# Palisades Scenic Byway

# Corridor Management Plan





*submitted to*

*in partnership with the*

Palisades Interstate Park Commission

*prepared by*

The RBA Group, Inc. — Engineers • Architects • Planners

Arch Street Communications • M.A. Culbertson, LLC • Paul Daniel Marriott + Associates

*May 2011*

## Acknowledgements

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The project team would like to recognize and express thanks to the public and private stakeholders who played an integral part in guiding the development of the Corridor Management Plan. A full listing of invitees and project meeting attendees can be found in the Appendix. Special thanks to Palisades Interstate Park Commission staff: James Hall, Superintendent; Chris Szeglin, Assistant Superintendent; Susan Smith, Director, NY Parks and Historic Sites, and also to the members of the Citizens Advisory Council to the Palisades Interstate Park Commission. Their guidance and support was invaluable.

Special thanks should also be extended to the Mayors and representatives of the municipalities along the Byway. They include: Edgewater Borough Representatives; Fort Lee Borough Representatives; Englewood Cliffs Borough Representatives; Tenafly Borough Representatives; Alpine Borough Representatives;

## This Plan was prepared on behalf of:

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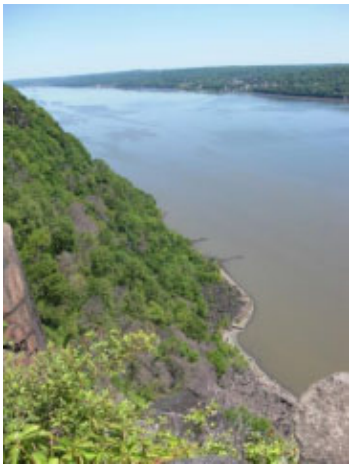
# EXECUTIVE SUMMARY

A scenic byway is a roadway corridor that has outstanding scenic, natural, recreational, cultural, archaeological or historic significance. The 42-mile Palisades Interstate Parkway (PIP) was designated a state scenic byway by both New Jersey and New York because of its outstanding historic and scenic character. Designation of the New Jersey segment of the PIP in 2005 also includes Henry Hudson Drive, an extraordinary historic scenic road adjacent to the Hudson River.

The Corridor Management Plan (CMP) fulfills a requirement of the New Jersey Scenic Byways Program[1]; each designated roadway must prepare a strategic plan. The purpose of the CMP is to establish a vision for the byway and to recommend strategies that preserve, protect, interpret and enhance the byway's intrinsic qualities, balancing protection with roadway functionality.

## VISION



To preserve, protect and promote the Palisades Interstate Parkway and Henry Hudson Drive as beautiful scenic drives and significant attractions within the magnificent natural setting of the Palisades Interstate Park, whose founding mission was for the protection of the Palisades cliffs for the enjoyment of future generations;

And, to relay the contributions of the byway corridor to the rise of the American Conservation Movement by recognizing the unique and heroic efforts to protect natural features, innovations in regional and transportation planning, and pioneering efforts to protect significant sites associated with the American Revolution; all of which have offered significant and influential benefits to the public and nation.

The CMP serves as the framework for an inclusive partnership, harmonizing management practices by the Commission with the interests of host communities, adjacent landowners, land managers, visitor service providers, and tourists. As a designated scenic byway, it is eligible for grant funding from the National Scenic Byways Program to put elements of the plan into action.

A strong case can be made for National Scenic Byway Program designation of the parkway as an All American Road®. The CMP for the New York segment of the PIP, published in 2002, also recommends a bi-state application for national designation.

***"The preservation** of the skyline of the **Palisades** and the construction ultimately of a parkway on the crest of the Palisades and continuing northward to Bear Mountain, —a gift, moreover, that will provide, in the belief of the Commissioners, a source of enjoyment to the present and future generations, not only of residents in the New York metropolitan area, but of **countless visitors from other states and other lands.**"*

THIRTY-SIXTH ANNUAL REPORT of the Commissioners of the Palisades Interstate Park New Jersey, January 31st, 1936

*The National Scenic Byways Program of the U.S. Department of Transportation is a grass-roots collaborative effort established to help recognize, preserve and enhance selected roads throughout the United States. The U.S. Secretary of Transportation recognizes certain roads as All-American Roads or National Scenic Byways based on one or more archaeological, cultural, historic, natural, recreational and scenic qualities.*

[1] Visit http://www.newjersey.gov/transportation/community/scenic/ for more information.

The CMP presents long-range options and considerations for the rehabilitation and restoration of the Palisades Interstate Parkway and Henry Hudson Drive. It was prepared with an understanding of the close cooperation needed and historically established between the two states for the management of the Palisades Interstate Park and Parkway. Funding realities, transportation priorities and regional goals for recreation, conservation and planning will also influence the plan's outcome.

Although many of the CMP recommendations are directed towards the Palisades Interstate Park Commission, which has jurisdiction over the byway corridor, others have a role to play as well. Advancing the byway will require partnerships among many other governmental and non-profit organizations, including the adjacent municipalities, NYS managing agencies, and numerous non-profit organizations.

## MANAGEMENT STRATEGIES

1. **Recognize and interpret the Historic Significance of the Palisades Interstate Parkway and Henry Hudson Drive**
2. **Employ strategies that preserve and enhance enjoyment of the byway's intrinsic qualities while continuing to meet current standards for safety and accessibility.**
3. **Restore and maintain the historic character of the Parkway and Henry Hudson Drive to provide visitors with an authentic experience of the byway.**
4. **Restore historic structures within the byway corridor that can become venues for historic interpretation.**
5. **Collaborate with adjacent municipalities to strengthen protection of the byway corridor.**
6. **Promote the Palisades Interstate Parkway and Henry Hudson Drive as both a gateway to and an integral part of the Palisades Interstate Park in both New Jersey and New York.**
7. **Establish gateways and employ wayfinding strategies that better inform and direct visitors to venues for byway interpretation, park attractions and visitor services.**
8. **Establish an on-going Palisades Scenic Byway Advisory Group to advance implementation of the Byway in partnership with stakeholder organizations.**

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# PALISADES INTERSTATE PARK COMMISSION

## RESOLUTION

**WHEREAS,** in accordance with the New Jersey Scenic Byway Program, the entirety of the New Jersey segment of the Palisades Interstate Parkway and Henry Hudson Drive within the boundaries of the Palisades Interstate Park and under the jurisdiction of the Palisades Interstate Park Commission (PIPC) have been designated as a New Jersey State Scenic Byway since 2005; and

**WHEREAS,** the New Jersey State Scenic Byway designation of the New Jersey segment of the Palisades Interstate Parkway complements the existing New York State Scenic Byway designation of the New York segment of the Palisades Interstate Parkway; and

**WHEREAS,** in accordance with the New Jersey Scenic Byway Program, a Scenic Byway Corridor Management Plan was prepared under the guidance of the New Jersey Department of Transportation and with participation of the Palisades Interstate Park Commission, the New Jersey Citizens' Advisory Council and other stakeholders that included all municipalities adjacent to the New Jersey Palisades Interstate Park Byway, as well as Bergen County, and

**WHEREAS,** the Byway has been named as the Palisades Scenic Byway; and

**WHEREAS,** the Palisades Interstate Parkway and Henry Hudson Drive are nationally significant historic and scenic roadways that provide access to the historic, scenic and recreational features of the Palisades Interstate Park; and

**WHEREAS,** the Palisades Interstate Parkway and Henry Hudson Drive as a designated New Jersey State Scenic Byway will contribute to the existing historic, scenic, environmental and recreational resources of the Palisades Interstate Park; and

**WHEREAS,** two public meeting opportunities were provided to explain the Corridor Management Plan and obtain input from the general public; and

**WHEREAS,** the Corridor Management Plan includes strategies to preserve, protect and promote intrinsic qualities of the Byway through actions that are not regulatory or otherwise mandated by the Plan; and

**WHEREAS,** successful implementation of the Plan depends on the support of the Palisades Interstate Park Commission; and

**WHEREAS,** the Palisades Interstate Park Commission wishes to express its support for the concept of a Scenic Byway through adoption of the Corridor Management Plan.

**NOW, THEREFORE, BE IT RESOLVED** that the Palisades Interstate Park Commission endorses the New Jersey Palisades Scenic Byway Corridor Management Plan, and expresses their intent to advance the Scenic Byway implementation strategies described in the Plan as resources and staffing permit.

