



Gerald Patten, Regional Director  
North Atlantic Region

2/4/91

Date



AMENDMENT  
to the  
GENERAL MANAGEMENT PLAN OF 1986  
for  
Women's Rights National Historical Park  
regarding  
Boundary Adjustments

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## I. INTRODUCTION

### Purpose of this Amendment

The 1986 General Management Plan for Women's Rights National Historical Park requires amendment to serve the park's contemporary maintenance, operations, and interpretive needs, which have grown commensurate with park development. Specific reasons for the amendment are outlined below.

### Park Boundary

The park currently has no authorized boundary. It consists of several specifically designated non-contiguous sites. Often, visitors and local residents are unsure about what constitutes the Women's Rights National Historical Park. Confusion is compounded because, although the park has goals similar to other local entities and groups that share a common boundary, its boundary is different.

Also, due to limited facilities for groups, the park sponsors events off-site. These events attract large numbers of people and place great strain on local law enforcement agencies. The park can only offer minimal visitor protection services to augment those of the local protection agencies for such events.

The establishment of a park boundary would help address these issues.

### Park Maintenance Facility

The 1986 GMP recommended that the park contract out for maintenance services. As the park developed, it became evident that contracting out for maintenance was neither cost effective nor efficient. The park currently contracts out for building custodial services, but, the work quality is inconsistent and scheduling is difficult. The park has been using a temporary maintenance facility for the past three years which will no longer be operable due to the upcoming construction at the Wesleyan Chapel Block. A new facility is required for the park to store supplies and equipment necessary to maintain the historic properties in a manner consistent with their historic significance, integrity, and importance.

### Visitor Safety / Property Protection

This plan amendment recommends protection for a property adjacent to the M'Clintock House\*. This is due to existing visitor management issues and because the adjacent property, the Young property, is threatened by development which would be incompatible with the historic setting and pose additional park management problems. Protection of this property is a park priority.

\* Spelled "McClintock" in the GMP; subsequent research has determined that "M'Clintock" is the correct historical spelling, and "M'Clintock" will be used in this document.

## Visitor Services at the Stanton Site

Limited visitor services exist at the Stanton site. Only one tour group of 6-8 or less can be accommodated on each floor of the historic house at any one time due to structural load limits. Because there is only one usable stairway between the second and first floors, fire safety considerations preclude increasing the size of each tour group. The tours generally last 45 minutes. Visitors can be left waiting, without any interpretive facilities, if tours are ongoing when they arrive. In addition, the original GMP envisioned water borne transportation to be the major mode of transport for park visitors. Currently, the park has no property with water frontage on Van Cleef Lake in the Stanton House vicinity to serve as a docking area and visitor contact point.

A narrow strip of land abutting the Stanton site, which was once part of the historic Stanton estate, offers potential for grounds interpretation. Research indicates that the Stanton barn, a driveway, and a portion of a fruit orchard may have been located on this property. Thus, additional interpretive and visitor service facilities over those recommended in the GMP, including those for water borne transportation, are needed to accommodate visitors.

In summary, the intent of this plan amendment is to address the park's contemporary interpretive, operations, and visitor service requirements. Additional legislation would be required to carry out the proposals in this plan amendment, specifically, the boundary establishment and the authorization for acquisition of additional properties. Local interest groups, including historical commissions, would be kept informed of plans, as they evolve, for the proposals put forth in this plan.

This plan amendment adheres to National Park Service applicable guidelines, laws, and regulations currently in effect. Guidelines of specific relevance to this site and planning actions being considered are contained in NPS-2 Planning Process Guideline, NPS-28 Cultural Resource Management Guidelines, NPS-12 National Environmental Policy Act Guideline, and National Park Service Management Policies.

## Content and Format of the Plan Amendment

This plan amendment is divided into six sections. This first section explains the intent of this amendment and the reasons for its production. The second section summarizes the 1986 General Management Plan to familiarize the reader with the document which provides the basis for this amendment. The third section describes the plan proposal. The last three sections of the plan include: a description of the natural and cultural resource compliance process, cost estimates for implementation of the plan, and the NPS employees who were involved in the production of this plan amendment.

## Site Significance and Management

The Women's Rights National Historical Park was authorized by Congress on December 28, 1980 to commemorate the 1848 Women's Rights Convention and the continuing struggle for women's rights. The legislation emphasizes the importance of the Seneca Falls women's rights convention which was held at the Wesleyan Methodist Chapel in Seneca Falls, New York, on July 19-20, 1848, calling it "an event of major importance in the history of the United States because it marked the formal beginning of the struggle of women for their equal rights." It also states the the Declaration of Sentiments, patterned after the Declaration of Independence and signed by 100 women and men at that convention, is "a document of enduring relevance, which expresses the goal that equality and justice should be extended to all people without regard to sex."

The park's legislation identified primary sites located in Seneca Falls and Waterloo, New York, that are associated with the 19th-century women's rights movement. Four sites currently comprise Women's Rights National Historical Park, and are listed as thematic resources on the National Register of Historic Places. The sites in Seneca Falls are within a locally designated historic district. The sites identified in the legislation included - in Seneca Falls: the Wesleyan Chapel Block, the Elizabeth Cady Stanton House site, and the Bloomer House; and in Waterloo: the M'Clintock House and the Hunt House. Subsequent research has revealed that the Bloomer House is mis-named, not needed for park purposes, and therefore its acquisition and interpretation has not been pursued.

The National Park Service currently owns the Wesleyan Chapel Block, the M'Clintock House, and the Stanton Site. The Hunt House is occupied. An agreement addressing technical assistance and access for research is recommended in the 1986 plan.

All park sites are treated as "historic zones", with emphasis placed on the preservation of the historic scene. Natural resources are considered elements of the cultural landscape. Vegetation found on the designated sites was mostly planted, not naturally occurring, and its importance is derived from historical context. Within the historic setting, modified natural resources include Van Cleef Lake and the Cayuga - Seneca Canal.

## Visitor Use Analysis

Because the National Historical Park opened on July 17, 1982, there is no clearly established pattern of visitor use. According to the Denver Service Center Statistics Division, 1984 was the first year that visitation figures were kept for an entire 12 months. That year's total counted about 6,500 visitors. Visitation has increased each year through the present. In 1990 the park received approximately 16,300 visitors. A direct comparison can not be made of pre-89 visitation figures with later years because of different methods of compiling figures.



Peak visitation generally occurred in July until the last two years, when August became the month of highest visitation. High use occurs on weekends in September and October. Relatively high visitation is also experienced in March due to Women's History Month.

Visitor origins range from local to national to international. The potential for high visitation is great, as the Village of Seneca Falls has much to offer visitors and the Finger Lakes Region of New York offers a wide variety of tourist attractions.

The proposals put forth in this plan amendment are not intended to increase park visitation, but to improve park resource management and the visitor experience for those who are interested and to provide more efficient site operations facilities.

## II. SUMMARY OF THE 1986 GENERAL MANAGEMENT PLAN

The 1986 plan provides guidance for park management in the areas of interpretive themes, cultural resource management, development, transportation, preservation of the historic setting and cooperative activities, and operations, maintenance, and security. The recommendations put forth in the 1986 GMP were made in compliance with the National Environmental Preservation Act and Section 106 of the National Historic Preservation Act. The following summarizes the plan's recommendations in each of these areas.