February 28, 2011

# Declaration of Acceptance of the Corridor Management Plan

## For the

# Palisades Scenic Byway

**Let** it be known that, I, James S. Simpson, Commissioner of the New Jersey Department of Transportation, do on this day, accept the Corridor Management Plan for the Palisades Scenic Byway as in compliance with the second step of the two step process for becoming a New Jersey Scenic Byway.

**In** accordance with the New Jersey and the National Scenic Byways Programs, a Corridor Management Plan was prepared with participation of the Palisades Scenic Byway Corridor Management Committee which invited all municipalities adjacent to the Byway and Bergen County to participate in the process with the Palisades Interstate Parkway Commission and its Citizens Advisory Council. The Corridor Management Plan includes strategies to preserve, protect and promote intrinsic qualities of the byway through actions that are not regulatory or otherwise mandated by the Plan. A resolution of support has been received from the Palisades Interstate Parkway Commission. Successful implementation of the Plan will depend on cooperation, collaboration and support of all groups involved with the Palisades Interstate Parkway.

**Let** a copy of this Declaration be filed with the New Jersey Division of the Federal Highway Administration as proof of our dedication to protecting scenic byways in New Jersey.

James S. Simpson, Commissioner, NJDOT

4/28/11
Date

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## Photograph Credits

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# Chapter One: Introduction and Guiding Vision

Palisades cliffs


Perkins Tower, Bear Mountain, NY

Henry Hudson Drive
Courtesy of Paul Daniel Marriott

Long Path Trail, State Line Lookout

Hudson River view from Lookout


Perkins Tower, Bear Mountain, NY

# CHAPTER 1: INTRODUCTION AND GUIDING VISION

## CORRIDOR MANAGEMENT PLAN OVERVIEW

A scenic byway is a roadway corridor that has outstanding scenic, natural, recreational, cultural, archaeological or historic significance. The 42-mile Palisades Interstate Parkway (PIP) was designated a state scenic byway by both New Jersey and New York because of its outstanding historic and scenic character. The PIP extends from the George Washington Bridge in New Jersey to the Bear Mountain Bridge in New York, providing access to more than 100,000 acres of parklands and historic sites. Designation of the New Jersey segment of the PIP in 2005 also includes Henry Hudson Drive, an extraordinary historic designed scenic road (begun 1916) adjacent to the Hudson River. Both designated roads lie within the New Jersey Palisades Interstate Park.

This Corridor Management Plan (CMP) for the New Jersey segment of Palisades Interstate Parkway and Henry Hudson Drive fulfills a requirement of the New Jersey Scenic Byways Program; each designated roadway must prepare a strategic plan. The purpose of the CMP is to establish a vision for the byway and to recommend strategies that preserve, protect, interpret and enhance the byway's intrinsic qualities, balancing protection with roadway functionality.

The CMP serves as the framework for an inclusive partnership, harmonizing management practices by the Commission with the interests of host communities, adjacent landowners, land managers, visitor service providers, and tourists. The plan brings together local and regional stakeholders to define their collective goals and recommendations in support of the byway. Once designated as a scenic byway, grant funding from the National Scenic Byways Program can put elements of the plan into action.

A CMP not only raises awareness and appreciation for the byway's outstanding qualities, it suggests strategies to promote the byway that can bring visitors and economic benefit to adjacent communities and to nearby businesses that provide tourism support. Although this CMP focuses on the New Jersey segment of the PIP, the promotion and marketing component also takes into consideration the New York segment in anticipation of a future joint effort to apply for National Scenic Byways Program designation. The CMP for the New York segment of the PIP, published in 2002, also recommends a bi-state application for national designation.

*The National Scenic Byways Program of the U.S. Department of Transportation is a grass-roots collaborative effort established to help recognize, preserve and enhance selected roads throughout the United States. The U.S. Secretary of Transportation recognizes certain roads as All-American Roads or National Scenic Byways based on one or more archaeological, cultural, historic, natural, recreational and scenic qualities.*

A strong case can be made for National Scenic Byway Program designation of the Parkway as an All American Road®. Listed on the National Register of Historic Places, the PIP is a nationally recognized example of parkway design and interstate cooperation. Consequently, the CMP was developed to meet national program requirements for All American Road® designation, as well

as to complement the plans and achievements of the Palisades Interstate Park Commission (PIPC), sponsor of the scenic byway designation.

The product of decades of successful partnering, collaboration and consensus building, the PIP is the only Parkway in the region planned and designed by two states – New Jersey and New York. The PIPC has jurisdiction over both the New Jersey segment of the Parkway and Henry Hudson Drive. The CMP builds on the earliest goals expressed in the Regional Plan for New York and Environs developed in the 1920's and the current New York State Scenic Byway Corridor Management Plan (see Appendix for the New York CMP Goals and Objectives) which emphasizes coordinating scenic byway management of both the New York and New Jersey segments.

## BYWAY CORRIDOR BOUNDARIES AND MANAGEMENT

As defined by the Nation and State Scenic Byways Program, scenic byways are roads designated because of the intrinsic qualities that can be seen and accessed from the roadway. From the Parkway, the travelers' view includes the historic design and architecture of the Parkway, and from the three scenic overlooks, views of the Palisades cliffs and beyond. Built into the rocky and wooded slope of the Palisades near the base of cliffs, Henry Hudson Drive offers dramatic long views of the Hudson River, the George Washington Bridge and New York. The narrow and winding drive is lined with historic stone walls and views of the wooded landscape of the Park at the base of the Palisades. Because the features of the Palisades Interstate Park dominate views from both roadways, the byway corridor is defined as the boundary of the Palisades Interstate Park.

***NJ PIP Location:***

- *Bergen County*

***Adjacent Municipalities:***

- *Orangetown, NY*
- *Alpine Borough*
- *Tenafly Borough*
- *Englewood Cliffs Borough*
- *Fort Lee Borough*
- *Edgewater Borough*

Although the Scenic Byway was designated as the "Palisades Interstate Parkway Scenic Byway", the PIPC subsequently changed its name to the Palisades Scenic Byway to better represent its association with the Palisades Interstate Park. The new name is also more inclusive of Henry Hudson Drive, part of the same Scenic Byway designation. This name change was approved by the New York Scenic Byways Program.

The Palisades Interstate Park Commission has a long history of managing an extensive system of parklands, historic sites, visitor destinations, programs and services in partnership with other governmental and non-profit organizations, such as the Palisades Parks Conservancy and the New York-New Jersey Trail Conference.

The Commission has sole jurisdiction over the New Jersey designated PIP and Henry Hudson Drive. The New Jersey Headquarters of the Commission both manages and polices these park roadways. The New Jersey Department of Transportation (NJDOT) periodically conducts major maintenance and rehabilitation projects such as repaving, although there is no official agreement between the Commission and NJDOT. Although the Commission also oversees the Park and Parkway in New York, the NYS Department of Transportation manages the PIP and Office of Parks, Recreation and Historic Preservation manages the NYS parks as part of the state park system.

# PALISADES SCENIC BYWAY

## New York and New Jersey Section Regional Map

## SCENIC BYWAY OVERVIEW

The designated New Jersey segment of Palisades Interstate Parkway is 10.9 miles long; Henry Hudson Drive extends 8.3 miles. Together they provide access to the 2,500 acres of New Jersey's Palisades Interstate Park, located along the Hudson River shorefront and uplands in the northeast corner of New Jersey. The linear Park, 12 miles long and up to a half-mile wide, is within minutes of New York City. The Park has a rich history. It was established in 1900 to prevent the defacement of the famous Palisades cliffs along the Hudson River. The forward-looking intention of its founders was to preserve a natural wonder as a park for the people of the expanding metropolis of New York City.

Originally accessible by ferry from New York, the Park became a destination for millions of people to enjoy outdoor recreation. Henry Hudson Drive was constructed at the base of the Palisade cliffs between 1916 and 1940 as a pleasure drive to provide access to the Park by automobile, while the Palisades Interstate Parkway was constructed later on lands at the top of the Palisades cliffs. The concept of the parkway dates back to 1933 and its construction was completed in 1961. The primary motivation for acquiring the land on which the Parkway was built was to conserve the land at the top of the cliffs. Development was rapidly expanding to the cliffs' edge and eliminating the possibility of public access to some of the most spectacular views of the Hudson River and New York City. In addition, the extended parkland would provide a buffer between the development and the popular park along and at the base of the Palisades.