### Plan Concept

The 1848 Convention was a result of discontent with the inequality of a women's role in society and the beginning point of the ongoing women's rights movement. The plan envisions that park interpretation will convey the historical context, emphasize the evolution of women's rights, and examine the forces that have accelerated or inhibited change.

### Interpretive Themes

The plan states that women's rights as outlined in the Declaration of Sentiments and as carried into the 20th century, will be a major interpretative theme, although, the 1848 event will be the major interpretive thrust. In addition, related themes associated with the women's rights movement, such as the free speech and reform movements, will be incorporated into park interpretation.

### Cultural Resource Management

The plan considers the Wesleyan Chapel Block to symbolize the ideal of women's rights. The plan directed that a national design competition be held to preserve the chapel and design its setting. The competition was held in 1987. The design that resulted from the competition used the somewhat limited historic fabric along with new, non-historic fabric for preservation / stabilization of the chapel building. Through the construction of the Chapel Block design, the history and inspiration associated with the beginning of a powerful movement for equality will be conveyed.

The plan envisions that the Stanton House is to be open for year-round visitation. Appropriate means are to be selected to convey the home's historic size and configuration. The grounds are to be restored to their historic appearance, including the removal of the Hawker House (which was accomplished in 1988), insofar as historical data allow, and limited parking and site design are to be incorporated. The 1986 plan also recommended that the DeWall House be removed or relocated farther from the house if found useful for providing restrooms or other visitor support. The Stanton House has been restored, except for the north and east wings, since the GMP.

The 1986 GMP recommended that the M'Clintock House be preserved, opened for year-round visitation, and interpreted. The Historic Structures Report completed for the M'Clintock House subsequent to the GMP recommends an exterior restoration, the first phase of which has been completed. The adjacent church was demolished in 1988, as recommended in the GMP. Future site design is to include visitor parking and support services.

The 1986 plan states that the Hunt House will remain in private ownership. National Park Service (NPS) technical assistance will be available for restoration or historic grounds enhancement. Cooperative agreements that allow for visitor access to the grounds or building may be developed upon owners approval.

### Development / Transportation

The plan instructs that the facilities and transportation systems are to reflect the historical period whenever possible. Development projects put forth in the plan include:

1. A central visitor center, constructed in the former Village Hall, near the Wesleyan Chapel (the Village Hall has been acquired by the NPS since the writing of the GMP and construction is scheduled to begin in fiscal year 1991);
2. Parking at the M'Clintock and Stanton sites, is limited to 10 - 15 cars and two buses at each site because of their location in residential areas;
3. Relocation of the iron stairs adjacent to the Stanton property on the north, provision of a stop sign at the same corner, and the designation of a one-way road for the summer season along Washington and Seneca Streets.

Because the majority of visitors will arrive at the park by cars and buses and because of the limited parking recommended at the various park sites, the 1986 GMP stated that a transportation system will be necessary from a central area to the satellite sites. The Cayuga - Seneca Canal is a navigable waterway, and the Wesleyan Chapel, Stanton House site, and M'Clintock House are within short walking distance of its banks. Water-borne transportation is thematically related to the park, most enjoyable to visitors and more financially feasible than bus transport. Therefore, the 1986 plan's goal for the park is to provide water-borne transportation without federal subsidy.

### Preservation of Historic Setting

The plan states, "Preliminary activities with local groups that enhance the preservation and interpretation of the historic setting are especially important." To accomplish this, the plan suggested that the Park Service assist in identifying thematically important 1848 structures, thus helping to define the boundaries of the historic setting in Seneca Falls and Waterloo. Once the setting is established, according to the plan, a basis for distributing the 50 percent funding authorized in section 1601 (f) of the legislation for developing and implementing plans for the "preservation of the historic character of the setting" will be pursued based on appropriated development money becoming available. This financial assistance is to be funneled to the property owners through a cooperative agreement between them and the Park Service or local or state government.

### Operations / Maintenance / Security

The plan directed the park headquarters to be located in conjunction with the central visitor center. Interpretive personnel were to be on site at the historic structures. Maintenance was to be handled primarily through contracting, with an employee responsible for coordination of the contract. Appropriate security and fire alarms systems were to be installed in the historic structures, and staff were to patrol the various sites.

### III. THE PLAN AMENDMENT

#### Description

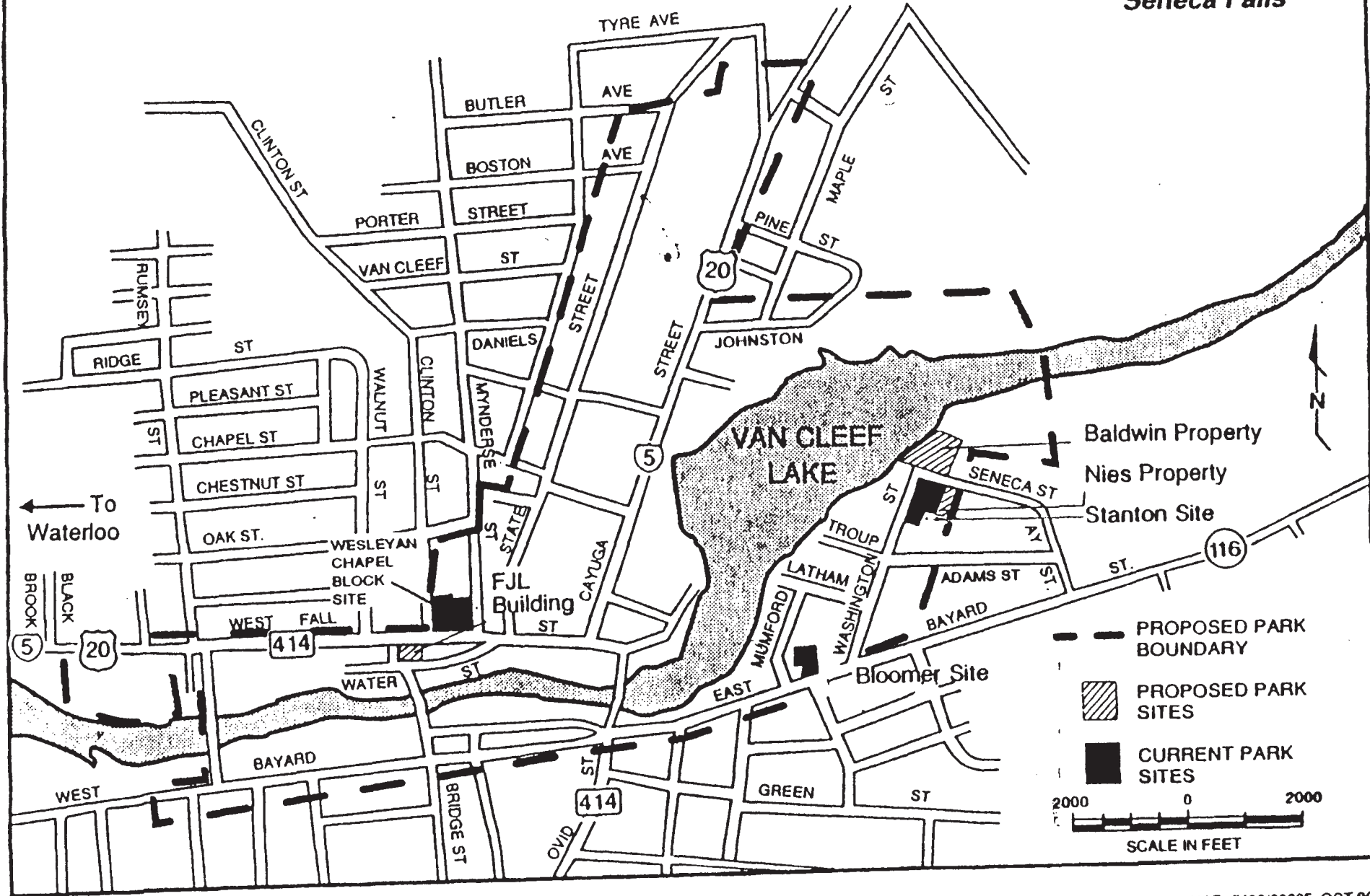
In the plan amendment, a park boundary would be established. In Seneca Falls, the park boundary would be consistent with the boundary of the Village of Seneca Falls Historic District (a local historic district), plus, 10 Seneca Street. In Waterloo, the park boundary would be consistent with the core Historic Building Survey area and 401 East Main Street. The authority to acquire land would be amended to include the acquisition of: in Seneca Falls, a maintenance facility (the FJL Property, 38-44 Water Street, is an appropriate facility); Baldwin Property, 1 Seneca Street, as a visitor contact facility for the Elizabeth Cady Stanton Site; Nies Property, 10 Seneca Street, to complete the historic Stanton lot; and in Waterloo, the Young Property, 12 East Williams Street, to retain the historic setting and mitigate visitor management problems at the M'Clintock House. The so-called "Bloomer House" would be deleted from the park's enabling legislation, as current research has shown that this building has no association with an historic figure.

#### Park Boundary

The proposed park boundary in Seneca Falls would consolidate the boundaries of the area's three major historic preservation groups (local Historic District, Seneca Falls Urban Cultural Park, and the National Park Service). The proposed boundary would allow the three agencies to concentrate their cultural resource preservation efforts on mutual areas. As stated in the park's enabling legislation the park is directed to "...cooperate with State and local entities to preserve the character and historic setting of such sites and structures." The proposed boundary could serve to focus the distribution of the 50 percent funding authorized in section 1601 (f) of the legislation for developing and implementing plans for the "preservation of the historic character of the setting". Funding assistance would be pursued based on appropriated development money becoming available and would be funneled to the property owners through a cooperative agreement between them and the Park Service or local or state government. Thus, the proposed boundary would emphasize, though not regulate, the important historical features located within it, including the canal, canal-scape, the Seneca Knitting Mills, and the five homes of the signers of the Declaration of Sentiments that have been identified and are still standing.

The proposed park boundary would be more easily communicated to the visitor and could be signed and eventually mapped in conjunction with the other preservation groups. This would help to mitigate current visitor's and resident's confusion regarding the park boundary.

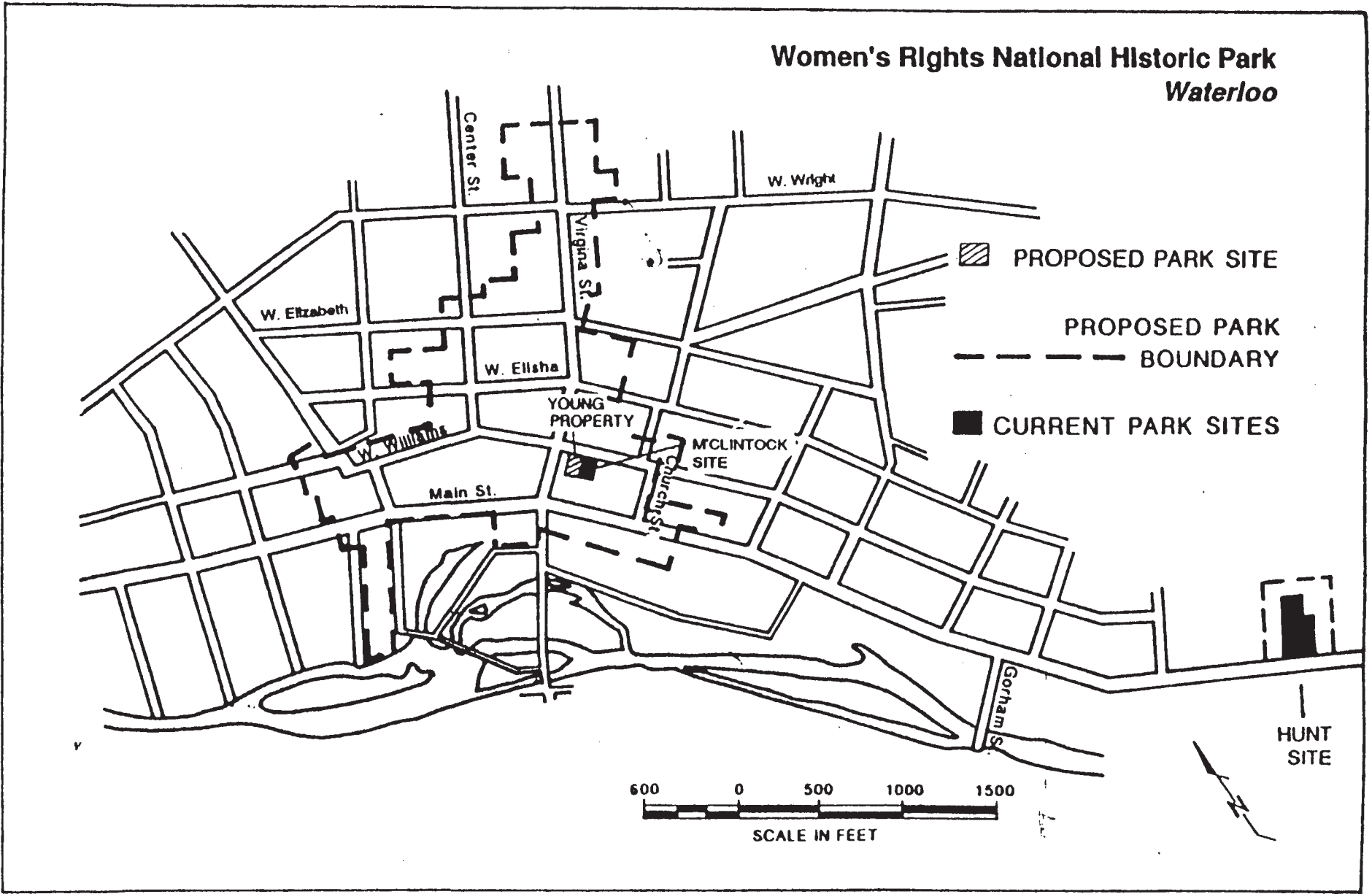
# Women's Rights National Historic Park Seneca Falls



GENERAL MANAGEMENT PLAN AMENDMENT

NAR #488/80005 OCT 90

# Women's Rights National Historic Park Waterloo



The boundary change will also make it easier for special events sponsored by the park to occur in areas not owned by the National Park Service. For example, Women's Equality Day, which the park sponsors every year, attracted approximately 1,000 people in 1990. Park management anticipates an increase in large groups participating in free speech activities, such as the Coalition for Top Free Equality that demonstrated this year. An established boundary would permit the National Park Service to assist local authorities with law enforcement support during these events with the land owner's permission. This would not diminish the jurisdiction or responsibility of the existing local and state enforcement agencies, but would allow the NPS to provide additional law enforcement assistance for park sponsored events. During park sponsored events, the NPS could enforce 36 Code of Federal Regulations, but would not seek to otherwise provide law enforcement assistance to local or state agencies.