The development of the Parkway was supported by influential people such as John D. Rockefeller, who donated 700 acres along a 13-mile stretch at the top of the Palisades cliffs. The renowned master planner Robert Moses worked to establish a parkway plan for the region and the best landscape architects and engineers were selected to develop a parkway design for the Palisades that exemplified both regional goals and the most innovative roadway concepts and engineering skills of the time. The history of both the PIP and Henry Hudson Drive both mirror and play a key role in national movements of the last century, from the rise of the conservation movement to the evolution of the automobile age. Their stories are a fascinating and integral chapter in the history of the Palisades Interstate Park.

## THE CASE FOR ALL-AMERICAN ROAD DESIGNATION

> **"The preservation** of the skyline of the **Palisades** and the construction ultimately of a parkway on the crest of the Palisades and continuing northward to Bear Mountain, —a gift, moreover, that will provide, in the belief of the Commissioners, a source of enjoyment to the present and future generations, not only of residents in the New York metropolitan area, but of **countless visitors from other states and other lands**."[1]

[1] THIRTY-SIXTH ANNUAL REPORT Of The Commissioners Of The Palisades Interstate Park New Jersey, January 31st, 1936, page 8.

This visionary quote from 1936 captures the concept of the All-American Road designation of the National Scenic Byways Program for both significant resources and a desire to share those resources with the broadest possible visitor audience. It demonstrates the long-standing commitment to preservation, protection and promotion that has been at the core of all stewardship activities in this nationally significant region for over 100 years. Since Henry Hudson first sailed his ship the Half Moon up the Hudson River in 1609, the awesome beauty and majesty of the Palisades cliffs and Hudson River landscape, long known to the native Lenni Lenape peoples of the region, have been recognized as a scenic wonder worldwide.

For the Palisades Interstate Parkway and Henry Hudson Drive to be nominated to the National Scenic Byways Program as an All-American Road, the byway corridor must meet criteria defined by the Federal Highway Administration in the Interim Policy for the National Scenic Byways Program[2].

*"road or highway must meet the criteria for at least two of the intrinsic qualities"*

- The scenic and historic qualities of the Palisades Interstate Parkway and Henry Hudson Drive are the two most compelling and representative intrinsic qualities that visitors experience directly.
- The opportunity for visitors to enjoy the scenic beauty of the Palisades cliffs and the Palisades Interstate Park were primary motivations for their development and design. Roadway alignments were carefully selected to deliver outstanding views and a unique driving experience complementary to the Park's natural setting.
- The development of these roads are milestones in the evolution of the historic Palisades Interstate Park, which played a significant role in the American Conservation Movement and in historic preservation (most notably, sites and structures associated with the American Revolution). The design and construction of both Park roads represent the most innovative architectural and engineering concepts of their time. Many features of their historic design such as the bridges and stone walls remain intact and are evident to visitors today.

*"must also be considered a destination unto itself"*

- The Palisades of the Hudson River is a place of natural wonder and scenic beauty attracting visitors over the centuries. Since the establishment of the Palisades Interstate Park in 1900, the Palisades and the larger scenic, historic and eco-system network of the Hudson River shore to Bear Mountain (approximately 40 miles/60 kilometers north) has been recognized, protected and managed as a visitor destination through the Palisades Interstate Park Commission.

*"must provide an exceptional travel experience"*

- The Palisades Interstate Parkway and Henry Hudson Drive were designed by noted landscape architects and landscape engineers in the 1920s and the 1940s/1950s. Both roads are aligned thoughtfully within the natural topography of the region with prominent views and vistas provided along the route, within scenic pullouts and from public recreation areas. Breathtaking views of the Hudson River, the George Washington Bridge and the Manhattan skyline are framed from within the woodland architecture of the Park.

[2] Interim Policy, National Scenic Byways Program, May 18, 1995)

*"best represent the nation and which may contain one-of-a-kind features that do not exist elsewhere"*

- The Palisades Interstate Park, Henry Hudson Drive and Palisades Interstate Parkway present one of the most compelling and successful implemented examples of the convergence of the American Conservation Movement, the Rise of Modern Tourism and Leisure Travel and the Rise of the Automobile Society. On this site, beginning in 1900, the concept of accommodating large numbers of visitors from the nation's largest city, along attractive and scenic roads to provide a relationship with sublime scenery and "wilderness" was first undertaken. No other American site can demonstrate the intimate proximity of so great a population center to so magnificent a scenic destination.
- The Palisades cliffs along the Hudson River are a unique geologic feature dating back 200 million years.

*"distinctive characteristics of the corridor's intrinsic quality are recognized nationally"*

- Accessed from the George Washington Bridge, gateway to both Manhattan Island and New Jersey, the Palisades cliffs are a distinctive and recognized feature of greater New York.
- John D. Rockefeller, Jr. and his son Laurence were staunch proponents of Park and Parkway, contributing time, service and finances to preserve and protect the site. Between 1941 and 1977, Laurence Rockefeller served as secretary, vice president and president of the Palisades Interstate Park Commission. The Rockefellers enlisted the assistance of nationally prominent designers and park experts to assist with the effort—including Horace Albright, the second director of the National Park Service 1929-1933 (and Superintendent of Yellowstone National Park 1919-1929).

In summary, the Palisades Interstate Park, Henry Hudson Drive and Palisades Interstate Parkway are unique and nationally significant sites of historic significance and scenic beauty in the United States. They are easily accessible from New York City and are visitor-ready. The New Jersey and New York sections of the Palisades Interstate Park, over 100,000 acres of protected lands, are connected by the serpentine Palisades Interstate Parkway. The history of the preservation of this landscape, the design of its historic roads and the magnificent natural scenery that was protected forever from development is a unique and compelling story yet to be told through the National Scenic Byways Program.

## PLANNING PROCESS

The planning process included research, site visits, surveys, interviews, and stakeholder and public meetings.

There are extensive past documents and guiding plans that record the evolution of the Park and Parkway. Development of the plan began with a review of a wide variety of materials, especially those closely related to the byway's history, features and changes over the last century. This included original design plans, historic register and landmark applications, and Annual Commission reports.

The review also included more recent documents such as the 1993 Master Plan for the NJ Palisades Interstate Park. The Master Plan is a guide for the future development, redevelopment and

management of the New Jersey section of Palisades Interstate Park. The goals of this CMP strongly support the key goals of the Master Plan: retain and enhance the Park's natural qualities, scenic character, and cultural resources; protect the Park from encroachments from adjacent development; maintain Park safety; provide increased visitor services; and, operate the Park as efficiently as possible.

### *Stakeholder and Public Outreach*

Like the National Scenic Byways Program, the New Jersey Scenic Byway Program is community-driven. The input of stakeholders is the foundation for the CMP. Their involvement is critical both in defining issues, developing recommendations and, finally, in implementing management strategies to improve, protect, and promote byway resources. Although many of the CMP recommendations are directed towards the Palisades Interstate Park Commission, which has jurisdiction over the byway corridor, others have a role to play as well. Advancing the byway will require partnerships among many other governmental and non-profit organizations, including the adjacent municipalities, NYS managing agencies, and numerous non-profit organizations. The plan is directed towards those who both value the Palisades Interstate Park and see opportunity in advancing scenic byway initiatives.

Over the course of the project, the consultant team held four meetings with invited stakeholders that included the PIPC (the list of invitees is included in the Appendix). In addition, two public meetings were held. Questionnaires were used to assess stakeholder and public perceptions. This outreach revealed key issues and opportunities that guided the development of the plan.

*Summary of Stakeholder Perspectives, Issues, and Opportunities*

- Recognize the Park and Parkway's national significance and contribution to the regional character; strengthen traveler recognition that the PIP is part of the Park.
- Preserve the Park's natural beauty, ecological integrity and its value as a greenway; stem the damage from deer, invasive species and human impact.
- Preserve and restore the historic features of the Park and Parkway; prevent impacts from transportation projects.
- Improve access and safety for all: automobiles, bicyclists, and pedestrians; employ traffic calming strategies and establish linkages with trails and bikeways outside the Park and Parkway.
- Protect views along the PIP; prevent encroachments from development in adjacent towns.
- Improve maintenance through increased funding; lack of funding has compromised Park and Parkway maintenance in spite of the best efforts of a devoted staff.
- Improve Park promotion and visitor experience through advertisements, publications, and more comprehensive visitor information at lookouts and other Park venues.
- Partner with NY PIP managers and adjacent communities in management strategies and Park programming.

## VISION AND GOALS

Based on stakeholder perspectives, a vision and a set of goals for the byway were established. This vision succinctly states the significance of the Palisades Interstate Parkway and the overarching purpose of the CMP. The goals are responsive to those who provided input into the plan and reflect the results of the planning process. They also complement the goals stated in the CMP for New York State (see Appendix).