This proposed boundary would be an administrative boundary and would not constitute authority for the NPS to: acquire full fee ownership of property other than those properties specifically listed in the description of this plan amendment, provide maintenance services on any properties other than those held by the Park Service; nor, provide visitor protection services on properties other than those held by the Park Service, except when sponsoring park related events. This boundary would not influence or regulate private property owner's autonomy, other than by providing additional visitor protection services to those property owners (the Village, for example) who may permit the park to hold special events on non-federal properties within the proposed boundary.

Building codes and restrictions within the proposed boundary would remain under current jurisdiction. The local historic preservation district and National Register District guidelines and regulations would remain in effect. These regulations and guidelines adequately protect the cultural resources within the historic district, and help to maintain the historic scene and character of the area. The NPS would support the development of an historic district in Waterloo. Given available funding and staffing, the NPS would provide technical assistance in the form of architectural services to owners of buildings within the proposed boundary, as stated in the GMP of 1986.

#### Park Maintenance Facility

This plan amendment recommends that the park acquire a maintenance facility. The FJL Building at 38-44 Water Street, or a structure of similar size and facilities, would be appropriate for a park maintenance facility. If acquisition of an appropriate existing facility is not possible, the NPS would build a new permanent maintenance facility on another site.



The park's maintenance facility is currently located in the former Village Hall, part of the ongoing Wesleyan Chapel Block project, which will adapt the first two floors of this building for the park visitor center and the third floor for park administration offices. Construction on the Wesleyan Chapel Block project is scheduled to begin this fiscal year, at which time, the maintenance facility will need to be permanently moved from this site.

The park does not have a suitable site or space for this essential operation. The permanent maintenance facility will need to contain workshops, a 2-bay garage and storage space necessitating a total of approximately 2400 square feet. An ideal building (the FJL Building) is for sale, halfway between the Chapel Block and the Cayuga - Seneca Canal. This location is convenient to the Wesleyan Chapel Block and the Canal, and is located between the M'Clintock House and the Stanton House. The building would be rehabilitated to bring it up to Occupational Safety and Health Association (OSHA) standards. Any actions undertaken on the FJL building would be done so with the minimum possible alteration to the structure.

If this site becomes unavailable, and another suitable existing structure is not found, then a new facility would need to be built.

#### Visitor Safety / Property Protection

This plan amendment recommends that the park acquire the Young House and property, 12 East Williams Street, Waterloo, New York.

The Young property and house are adjacent to the historic M'Clintock House, where the Declaration of Sentiments was written, which figured significantly in the first Women's Rights Convention in Seneca Falls. The Young House, which is about the same age as the M'Clintock House (circa 1833-36), was also owned by Richard Hunt who leased the M'Clintock's their house. Richard and Jane Hunt were friends of Stanton, were involved in Women's Rights activities in Seneca Falls, and were signers of the Declaration of Sentiments.

The jointly owned right-of-way between the historic M'Clintock House and the adjacent Young House poses a serious management problem. The owners of the Young property have a legal right to share the driveway of the M'Clintock House. The driveway is located within two feet of the historic M'Clintock House and its use adversely impacts visitor safety and use, as well as the historic structure and scene.

In addition, a local developer wants to purchase the Young property, demolish the house which contributes to the historic scene, and put in a driveway as the major access route to a retail/mini-mall area that is under construction. This would permit even more traffic adjacent to the M'Clintock House, and have a greater impact on visitor safety and threats to the resource.

To alleviate this situation, the National Park Service would acquire the Young property and retain private use with restrictions, through lease or sell back. An Historic Structure Report would be undertaken to document the property's historic integrity and current condition. Any action to the property would be carried out with the minimum structural alterations possible.

#### Visitor Services at the Stanton Site

##### Baldwin Property

The plan amendment recommends that the Park Service acquire and develop the Baldwin property at 1 Seneca Street, Seneca Falls, New York.

The Baldwin property is located across the street from the Stanton House and has frontage on Van Cleef Lake. Research undertaken by the former Chief of the Historic Preservation Center of the North Atlantic Regional Office indicates that the residential structure on the property was moved to the site between 1907 and 1914. The possibility exists that the frame of the present building may be from an earlier dwelling. In any event, the structure has been heavily altered. The Park Service would seek to rehabilitate the structure for park uses, if its structural integrity and configuration allow. The NPS would use the rehabilitated Baldwin house as a visitor center to orient visitors and school groups to the Stanton House and Stanton's life in Seneca Falls, to provide shelter for visitors during cold or inclement weather, and as an overflow area for visitors waiting to visit the Stanton House which has a limited carrying capacity. The rehabilitated structure would contain a visitor information desk, orientation slide show, limited educational and interpretive materials sales area, and visitor restrooms. The NPS would study the Baldwin house to determine if the room configuration, size, number and structural integrity are conducive to reuse as a visitor facility. If this structure is found to be too unstable, unsuitable, or too costly to adapt for use as a visitor contact center, a new visitor contact center would be built on this site.

Also located on the property would be a small facility to house equipment for the Stanton site grounds and building maintenance (the extant one and one-half story outbuilding would be used, if structurally sound). Parking for 15 cars and 3 buses for visitors to the Stanton House and for NPS employees would be provided. The parking area on the Baldwin site would obviate the need for vehicular street parking in this residential area, which currently causes traffic safety problems.

In addition, the Baldwin site would contain docking facilities. As per the 1986 GMP, water-borne transportation will become an important visitor focus in Seneca Falls and can serve to link the various sites in the park (Wesleyan Chapel Block, Stanton House, M'Clintock House) and other local attractions. Boat operations on the canal would be more economically feasible by serving non-Park Service, as well as Park Service sites. Studies by the National Park Service's Denver Service Center have shown that current park visitation levels alone would not support water-borne transportation, at this time. The park could work in conjunction with the Urban Cultural Park on this effort.

### Nies Property

This plan amendment recommends that the Park Service acquire the Nies property at 10 Seneca Street, Seneca Falls, New York.

This section of the historic Stanton property remains in private ownership. It consists of a narrow strip of land with a small house fronting Seneca Street. The Nies house is adjacent to, but not within the Village of Seneca Falls Historic District (the local historic district). The property would be acquired and the house removed or relocated. Research indicates that the house was not extant during Stanton's tenure, and that the Stanton barn, a driveway, and a portion of a fruit orchard may have been located in the area that is now the Nies property.

The Park Service has been hesitant about beginning archeological historic ground research and grounds restoration work until all parts of the historic Stanton lot are acquired. Better test results will be obtainable if the whole site can be tested at one time. Once research on the historic Stanton lot has been completed, the structures that were not extant during Stanton's tenure, the Nies House, the DeWall House, and the garage, would be removed, as they are modern intrusions on the historic scene. The DeWall House is a pre-fabricated double wide structure which was placed on the Stanton site during the 1970's. The 1986 GMP recommended its removal. The garage was built in 1901.

### Archeological Survey:

Based on current information, it is anticipated that the properties described above may contain archeological sites. Therefore, unless substantial ground disturbance can be documented, an archeological survey would be conducted for those areas where ground-disturbing activities are proposed.

### Citizen's Advisory Commission

The following information has been included in this plan amendment due to public queries on the status of the Citizen's Advisory Commission.

The park's enabling legislation established a citizens' Advisory Commission to assist the park with public input on planning and long-range goals. The Commission was established for a period of ten years, until December 28, 1990, the park's tenth anniversary. The park, the remaining members of the Advisory Commission, and the North Atlantic Regional Office of the National Park Service have been working to extend the Commission for another ten years. At that time, the need for the Commission will be reexamined.

It is anticipated that legislation will be introduced in Congress in early 1991 to extend the Commission. This legislation will, like the initial legislation, call for the Commission to be made up of representatives appointed by the Village of Seneca Falls, Town of Seneca Falls, Governor of the State of New York, National Women's Hall of Fame, Elizabeth Cady Stanton Foundation, and Secretary of the Interior, who must appoint someone from an institute of higher learning and two people from national women's organizations. These nominations have already been sent to the Secretary of the Interior.

### Non-NPS Lands Surrounding the Wesleyan Chapel Block

A property line discrepancy was revealed through the construction drawing process for the Chapel Block design. Properties along three sides of the Chapel Block slated for NPS site improvements are actually owned by the Village of Seneca Falls and/or the State of New York. The NPS would encourage donations of easements on these parcels from the appropriate agencies to allow the NPS to construct site improvements on the properties not owned by the park. Legislation would not be required to authorize these donations, as this is a minor boundary change involving donation of contiguous properties.

#### IV. COMPLIANCE, CONSULTATION AND COORDINATION

Compliance with Section 102 of the National Environmental Policy Act (NEPA) is being accomplished pursuant to National Park Service guidelines, NPS-12, which embrace the Departmental Manual, 516 DM 1-6, and the Council on Environmental Quality guidance, see 40 Code of Federal Regulations (CFR) 1500. Concurrently, compliance with Section 106 and 110 of the National Historic Preservation Act of 1966, as amended, is being accomplished pursuant to National Park Service guidelines, NPS 28.

Initially, an environmental assessment of management alternatives was completed in the draft General Management Plan / Environmental Assessment of 1985, which had evolved through public and interagency involvement. The selected alternative was then published in the 1986 General Management Plan. A Finding of No Significant Impact (FONSI) was reached on the preferred alternative in 1986.

As indicated in the FONSI of 1986, related compliance matters such as Floodplain Management (E. O. 11988), Wetland Protection (E.O. 11990), were not applicable because the historic sites that comprise the park are not located in a floodplain or wetland. Rare, threatened and endangered species protection was also considered not applicable because of the absence of any such species.

The State Historic Preservation Officer (SHPO) and the Advisory Council on Historic Preservation (ACHP) were notified of the NPS' planning activities for the park and were invited to participate in park planning for the 1986 GMP. The plan was developed in consultation with the aforementioned agencies and approved by the Advisory Council under a Programmatic Memorandum of Agreement (PMOA) executed by the National Park Service, the Advisory Council, and the National Conference of State Historic Preservation Officers. This PMOA allowed for actions in accordance with basic planning documents to be carried out without further review, provided that they conformed to NPS and Department of Interior cultural resource management guidelines, policies, and regulations.

This plan amendment has been prepared under a Programmatic Agreement (PA) executed by the National Park Service, the Advisory Council and the National Conference of State Historic Preservation Officers in 1990, which requires that undertakings included in the 1986 GMP and this amendment be individually reviewed by the SHPO, except in the following cases: those undertakings that have reached the comprehensive design stage of implementation as of August, 1990; those undertakings for which an assessment of effect was resolved earlier in the planning process (as in the case of structure removal); or, those undertakings which are programmatic exclusions.

A draft amendment and amended environmental assessment was prepared to present management alternatives for public and interagency review. The draft plan amendment was provided to the SHPO in conformity with Stipulation E(4) of the PA of 1990, and was made available to the public for a thirty-day review period. Two public workshops were held. Public comments were noted, the FONSI of 1986 was updated, and this final plan was revised accordingly.

Compliance considerations were re-evaluated in the amendment planning process regarding rare, threatened, and endangered species, and floodplain. Again, no wetlands or floodplains were found to be affected by the proposals in this plan amendment. The New York State Department of Environmental Conservation, Significant Habitat Unit was contacted by telephone on July 25, 1990, regarding existence of rare, threatened or endangered species. It was determined that no species protected by the Act of 1973 would be affected by implementation of any of the alternatives presented in this amendment.

The environmental assessment component of each alternative in the draft document included an evaluation of potential effects of the alternative on cultural resources, natural resources, visitors, park management and adjacent properties. Federal policies and specific guidelines are consulted to ensure comprehensive analysis of the alternatives. The magnitude of the cumulative environmental effects was a factor in determining which alternative was chosen.

The following standards and plans consulted for the environmental assessment portion of the Draft GMP Amendment included:

- NPS Cultural Resource Management Guidelines, NPS-28, concerning historic structures, collections, archeological remains, historic core, historic landscapes
- The National Register of Historic Places documentation for the park
- NPS-2 Planning Process Guidelines
- NPS-12 NEPA criteria
- The 1986 General Management Plan
- The draft General Management Plan / Environmental Assessment of June 1985

A determination as to the significance of the effects of the proposal has been made, according to the applicable NPS-12 NEPA criteria. The plan was found not to be a major federal action, therefore an updated finding of no significant impact (FONSI) is provided in the appendix. These documents will be available to the public.

#### Summary of Proposed Actions Affecting Specific Properties:

##### Maintenance Facility-

The FJL Building is within the Village of Seneca Falls Historic District (a local historic district). The date of its construction is unknown. It is currently vacant. The plan amendment recommends that the NPS rehabilitate the building for Park Service use as a maintenance facility, and possibly for limited storage. Any actions undertaken would be carried out with the minimum possible structural alteration. NPS has consulted with the SHPO regarding the structure's eligibility for the National Register and it has been found to be ineligible. It will not be necessary to consult with the SHPO, except for archeological issues, regarding rehabilitation plans for this property.