## *VISION*

To preserve, protect and promote the Palisades Interstate Parkway and Henry Hudson Drive as beautiful scenic drives and significant attractions within the magnificent natural setting of the Palisades Interstate Park, whose founding mission was for the protection of the Palisades cliffs for the enjoyment of future generations;

And, to relay the contributions of the byway corridor to the rise of the American Conservation Movement by recognizing the unique and heroic efforts to protect natural features, innovations in regional and transportation planning, and pioneering efforts to protect significant sites associated with the American Revolution; all of which have offered significant and influential benefits to the public and nation.

## *GOALS*

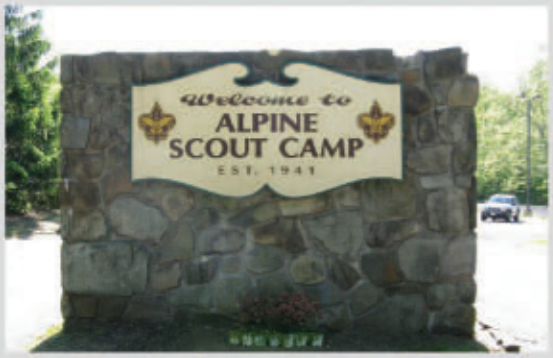
1. **Recognize** that two significant roadways, the Palisades Interstate Parkway and Henry Hudson Drive, comprise the route identified as the New Jersey segment of the Palisades Interstate Parkway, a New Jersey Scenic Byway.
2. **Distinguish** the Parkway as a road within a park and a member of a network of regional parkways that are distinct and different from the metropolitan highway system.
3. **Acknowledge** the New York segment of the Palisades Interstate Parkway that, together with the New Jersey segment, completes the historic and scenic transportation corridor connecting New York City with Bear Mountain that provides visitors with outstanding views of the Hudson River along the Palisades Cliffs; and, coordinate and cooperate with New York State to ensure a seamless visitor experience.
4. **Promote** the Palisades Interstate Parkway as a gateway to the Palisades Park system that includes 24 parks and 8 historic sites, covering over 100,000 acres along more than 20 miles of Hudson River shoreline and beyond.
5. **Maintain** and enhance the safety of the Palisades Interstate Parkway and Henry Hudson Drive in a manner that respects and complements their historic design and natural settings.
6. **Restore** the historic design elements of the Parkway and Henry Hudson Drive as near to the original and as safe, practical and feasible as possible.
7. **Enhance** the scenic setting and natural environment of the Parkway and Henry Hudson Drive.
8. **Expand** historic restoration, enhancement and interpretation to the Park's many historic destinations, trails and historic structures accessible from the Parkway and Henry Hudson Drive.
9. **Educate** the traveling public about the history of the Parkway and Henry Hudson Drive in relation to the Park and the Hudson River; the history of scenic driving and access to sites of natural beauty; and, the people, ideas and movements leading to the Parkway.
10. **Connect** the adjacent municipalities to the Palisades Interstate Parkway and the Hudson River shoreline.

## PLAN OBJECTIVES AND IMPLEMENTATION

Recommendations and strategies presented in Chapter 8 are responsive to the input of the NJ Office of the Palisades Interstate Park, to those who participated in the planning process, and to the objectives of the New Jersey Scenic Byway Program. However, it is important to keep in mind that the CMP is also intended to establish the national significance of the Palisades Interstate Parkway and Henry Hudson Drive and their relationship to the Palisades Interstate Park, to describe the byway's historic features, and to justify the protection and preservation of a national treasure.

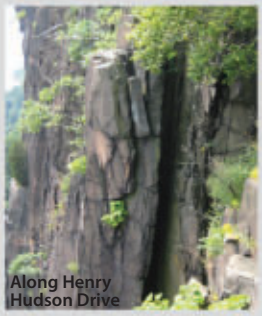
The CMP presents long-range options and considerations for the rehabilitation and restoration of the Palisades Interstate Parkway and Henry Hudson Drive. The plan recognizes that many of the options and considerations outlined and endorsed will require careful planning, review and study. It was prepared with an understanding of the close cooperation needed and historically established between the two states for the management of the Palisades Interstate Park and Parkway. Funding realities, transportation priorities and regional goals for recreation, conservation and planning will also influence the plan's outcome.

Cognizant of these practical realities, this CMP represents the ideal actions and activities to ensure the highest quality historic preservation, environmental and landscape solutions, and to ensure the greatest safety benefit to all Parkway users. The Palisades Interstate Parkway and Henry Hudson Drive were planned, designed and constructed by visionary leaders of the twentieth century. This plan is obligated by the history of both roads to continue the tradition of excellence and innovation by presenting a visionary and appropriate framework for the management of these great roads for the twenty-first century.




State Line Lookout

New Jersey Headquarters, PIPC



Along Henry Hudson Drive

Alpine Pavillion, Alpine Boat Basin & Picnic Area

# CHAPTER 2: BYWAY CONTEXT AND SIGNIFICANCE

## HISTORIC AND SCENIC INTRINSIC QUALITIES

The National Scenic Byway Program has established six *intrinsic qualities*, or criteria, for considering whether a road warrants designation. The qualities are: archeological, cultural, historic, natural, recreational and scenic. While the byway route and the Palisades Interstate Park can demonstrate the presence of all six intrinsic qualities, scenic and historic resources are recognized as the most significant intrinsic qualities of the Palisades Interstate Parkway and Henry Hudson Drive Designated Scenic Byways.

The scenic and historic qualities of these roadways warranted their designation as a New Jersey Scenic Byway. Earlier state and federal designations of the Palisades Interstate Park and the Parkway have also substantiated their historic and natural significance.

The definitions of scenic and historic intrinsic qualities that follow are from the National Scenic Byway Program:

***Scenic*** *resources include both natural and man-made features that work in concert to offer a pleasing and most memorable visual experience.*

Scenic views are one of the Palisades Interstate Park's greatest assets. The Palisades are a unique geological feature that has attracted visitors for generations. Protecting the scenic views of the Palisades cliffs was a premise on which the Palisades Interstate Park was established. Whether from the Palisades Interstate Parkway at the top of the cliffs or from Henry Hudson Drive at their base, visitors can enjoy spectacular views of the Palisades, the Hudson River, and New York.

**Federal and State Historic Designations**

Palisades Interstate Park and Parkway:

- *In 1965, Palisades Interstate Park was designated a National Historic Landmark for conservation. The boundaries of the designation were formally delineated by the NPS in 1984.*
- *In 1966, Palisades Interstate Park was listed on the National Register of Historic Places.*
- *In 1971, the Park was listed on the New Jersey Register of Historic Places*
- *In 1983, "Palisades on the Hudson" was designated a National Natural Landmark for geology, including 170 acres of the NJ PIP that offer access to the Palisades overlooks.*
- *In 1999, the PIP Historic District was listed on the National Register of Historic Places and the New Jersey Register of Historic Places.*

National Recreation Trails

- *In 1971, the Palisades Long Path and Shore Trail were listed as National Recreation Trails*

Henry Hudson Drive was conceived as a pleasure drive to provide visitors with automobile access to enjoy the park and its outstanding views. The road was carefully constructed into the base of the Palisades cliff to deliver an exceptional scenic driving experience, which it does to this day.

Three scenic overlooks were constructed along the NJ Palisades Interstate Parkway including the popular State Line Lookout, which is located on the highest point on the Palisades cliffs (532 feet). The design of the parkway itself was intended to provide motorists with a scenic and aesthetic driving experience. The parkway was carefully designed as a road within a park, providing motorists with the opportunity to enjoy the beauty of the Palisades Interstate Park while minimizing impacts

to the park's natural environment. Limiting road access was an important aspect of the parkway design concept. By limiting road access, the parkway offers an uninterrupted and enhanced experience of the park setting. Even the parkway alignment and grade separations were designed to encourage a leisurely drive and enhance the motorist's experience while shielding the view of on-coming cars.

Scenic qualities of the Palisades Interstate Parkway and Henry Hudson Drive include:

- Views of the Hudson River and the New Jersey Palisades cliffs
- Distant views of Manhattan, Westchester County and Long Island from scenic overlooks
- Views of the George Washington Bridge (Henry Hudson Drive passes under the bridge and offers a superb vantage point).

***Historic*** *resources are evidence of past legacies and whether natural or manmade, they hold such historic significance that they educate the visitor and stir an appreciation for the past. They reflect the actions of people while being distinctly associated with physical elements of the landscape, buildings, structures or other examples of human activity.*

The history of the Palisades Interstate Park, its origins in the American Conservation Movement, and its influence as a model for emerging park systems throughout the region and the country are well documented. The site of significant Revolutionary War events, the park is also an early example of historic preservation. Advocates for protecting Revolutionary War sites were strong supporters of the park's establishment. The President of the the American Scenic and Historic Preservation Society was the keynote speaker at the 1909 park designation ceremony in Alpine. He was an early 20th century advocate of the conservation of both natural and cultural resources, especially those associatied with the American Revolution. The tradition continues today with the designation of the Crossroads of the American Revolution State Heritage Area, which includes Palisades Interstate Park, where Generals Washington and Cornwallis fought for control of New York City and the Hudson River in 1776.

*Today, despite incremental and evolutionary changes to both, the Palisades Interstate Parkway and Henry Hudson Drive retain the highest degree of integrity of all the parkways constructed in metropolitan New York during their formative period.*

The development of these park roads are milestones in the evolution of the historic park, though their importance and role are less recognized. They are early representatives of the rise of the automobile age, serving as models for strategies to introduce automotive access to parks without detracting from their natural beauty. The intent was to design roads that would deliver to the public a pleasurable driving experience to and through the park. The design and construction of both park roads represent the most innovative architectural and engineering concepts of their times. Many features of their historic design, such as the aesthetic bridges and stone parapet walls, remain intact and are evident to visitors today.

Historic qualities of the Palisades Interstate Parkway and Henry Hudson Drive include:

- Association with the American conservation movement
- Early and mid-twentieth-century scenic roadway design, engineering and landscape architecture
- Historic stone bridges, parapet walls and park structures

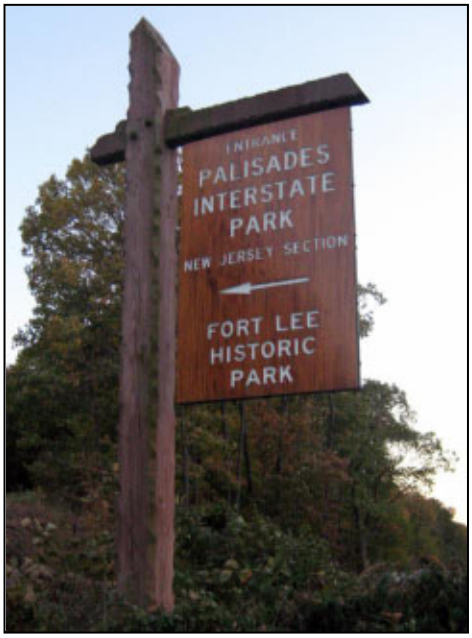
## RECREATION

Although the historic and scenic intrinsic qualities are primary to the Scenic Byway designation, it is important to recognize the wide range of recreational opportunities available within the Palisades Interstate Park. The park was created as recreation grounds for New Yorkers seeking refuge from city life. Palisades Interstate Parkway and Henry Hudson Drive provide access to historic sites, scenic overlooks, public boat basins, riverfront picnic areas and more than 30 miles of local and regional trails for hiking and cross-country skiing. Some of most popular activities in the park are hiking, biking and boating.

Multi-modal opportunities encourage visitors to explore the byway corridor. The Points of Interest maps and table highlight destinations located on or along the scenic parkway corridor. Each of these points of interest represent the byway's intrinsic qualities that help to define the corridor as a unique destination for locals and visitors alike.

### *Fort Lee Historic Park*

Fort Lee Historic Park's Visitor Center, located near the George Washington Bridge and I-95, acts as the southern gateway to the Palisades Interstate Park scenic corridor. The site was built to coincide with the American Bicentennial in 1976 and is a critical location for providing information on the history of the Palisades during the American Revolution.



*Entrance sign to Fort Lee Historic Park*

### *Trails*

Two main trails run north-south along the length of the New Jersey Palisades: the Long Path, which runs along the top of the cliffs, and the Shore Trail, which runs along the base. Both the Long Path and Shore Trail are designated National Recreation Trails. In addition, five trails run east-west to link the two main paths. Cross-country ski trails at State Line Lookout are also open to hikers.

Pedestrian and bicycle connectivity between adjacent communities and Palisades Interstate Park has been cited as an important issue by PIPC representatives. Currently two pedestrian overpasses allow pedestrians and cyclists to cross the Parkway: one near Exit 3 just north of Ruckman Road, and one near the southern terminus at the Linwood Extension. Pedestrians may also access the Park at an underpass just north of Closter Dock Road. A third overpass south of the toll plaza that is owned by the Port Authority provides access to the north walkway on the GWB. The entrance to Greenbrook Sanctuary, about 1 mile north of Clinton Avenue and Allison Park Road, also provides pedestrian access to the east side of the Parkway. Cyclists may only use the vehicular routes to access the Park, since cycling is not permitted on the trails. There is a shared use path on Hudson Terrace in Fort Lee that is accessible from Henry Hudson Drive.

To provide a more comprehensive and accessible greenway, the public and local officials have discussed linking paths within the Park with trails in the nearby Boy Scout camps, and county and municipal parks in Alpine, Rockleigh and Norwood.

The PIPC was awarded $21,000 through the New Jersey Department of Environmental Protection (NJDEP) Recreational Trails Program to extend trails and improve connectivity at the southern end of the Park.

This funded the construction of a new bicycle/pedestrian side path along Hudson Terrace, completed in 2009, that provides access into the Park just south of the George Washington Bridge. This facilitates access to the George Washington Bridge, one of the busiest bicycle intersections in New Jersey. It is also a crucial link for bicycle commuters and recreational riders because it is the only Hudson River crossing for 35 miles (excluding ferry transport).

Establishing a bicycle and pedestrian connection to the Hudson River Walkway could offer a significant opportunity for the Park. The Hudson River Walkway is an 18.5 mile trail that runs along the Hudson River Shoreline from Fort Lee to Bayonne. It is over 70% completed and major sections are being added each year. A connection to the Walkway in Fort Lee would establish a bicycle and pedestrian path from the Park to the Statue of Liberty to the south. The Park would then be the northern terminus and destination of a potentially world class bicycling and walking facility for residents and visitors. Trails within Palisades Interstate Park are listed below and shown on the Points of Interest Map.

- **Long Path (National Recreation Trail)**: Extending north from the George Washington Bridge, the Long Path follows the cliff-top of the Palisades. For most of its length to the State Line Lookout it runs between the Parkway and the cliff edge. It curves inland past the state line into New York State, continuing through the Catskill Forest Preserve and then north and west of Albany.
- **Shore Trail (National Recreation Trail):** The Shore Trail runs along the Hudson River from Fort Lee to just beyond the New Jersey-New York state line. North of Forest View Trail, it becomes more rugged near the Giant Stairs, and then climbs steeply near its end to just over the state line. Improvements have been made at the south end of the Shore Trail through Edgewater Colony, which connect Henry Hudson Drive to the Hudson River Walkway.

*Trailhead marker for Closter Dock Trail*

- **Connecting Trails (East-West):**
  - *Carpenter's Trail*: Just south of the Ross Dock Picnic Area on the Shore Trail, about 0.5 mi. north of the southern trailhead of the Long Path.
  - *Dyckman Hill Trail*: This trail parallels Dyckman Hill Road to the Englewood Picnic Area.

- *Huyler's Landing Trail*: Is located about 1.5 mi. south of the Alpine Picnic Area on the Shore Trail and south of the Alpine Lookout on the Long Path.
- *Closter Dock Trail*: The Closter Dock Trail runs from just north of the Alpine Picnic Area to Route 9W just north of Closter Dock Road.
- *Forest View Trail*: This trail is located north of the Alpine Picnic Area from the Shore Trail, and south of State Line Lookout on the Long Path. It overlaps the Long Path for about 0.5 mi. at the summit of the cliffs, and passes the Women's Federation Monument and the Alpine Boy Scout Camp. [1]

***Bicycling***

Bicycling is not permitted on any hiking trail, walking path, or cross-country ski trail, the upper portion of Dyckman Hill Road, the Palisades Interstate Parkway, or beyond the parking area in Fort Lee Historic Park due to erosion and maintenance issues. However, bicycling is allowed along Henry Hudson Drive from River Road in Edgewater to Alpine Approach Road. Cyclists currently use River Road as an alternative to Route 9W to go from the George Washington Bridge to the PIPC headquarters building.