#### Young Property-

The Young House was extant during Stanton's tenure and was built around the time of the M'Clintock House (1833-1836). It is included in the Historic Building Survey area in Waterloo and is currently used as a residence. The plan recommends NPS acquisition of the property and retaining private use with restrictions, through lease or sell back. The NPS has consulted with the SHPO regarding the house's eligibility for the National Register. Currently, it is considered ineligible due to lack of integrity. However, the NPS and the SHPO concur that a final determination on this structure's eligibility should be sought upon further architectural evaluation. The NPS will keep the SHPO apprised of actions effecting this property.

#### Baldwin Property-

The Baldwin property is within the Village of Seneca Falls Historic District (a local historic district). The house was moved to the site between 1907 and 1914. Rehabilitation for Park Service use is proposed for the house (visitor contact facility) and the one and one-half story outbuilding (maintenance facility), if possible. The house is currently used as a residence and the outbuilding is used for storage. The NPS has consulted with the SHPO regarding the buildings' eligibility for the National Register and they have been found to be ineligible. It will not be necessary to consult with the SHPO, except for archeological issues, regarding rehabilitation plans for this property. Further consultation with the SHPO will be sought in regard to new construction on this property. In regard to rehabilitation, any actions would be undertaken with the minimum possible structural alteration.

If acquired by the NPS, bank rehabilitation along the Van Cleef Lake edge of the Baldwin property would be required. This action would be covered under programmatic exclusion Stipulation C1(i).

If acquired by the NPS, a boat dock would be constructed on the edge of Van Cleef Lake at the Baldwin property. The NPS would consult with the SHPO upon the preliminary stage of design of the boat dock.

If acquired by the NPS, a parking lot for 15 cars and 3 buses would be constructed on the Baldwin property, which is outside the National Register District. Consultation with the SHPO would be sought upon the preliminary stage of design of this undertaking.

#### Nies Property-

The Nies Property, which was once part of the historic Stanton lot, is not included in the Village of Seneca Falls Historic District. Research indicates that the house on the property was built in the 1880's, after Stanton's tenure in Seneca Falls. The house is currently used as a residence. Removal or relocation of the house is the action being proposed in this plan amendment. The NPS has consulted with the SHPO regarding the eligibility of the house for the National Register and it has been found to be ineligible. It will not be necessary to consult with the SHPO, except for archeological issues, regarding demolition plans for this property.

#### DeWall House-

The DeWall House is a double wide prefabricated structure which was put on the Stanton site in the 1970's. The 1986 GMP recommends its removal or relocation. This plan amendment recommends that its functions be relocated to the Baldwin property. Given the recency of the structure, and the compliance accomplished in the 1986 GMP with respect to this structure, except for archeological issues, no further consultation with the SHPO will be required to carry out these actions.

#### Stanton Site Non-Historic Garage/Shed-

A garage/shed that was built in 1901 post dates Stanton's tenure in Seneca Falls and is located on the Stanton site. This plan amendment recommends its removal and its functions be relocated to the Baldwin property. The NPS has consulted with the SHPO regarding the structure's contribution to the property, which is listed on the National Register of Historic Places. It was determined that the Stanton House Garage/Shed does not contribute to this property. It will not be necessary to consult with the SHPO, except for archeological issues, regarding demolition plans for this structure.

#### Stanton Site Cultural Landscape Restoration-

A landscape treatment proposal following cultural landscape research is proposed for the Stanton site. Consultation with the SHPO would be sought when the landscape treatment proposals have been formulated.



V. COST ESTIMATES

The following section includes 1990 cost estimates for the actions described in this plan amendment including costs for research, administration, contracting, and construction supervision. The estimates included in this plan amendment are based on NPS cost estimating guides. *4% per annum const. increase*

DEVELOPMENT ITEMS	Construction Costs	Advance Planning Costs	Total Development Costs
Land Acquisition			
Maintenance Property: Rehabilitate Central Maintenance Building	\$268,550	\$ 51,250	\$319,800
Young Property: Lease/Sell Back	\$ 0	\$ 20,000	\$ 20,000
Baldwin Property: Restore Satellite Maintenance Support Facility (300 s.f. building)	<i>56,850</i> \$ 45,850	\$ 8,750	\$ 54,600
Site Exhibits	<i>29,240</i> \$ 23,580	\$ 4,500	\$ 28,080
Produce and Install Audio-Visual Program	<i>89,340</i> \$ 72,050	\$ 13,750	\$ 85,800
Construct Parking Area	<i>58,480</i> \$ 47,160	\$ 9,000	\$ 56,160
Construct Site Improvements including Boat Dock, Bank Restoration, Walkways, and Landscape	<i>631,890</i> \$509,590	\$ 97,250	\$606,840
Rehabilitate Structure for Multi-Purpose Building	<i>349,250</i> \$281,650	\$ 53,750	\$335,400
Plan, Design, Install Interior Exhibit	<i>165,650</i> \$133,620	\$ 25,500	\$159,120
Nies Property: Removal of Non-Historic Structure	\$ 42,050	\$ 8,030	\$ 50,080
Stanton Site Development	<u>\$119,210</u>	<u>\$ 22,750</u>	<u>\$141,960</u>
TOTAL	\$1,543,310	\$ 314,530	\$1,857,840**

\* Land acquisition costs are not included in this plan amendment. A detailed cost estimate will be prepared prior to the consideration of legislation to authorize the acquisitions recommended.

\*\* Administrative costs would be incurred due to boundary establishment and to administer lease or sell back for Young property.

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## VI. PLANNING TEAM & CONSULTANTS

### Planning Team

Linda Canzanelli, Superintendent, Women's Rights National Historical Park  
Marjorie Smith, Landscape Architect, North Atlantic Region

### Consultants

Bill Barlow, Regional Historical Architect, North Atlantic Region  
Anthony Conte, Regional Solicitor, North Atlantic Region  
Dave Clark, Chief of Environmental Compliance, North Atlantic Region  
Robin Lepore, Assistant Solicitor, North Atlantic Region  
Terry Savage, Chief of Planning and Design, North Atlantic Region  
Paul Weinbaum, Regional Historian, North Atlantic Region

APPENDIX

January 31, 1991

D18(WORI)

L-7617

Memorandum

To: Regional Director, North Atlantic Region

From: Superintendent, Women's Rights National Historical Park

Subject: Update of 1986 Finding of No Significant Impact to Reflect General Management Plan Amendment of 1991

Purpose of this Amendment

The 1986 General Management Plan for Women's Rights National Historical Park requires amendment to serve the park's contemporary maintenance, operations, and interpretive needs, which have grown commensurate with park development. Specific reasons for the amendment are outlined below.

Park Boundary

The park currently has no authorized boundary, instead, it consists of several specifically designated non-contiguous sites. Often, visitors and local residents are unsure about what constitutes the Women's Rights National Historical Park. Confusion is compounded because, although the park has goals similar to other local entities and groups that share a common boundary, its boundary is different.

Due to limited facilities for groups, the park sponsors events off-site. These events attract large numbers of people and place great strain on local law enforcement agencies. The park can only offer minimal visitor protection services to augment the local protection agency services for events held off park property.

An administrative park boundary would help address these issues.