In response to requests from local advocacy groups, PIPC sponsored a study to evaluate a proposed alignment for a shared-use bike/pedestrian path between the Palisades Interstate Parkway and Route 9W which would connect cyclists from the George Washington Bridge to the state line. However, construction of the path entirely on PIPC property west of the parkway would alter the historic design and impact the existing green buffer between the two roadways. In addition, wetlands, steep slopes and historic ruins are constraints. Study recommendations propose placing the path either entirely or partially within the Route 9W ROW. The construction of bicycle facilities along Route 9W falls within the jurisdiction of the New Jersey Department of Transportation.

*Bicyclists on Hudson Terrace near the George Washington Bridge*

*Path connecting George Washington Bridge to Palisades Interstate Park*

Bicyclists using the sidewalk are asked to walk their bikes for the safety of all sidewalk users. Bicyclists who choose to ride are asked to exercise caution and ride slowly. Pedestrians have the right-of-way at all times. The south sidewalk is normally open from 6AM until midnight seven days a week, and the north sidewalk is closed at all times. However, construction projects periodically change which sidewalk is open.

[1] Source: http://www.nynjtc.org/park/palisades-interstate-park-nj

One of the most heavily traveled bicycling routes in New Jersey is just south of the George Washington Bridge bike/pedestrian path on Hudson Terrace in Fort Lee. As many as 1,000 bicyclists ride each day for commuting and recreation purposes. In response to concerns over road congestion, steep hills, a lack of dedicated bicycle facilities and limited access to sidewalks, a .5 mile multi-use path between the George Washington Bridge and Henry Hudson Drive was recently built along Hudson Terrace and Main Street in Fort Lee. The George Washington Bridge provides the only bicycle/pedestrian access between New Jersey and Manhattan; this segment is a critical link in the route connecting Henry Hudson Drive in Palisades Interstate Park to the Hudson River Greenway on the west side of Manhattan (the country's busiest multi-use trail).

### *Boating*

*Alpine Boat Basin, Alpine New Jersey*

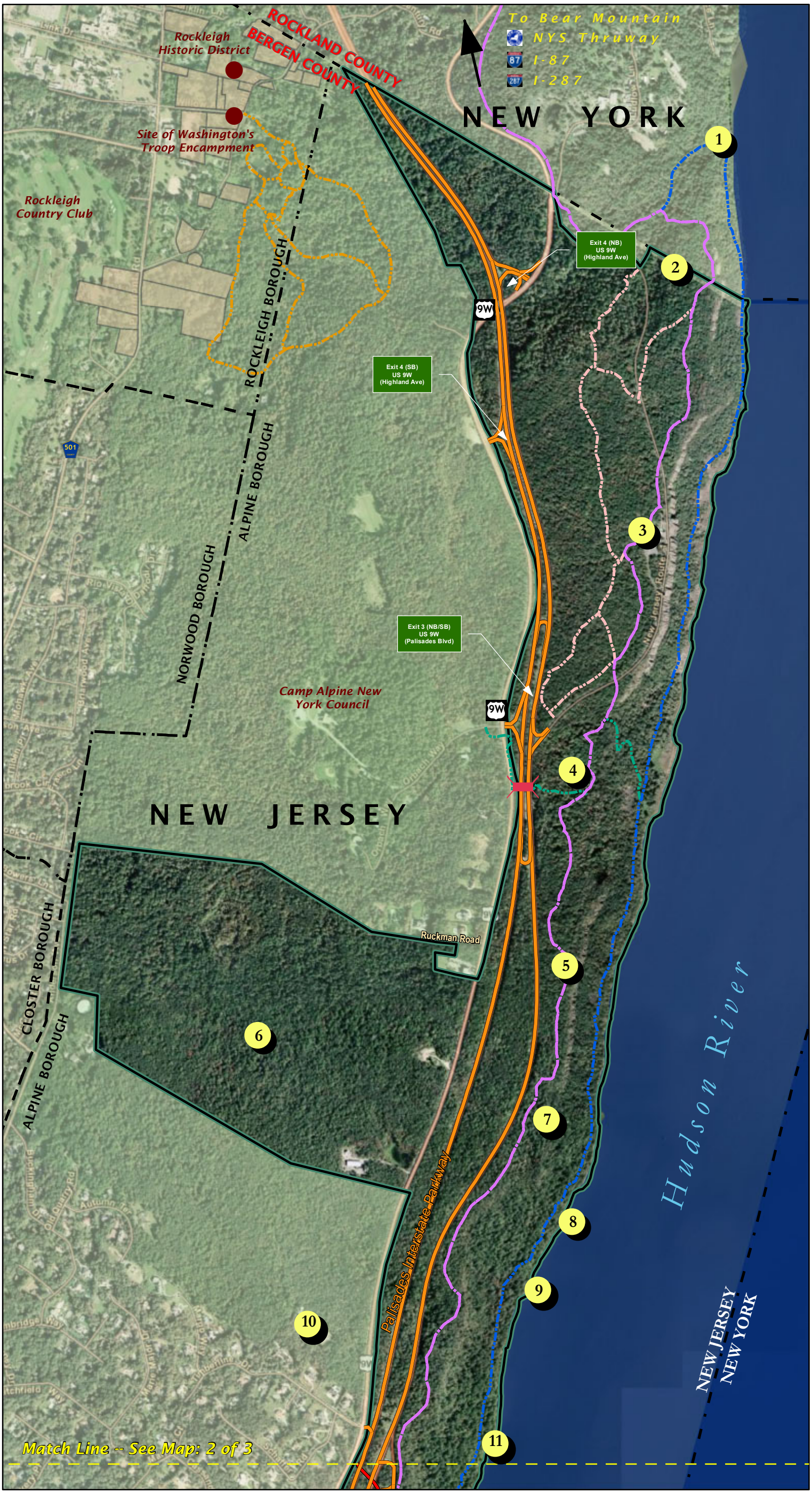
There are two boat basins in the New Jersey section of Palisades Interstate Park, Alpine Boat Basin, and Englewood Boat Basin. The basins have a combined capacity of around 250 slips, and both have fuel docks and showers. Car-top boats (canoes and kayaks) can be launched from the beaches at the northern ends of the Englewood Picnic Area and the Alpine Picnic Area.

Englewood Boat Basin is adjacent to the Englewood Picnic Area about two miles north of the George Washington Bridge. The boat basin is privately operated under a lease agreement. The Alpine Boat Basin is adjacent to the Alpine Picnic Area about seven miles north of the George Washington Bridge and is operated by PIPC.

In addition, boats less than 24 feet in length, jet skis and car-top boats can be launched at the Hazard's Dock Boat Ramp beneath the George Washington Bridge during daylight hours in warm weather months.

# PALISADES SCENIC BYWAY

## POINTS OF INTEREST MAP




**Map: 1 of 3**

**Palisades Scenic Byway Corridor Management Plan**

FEBRUARY 2011

**LEGEND**

- PIP Scenic Byway (NJ Section)
- Henry Hudson Drive
- Palisades Interstate Park
- Parks & Open Space
- Historic Properties
- Historic Sites
- Pedestrian Overpass

**Bergen County Hiking Trails**

- Long Path
- Shore Trail
- Ski Trail
- Forest View Trail
- Other Trails

**Points of Interest:**

1. Peanut Leap Cascade
2. State Line Boundary Monument
3. State Line Lookout and Inn
4. Women's Federation Monument
5. Ruckman Point
6. Camp Alpine New Jersey Council
7. Bombay Hook/ "Man-in-the-Rock" Pillar
8. Point Comfort
9. Twombly's Landing
10. Armstrong Tower
11. Excelsior Dock and Picnic Area

N

0 0.25 0.5 Miles

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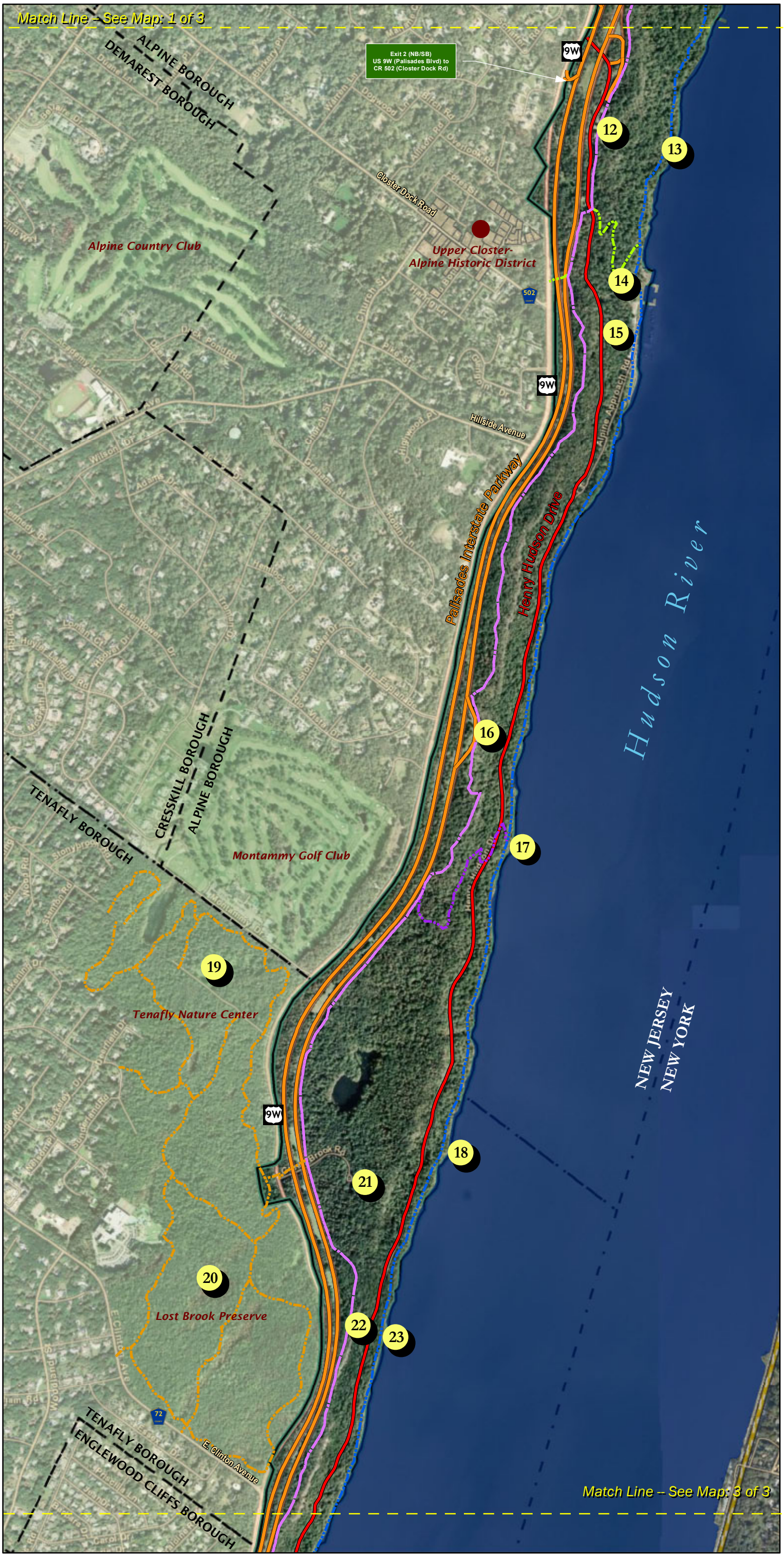
Note: GIS Data obtained through NY-NJ TRAIL CONFERENCE, NJDOT & NJDEP GIS websites. Bing Maps Aerial Basemap obtained from ArcGIS.

# POINTS OF INTEREST MAP




## Map: 2 of 3

**Palisades Scenic Byway Corridor Management Plan**

FEBRUARY 2011

### LEGEND

- PIP Scenic Byway (NJ Section)
- Henry Hudson Drive
- Palisades Interstate Park
- Parks & Open Space
- Historic Properties
- Historic Sites

**Bergen County Hiking Trails**

- Long Path
- Shore Trail
- Huyler's Landing Trail
- Closter Dock Trail
- Other Trails

### Points of Interest:

12. Palisades Interstate Park Headquarters
13. Cape Fly Away
14. Kearney House
15. Alpine Picnic Area and Boat Basin
16. Alpine Lookout
17. Huyler's Landing
18. Lambier's Dock
19. Tenafly Nature Center
20. Lost Brook Preserve
21. Greenbrook Sanctuary
22. Clinton Point
23. Powder Dock

N

0 0.25 0.5 Miles

Path: S:\Project\J422800\Mapping\Basemap 021411\Basemap 2 of 3 02_14_11.mxd

Note: GIS Data obtained through NY-NJ TRAIL CONFERENCE, NJDOT & NJDEP GIS websites. Bing Maps Aerial Basemap obtained from ArcGIS.

# POINTS OF INTEREST MAP


## Map: 3 of 3

**Palisades Scenic Byway Corridor Management Plan**

FEBRUARY 2011

### LEGEND

- PIP Scenic Byway
- Henry Hudson Drive
- Palisades Interstate Park
- Parks & Open Space
- Historic Properties
- Historic Sites
- Pedestrian Overpass

**Bergen County Hiking Trails**

- Long Path
- Shore Trail
- Carpenter's Trail
- Dyckman Hill Trail

### Points of Interest:

24. Canoe Beach
25. Rockefeller Lookout
26. Undercliff Dock and Picnic Area
27. Bloomer's Beach
28. Englewood Picnic Area and Boat Basin
29. Allison Park
30. Ross Dock Picnic Area
31. Linwood Park
32. Carpenter's Dock
33. George Washington Bridge
34. Hazard's Dock Boat Ramp
35. Fort Lee Historic Park
36. Hudson River Waterfront Walkway

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Path: S:\Project\J422800\Mapping\Basemap 021411\Basemap 3 of 3 02_14_11.mxd

Note: GIS Data obtained through NY-NJ TRAIL CONFERENCE, NJDOT & NJDEP GIS websites. Bing Maps Aerial Basemap obtained from ArcGIS.

| POINTS OF INTEREST ALONG THE PALISADES INTERSTATE PARKWAY SCENIC BYWAY | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| MAP ID# | RESOURCE | DESCRIPTION | INTRINSIC QUALITIES | | | | | | |
| | | | SCENIC | HISTORIC | NATURAL | CULTURAL | RECREATIONAL | | |
| 1 | Peanut Leap Cascade | Noted as "one of the prettiest spots in the park". The beauty of this natural cascade is most evident after rainfall. | ● | | | | | | |
| 2 | State Line Boundary Monument | Erected in 1882, this monument stands on the Palisades Interstate Park property and is one of the monuments marking the part of the New York and New Jersey boundary line that extends from the Hudson River to the Delaware River. | | ● | | | | | |
| 3 | State Line Lookout and Lookout Inn | Situated at the highest point on the Palisades Cliffs (elevation 532 ft.), State Line Lookout commands unparalleled views of the Hudson and Westchester (New York) County, and on to the Long Island Sound. Lookout Inn, originally a refreshment stand built by the WPA in the 1930's, offers a snack bar, gift shop, bookstore and restrooms. | ● | | | | ● | | |
| 4 | Women's Federation Monument | A scenic cliff-top overlook area and monument to the New Jersey State Federation of Women's Clubs, honoring the role they played in shepherding the creation of the Interstate Commission to preserve the Palisades at the turn of the twentieth century. | ● | ● | | | | | |
| 5 | Ruckman Point | A cliff top lookout and one of the most picturesque spots in the Palisades Interstate Park. A great location for observing hawks and other raptors. | ● | | ● | | | | |
| 6 | Camp Alpine New Jersey Council | Located in Alpine, New Jersey, Camp Alpine is a great place for weekend camping and hiking the Palisades Historic Trail. | | | | | ● | | |
| 7 | Bombay Hook/"Man-in-the Rock" Pillar | This prominent landmark along the Palisades cliff face juts out into the Hudson River like a "hook" and features a vertical column of rock commonly known as the "Man in-the-Rock Pillar. It was used as a landmark by sailors and is visible from many places in the Palisades Interstate Park. | | | ● | | | | |
| 8 | Point Comfort | A scenic clifftop lookout | ● | | | | | | |