## Park Maintenance Facility

The 1986 GMP recommended that the park contract out for maintenance services. As the park developed, it became evident that contracting out for maintenance was neither cost effective nor efficient. The park currently contracts out for building custodial services, but, the work quality is inconsistent and scheduling is difficult. The park has been using a temporary maintenance facility for the past three years which will no longer be operable due to the upcoming construction at the Wesleyan Chapel Block. A new facility is required for the park to store supplies and equipment necessary to maintain the historic properties in a manner consistent with their historic significance, integrity, and importance.

## Visitor Safety / Property Protection

This plan amendment includes property protection recommendations in the area of the M'Clintock House. This is due to existing visitor management issues and because an adjacent property, the Young property, is threatened by development which would be incompatible with the historic setting and pose additional park management problems. Protection of this property is a park priority.

## Visitor Services at the Stanton Site

Limited visitor services exist at the Stanton site. Only one tour group of 6-8 or less can be accommodated on each floor of the historic house at any one time due to structural load limits. Also, there is only one usable stairway between the second and first floors, fire safety considerations preclude increasing the size of each tour group. The tours generally last 45 minutes. Without additional services in the vicinity of the Stanton site, people can be left waiting without any available information or facilities. In addition, the original GMP envisioned water borne transportation to be the major mode of transport for park visitors. Currently, the park has no property with water frontage on Van Cleef Lake in the Stanton House vicinity to service as a docking area and visitor contact point. Additional interpretive and visitor service facilities over those recommended in the GMP, including those for water borne transportation, are needed to accommodate visitors and improve services.

In summary, the intent of this plan amendment is to address the park's contemporary interpretive, operations, and visitor service requirements. Additional legislation would be required to carry out the proposals in this plan amendment, specifically, the boundary establishment and the authorization for acquisition of additional properties. Local interest groups, including historical commissions, would be kept informed of development plans, as they evolve, for the proposals put forth in this plan.

## Public Involvement

The draft version of this plan amendment underwent a thirty day public review from October 23 through November 23, 1990. Press releases concerning the plan and inviting public comments were carried by at two newspapers, the Finger Lakes Times and the Revielle. In addition, the Revielle published an extensive article on the plan amendment. An October 23, 1990, Federal Register notice announced availability of the document for public review. The Superintendent set aside meeting times to discuss the plan with any interested people on October 29, 30, and 31, 1990. Several phone conversations were held with interested parties. Open Houses were held with interested publics on April 10, 1990, to discuss aspects of the plan that pertained to the Stanton site interpretive and visitor services. Twenty-one people were in attendance, and all supported the proposals regarding the Nies and Baldwin properties. One person expressed concern regarding the use of eminent domain. A second public workshop was held on January 8, 1991, to discuss the plan amendment with interested people. Sixteen people attended and a presentation of the plan amendment was made, no objections to it were raised.

The plan was mailed to the U.S. Senators and the U.S. Congresspeople representing this area of New York State. It was also sent to the relevant state historical and natural area stewards, town and county officials, and non-profit groups. Other copies were sent to area neighbors and interested citizens. A total of 75 plan amendments and 85 summary letters describing the plan and offering to send the recipient a plan upon request were mailed to interested parties. Sixteen responses were received. Eight responses supported the Historic Setting Alternative, three responses supported the Satellite Sites Alternative and five responses of generally commentary were received, with no alternative clearly selected. The final plan will be made available to the public.

## Statement of Selected Alternative

The selected alternative is the Historic Setting Alternative described in the draft plan amendment. Under this alternative, a park boundary would be established. In Seneca Falls, the park boundary would be consistent with the boundary of the Village of Seneca Falls Historic District (the local historic preservation district), plus, 10 Seneca Street. In Waterloo, the park boundary would be consistent with the core Historic Building Survey area, and 401 East Main Street. The authority to acquire land should be amended to include the acquisition of: a maintenance facility (the FJL Building would be an appropriate facility, 38-44 Water Street, Seneca Falls); the Baldwin Property, 1 Seneca Street, Seneca Falls, as a visitor contact facility for the Elizabeth Cady Stanton Site; Nies Property, 10 Seneca Street, Seneca Falls, to complete the historic Stanton lot; and the Young House, 12 East Williams Street, Waterloo, to mitigate park management problems and retain the historic setting at the M'Clintock House. The so-called "Bloomer House" would be deleted from the park's enabling legislation as current research has shown that this building has no association with an historic figure.

This proposed boundary would not constitute authority to: acquire any property other than those properties listed above; provide maintenance services on any properties other than those held by the Park Service; nor, provide visitor protection services on any properties other than those held by the Park Service, except during park sponsored events; nor, institute additional land use controls or regulations within the proposed boundary.

The one modification has been made to this alternative as it is presented in the Draft Amendment to the General Management Plan / Environmental Assessment. Instead of using the Young property for park purposes, the NPS would retain private use of the Young property with restrictions through lease or sell back.

### Summary of Alternatives Considered

#### *The No/Minimum Action Alternative*

In the No/Minimum Action Alternative, a park boundary would not be established and additional acquisition authority would not be sought. No changes to the park's legislation would occur. The mis-named "Bloomer House" which current research has shown has no association with an historic figure would remain in the park's enabling legislation, but its acquisition and interpretation would not be pursued.

The boundaries of the three major historic preservation entities in Seneca Falls would remain different.

The NPS would request that local and state law enforcement agencies individually deputize NPS rangers to provide assistance to local law enforcement entities during park sponsored events that are held off-site.

The NPS would request the General Services Administration to rent or lease a maintenance facility for the park until alternative arrangements could be made.

The NPS would continue to negotiate with landowners to resolve operational issues at the M'Clintock property.

The NPS would work cooperatively with the New York State Department of Transportation to provide docking and limited visitor services on state property in the vicinity of the locks.

A portion of the historic Stanton lot would remain in private ownership and the house located on the property would be screened from view, to the greatest extent possible, with vegetation.

## The Satellite Sites Alternative

In the Satellite Sites Alternative, the park's authority to acquire land would be amended to include the acquisition of: a maintenance facility (the FJL Building would be an appropriate facility, 38-44 Water Street, Seneca Falls); the Baldwin Property, 1 Seneca Street, Seneca Falls, as a visitor contact facility for the Elizabeth Cady Stanton Site; Nies Property, 10 Seneca Street, Seneca Falls, to complete the historic Stanton lot; and the Young House, 12 East Williams Street, Waterloo, to mitigate park management problems and retain the historic setting at the M'Clintock House. The so-called "Bloomer House" would be deleted from the park's enabling legislation as current research has shown that this building has no association with an historic figure.

In this alternative, the park would remain without an established boundary. The NPS would request that local and state law enforcement agencies individually deputize rangers for NPS to provide assistance to local law enforcement entities during park sponsored events held off-site. The recommendations regarding the maintenance facility, M'Clintock / Young property issue and the Stanton site facilities (Baldwin and Nies properties) are consistent with those of the Historic Setting Alternative, with one exception - the Young House would remain in private use with restrictions.

### Reasoning

#### The Historic Setting Alternative:

The Historic Setting Alternative was chosen for the following reasons. Under this alternative, the proposed boundary would: show support of local preservation groups by concentrating preservation efforts on mutual areas; provide focus for distributing the 50 percent funding currently authorized in section 1601 (f) of the legislation for developing and implementing plans for the "preservation of the historic character of the setting"; help to minimize visitor and resident confusion regarding park boundary; and make it easier for the park to provide visitor protection assistance to local and state law enforcement agencies at park sponsored events held within the proposed boundary on non-NPS property, without deputizing rangers on an individual basis.

Legislation should be provided to allow for minor park boundary changes to reflect any changes made in the villages' preservation districts, should such a need arise.

The socio-economic impact of the boundary establishment and its effect on adjacent properties would be essentially neutral. No major increases in visitation or public use is anticipated as a result of the proposals put forth in this plan amendment. There would be some measure of additional security provided to adjacent properties owners by NPS rangers assisting law enforcement agencies during park sponsored events. This assistance may relieve the Village of some measure of service. NPS will provide for the payment in lieu of taxes as provided by Public Law 9863, dated July 30, 1983, for any properties that it acquires, including, the Baldwin, Nies, Young, and maintenance facility properties.

This alternative centrally locates the maintenance facility for a park that is located in two villages with a variety of sites within these areas, and provides for a satellite maintenance site near the Stanton House where it is needed. The park's cultural resources would be maintained commensurate with their historic significance and importance. The maintenance facilities would be located in proximity to, but not within, the historic sites, thus mitigating the effects of modern intrusions on the historic scenes of the Wesleyan Chapel Block and Stanton sites.

Under the Historic Setting Alternative, the historic setting at the M'Clintock / Young site would be enhanced by the retention of the Young House. This alternative recommended the property be used for park purposes. However, it was determined retaining private use of the property with restrictions was the preferred option, because the need for park use is not imminent.

Under this alternative, the cultural resources at the Stanton site would be restored to their most significant historic period. Cultural landscape restoration would be pursued to the extent possible, given availability of information and funding. Public ownership of the whole Stanton lot would allow for the best research and documentation of the cultural landscape. The historic scene would be enhanced at the Stanton site, by removing all structures not extant during Stanton's tenure. New construction would be located on the non-historic properties, and screened as well as possible with appropriately designed vegetative screening to minimize visual and audio intrusion on the historic scene and the residential neighborhood. Major archeological remains would stay as they are and only be maintained to prevent further deterioration. The expanded interpretive space at the Stanton House site would effectively use interpretive staff.

Locating the Stanton visitor contact facility on the Baldwin property would not require excessive grading, brush clearing or vegetation removal. Excavation would only be required for pre-construction archeological evaluation, seawall restoration, utilities, sewer system and parking lot. The proposed parking lot site would cause little visual intrusion on the historic scene because the grade of this property is significantly below that of the Stanton House and most other residential properties in the neighborhood.

Ample parking, access for the disabled, and sanitary facilities would be provided for the visitor at the Stanton site. Providing off-street parking will help decrease traffic problems on Washington Street caused by limited sight distances and a narrow roadbed. Additional traffic control devices, or implementation of a section of one-way street, are being examined by the Village to mitigate the safety problem of the Washington-Seneca Street corner.



## The No/Minimum Action Alternative:

The No/Minimum Action Alternative was not chosen for the following reasons. In this alternative, the park would remain without an established boundary. The park would continue to appear fragmented to many visitors and local residents would remain uncertain of the park's boundary. The three major preservation groups in Seneca Falls would not concentrate their efforts on mutual areas.

Under this alternative, the NPS would only be able to assist local law enforcement agencies in park sponsored, off-site events, through the deputization of rangers on an individual basis, via a Memorandum of Understanding or cooperative agreement with local or state agencies. This method is not preferred because it can limit the park's ability to respond to a request for a permit for an event and it does not hold harmless the state or local law enforcement agency sponsoring the deputization.

Under this alternative, the GSA would lease or rent a maintenance facility for the park. Renting/leasing a facility is not preferred over ownership because it can impose limitations on use and it is not cost-effective, as parks are intended to exist in perpetuity.

In this alternative, the historic scene and visitor management at the M'Clintock site would continue to be threatened. If the Young House is not purchased and demolished by a local developer, use conflicts between the private residents and the NPS would continue. If the property is purchased and developed by a local developer as the main access to a mini-mall retail area that is under construction, there would be increased vehicular traffic near the M'Clintock House with the associated noise intrusion and potential danger to visitor safety.

In the No/Minimum Action Alternative, only portions of the Stanton site's cultural resources would be restored to their most significant period as cultural landscape research and restoration would not be pursued. The visitor would continue to experience sub-standard facilities as portable toilets would be the only available restrooms at the Stanton House. There would continue to be no visitor facilities for the mobility impaired at this site and no space to get visitors out of the weather while they are waiting for a house tour. Also, street parking would continue to be the primary site parking, which creates a dangerous traffic pattern for neighborhood residents and visitors. Neighbors and visitors would have clear views of site maintenance facilities and portable toilets.

Cooperating with N.Y.S. Department of Transportation, through the local Urban Cultural Park program, with the goal of developing N.Y.S. land in the vicinity of the locks was considered as an option under this alternative. However, more effective visitor management would be provided with adequate space and facilities for initial visitor contact, interpretation, parking, and restrooms near the Stanton site. Coupled with the need for maintenance and administrative facilities, it was determined that cooperative efforts with the N.Y.S. would be sought to develop N.Y.S. land should the Baldwin property not be obtainable.

### The Satellite Sites Alternative:

The main reason the Satellite Sites Alternative was not chosen was that the park would continue to function without a boundary. Although the park's other interpretive, maintenance, and operations requirements would be addressed, the following situations would remain. The Seneca Falls' three major preservation groups would not concentrate their efforts on mutual areas. The park would continue to appear fragmented to the visitor and local confusion regarding the park's boundary would continue. Finally, the park would be not be able to assist local municipalities with visitor protection services for park sponsored events held off park property, unless individual rangers were deputized. The reasons why this is not a preferred method of providing NPS visitor management assistance is described on the previous page. One aspect of the Satellite Sites Alternative has been included in the final plan - retaining the private use of the Young House, but with restrictions, through lease or sell back.

### Other Options Considered for Maintenance Building:

The NPS has identified a variety of buildings that would be appropriate for use as a maintenance facility, not just the FJL Building, although the FJL building is an appropriate facility. Pending authorization to acquire and appropriation of acquisition money, the maintenance facility alternatives will be prioritized from the list of structures available at that time. A variety of criteria will be used, including meeting identified space and facility requirements, proximity to other park facilities, and appraised value as per Federal land acquisition requirements.

### Finding of No Significant Impact

The selected alternative, as stated above, is a management action which does not constitute a major federal action that would have significant impact on the human environment, therefore, an environmental impact statement will not be prepared.

RECOMMENDED BY:

  
Linda Canzanelli, Superintendent  
Women's Rights National Historical Park

2/4/91  
Date

APPROVED BY:

  
Gerald Patten, Regional Director  
North Atlantic Region

2/4/91  
Date