| MAP ID# | RESOURCE | DESCRIPTION | INTRINSIC QUALITIES | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | | SCENIC | HISTORIC | NATURAL | CULTURAL | RECREATIONAL | |
| 9 | Twombly's Landing | This landing was the site of a dock and recreational grounds maintained by the Twombly Family for those who could not afford an outing to such a resort. In 1909, the family donated the land to the Palisades Interstate Park Commission with the caveat that the grounds still operate as an "excursion grove" for disadvantaged groups from the City, such as churches, orphanages or organizations like the Fresh Air Fund. | | ● | | | | |
| 10 | Armstrong Tower | Built in 1937 by Edwin Armstrong, the inventor of modern frequency modulation (FM) radio, this 425 foot tower is the birthplace of the first FM radio station. This Tower is still in operation and can be seen from across the Hudson River. Although a historical site, Armstrong Tower is also viewed as a detractor from the natural scenic quality of the Palisades corridor. | | ● | | | | |
| 11 | Excelsior Dock and Picnic Area | The dock and picnic area were established after the civil war as a steamboat landing and excursion grove, a use that continued through the 1930's. | | ● | | | ● | |
| 12 | Palisades Interstate Park Headquarters | The Palisades Interstate Park Headquarters is located on the former estate built by the Oltman family around 1928. The estate was bought by the Palisades Interstate Park Commission in 1939 and the stone building now houses the Parkway Police, Parkway Police Court, and administrative offices, as well as the offices of the Palisades Nature Association and the Kearney House. | | ● | | ● | | |
| 13 | Cape Fly Away | Cape Fly Away was known as a small fisherman's hamlet in the nineteenth and early twentieth centuries. This area is framed by a pair of stone stairways that lead to old docks on the river. | | ● | ● | | | |
| 14 | Alpine Picnic Area and Boat Basin | The Alpine Picnic Area and Boat Basin are located in Alpine, NJ, about 7 mi. north of the George Washington Bridge and opposite Yonkers, NY. It is operated by the Park Commission and features an open air stone pavilion for large picnics and events. | | | | | ● | |
| 15 | Kearney House | Listed on the National and New Jersey State Historic Registers, this house is the oldest building in the New Jersey Section of the Palisades Interstate Park. The museum helps bring to life over two centuries of the story of the Hudson River and the women and men who depended upon it for their lives and livelihoods. | | ● | | ● | | |
| 16 | Alpine Lookout | Elevated at 430 feet, this pull-off overlook features scenic views of the Hudson River, Yonkers, and Westchester County. | ● | | | | | |

| MAP ID# | RESOURCE | DESCRIPTION | INTRINSIC QUALITIES | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | | SCENIC | HISTORIC | NATURAL | CULTURAL | RECREATIONAL | |
| 17 | Huyler's Landing | This was the landing point for the British Army's General Cornwallis when he invaded New Jersey after capturing Fort Washington across the river during the Revolutionary War. Throughout the 19th century this was a busy farm landing for steamboats and sailing vessels. | | ● | | | | |
| 18 | Lambier's Dock | Lookout Point that provides a far reaching profile of several noticeable rock formations along the Palisades Cliffs. | ● | | | | | |
| 19 | Tenafly Nature Center | The Tenafly Nature Center is a 52 acre nature preserve located in the Borough of Tenafly. Inside the visitor's center, visitors can see live animals, natural history exhibits and backyard habitat showcasing wildlife-attracting flowering plants. Programs available to the public include guided hikes, maple sugaring, bird walks, summer camp, and apple cidering. | ● | | ● | ● | ● | |
| 20 | Lost Brook Preserve | This 330-acre preserve adjacent to the Tenafly Nature Center is open to the public year round and contains more than six miles of winding nature trails through its dense woodland. | | | ● | | | |
| 21 | Greenbrook Sanctuary | This 165-acre nature preserve is a center for natural history research and education and serves as a refuge for wildlife and people alike. Managed by the Palisades Nature Association, the Sanctuary provides a place where visitors can study nature and relax in a peaceful undisturbed setting. | ● | | ● | ● | | |
| 22 | Clinton Point | Scenic Overlook | ● | | | | | |
| 23 | Powder Dock | | | | | | ● | |
| 24 | Canoe Beach | Canoe Beach is located approximately 1.2 miles north of the Englewood Picnic Area and is a popular spot for fishing. | | | | | ● | |

| MAP ID# | RESOURCE | DESCRIPTION | INTRINSIC QUALITIES | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | | SCENIC | HISTORIC | NATURAL | CULTURAL | RECREATIONAL | |
| 25 | Rockefeller Lookout | A pull-off overlook with scenic views of the Hudson River, northern Manhattan, Spuyten Duyvil, and the southern Bronx. It is named in honor of John D. Rockefeller Jr. for his role in preserving the lands on the summit of the Palisades and creating the Palisades Interstate Parkway. | ● | | | | | |
| 26 | Undercliff Dock and Picnic Area | A scenic riverfront picnic area that was formerly known as Fisherman's Village and was home to a number of families during the 19th century. The bathhouse was built in 1922 and during the 1930's this was the largest beach area in the park. | ● | ● | | | ● | |
| 27 | Bloomer's Beach | Beach named for the Bloomer family that lived in the area during the 19th century. At this site still stands a beachhouse and refreshment stand built by the Civil Works Administration. | | ● | | | ● | |
| 28 | Englewood Picnic Area and Boat Basin | A scenic riverfront picnic area with various amenities including public access for fishing, a beach for car-top boat launching (canoe and kayak) and access to the trails system and Henry Hudson Drive. | ● | | | | ● | |
| 29 | Allison Park | A landscaped, cliff-top park with scenic overlooks, ornamental gardens, paved walkways, and access to the Long Path. The park is named for William O. Allison the first mayor of Englewood Cliffs who owned an estate at this site. | ● | | | | ● | |
| 30 | Ross Dock Picnic Area | A large scenic riverfront picnic area with access to Hazard's Dock Boat Ramp, the trails system and Henry Hudson Drive. Amenities include car-top boat launching, fishing, restrooms, vending machines, refreshment stands and large playground. | ● | | | | ● | |
| 31 | Linwood Park | This Fort Lee municipal park is part of an approximately 10-acre parcel purchased as a part of the Parkway right-of-way and has been developed as open parkland with walking paths and benches. | ● | | ● | | ● | |
| 32 | Carpenter's Dock | Site of temporary beach established during the construction of GWB. It is located directly beneath the site of Carpenter's quarry, the largest and most notorious of the Palisades quarries in operations at the close of the 19th century. | | | | | ● | |
| 33 | George Washington Bridge | Originally named the "Hudson River Bridge," this suspension bridge was built in response to the growing desire for access between New York and New Jersey across the Hudson. Recognized as a National Historic Civil Engineering Landmark, the bridge also provides non-motorized access for those travelling by foot, bicycle or roller skates. | ● | ● | | | ● | |

| MAP ID# | RESOURCE | DESCRIPTION | INTRINSIC QUALITIES | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | | SCENIC | HISTORIC | NATURAL | CULTURAL | RECREATIONAL | |
| 34 | Hazard's Dock Boat Ramp | A boat launching ramp for registered, trailer-towed boats under 24 feet in length, car-top boats (canoes and kayaks) and jet-skis. It was named for the Hazard Powder Company that supplied explosive to the quarries and was the site of a large bathing beach built during the construction of the GWB. | | | | | ● | |
| 35 | Fort Lee Historic Park | Situated on Mt. Constitution, this historic park is the site of George Washington's 1776 Revolutionary War encampment Fort Constitution. At the north end of the Historic Park, two overlooks command spectacular views of the George Washington Bridge, the Hudson River, and the skyline of upper Manhattan. | ● | ● | | ● | ● | |
| 36 | Hudson River Waterfront Walkway | An urban linear park that links municipalities from the Bayonne Bridge to the George Washington Bridge and attempts to provide contiguous unhindered access to the water's edge. Its northern terminus is in Palisades Interstate Park where it connects to the Shore Trail and provides access to Henry Hudson Drive. | ● | | | | ● | |

## PHYSICAL AND VISUAL SURVEY

As part of the assessment of scenic resources along the byway, the project team conducted physical and visual surveys of the Palisades Interstate Parkway Scenic Byway and Henry Hudson Drive, based on the methods and elements described in the February 1995 edition of the New Jersey Scenic Byways Program Manual. These surveys are "subjective" and are intended to define significant physical and visual features, such as vegetation, structures, landscape, and views from the roadway as experienced by the traveler, and include both positive and negative features.

| Physical and Visual Survey Characteristics | |
|---|---|
| **Physical Survey** | |
| **1** | Landform Features |
| **2** | Land Cover - Water |
| **3** | Land Cover – Vegetation |
| **4** | Land Cover – Man-Made |
| **5** | Landscape Composition/Effects |
| **Visual Survey** | |
| **1** | Unity |
| **2** | Intactness |
| **3** | Vividness |

# PALISADES INTERSTATE PARKWAY VISUAL / PHYSICAL SURVEY

## Character Area Definitions:

### Palisades Interstate Parkway (PIP):

Photos

- Fort Lee to the northbound service station (visitor services along the PIP)
- Northbound service station to New York State line (scenic parkway aesthetic)
- Three Scenic Lookouts: Rockefeller, Alpine and State Line (interpretive areas)

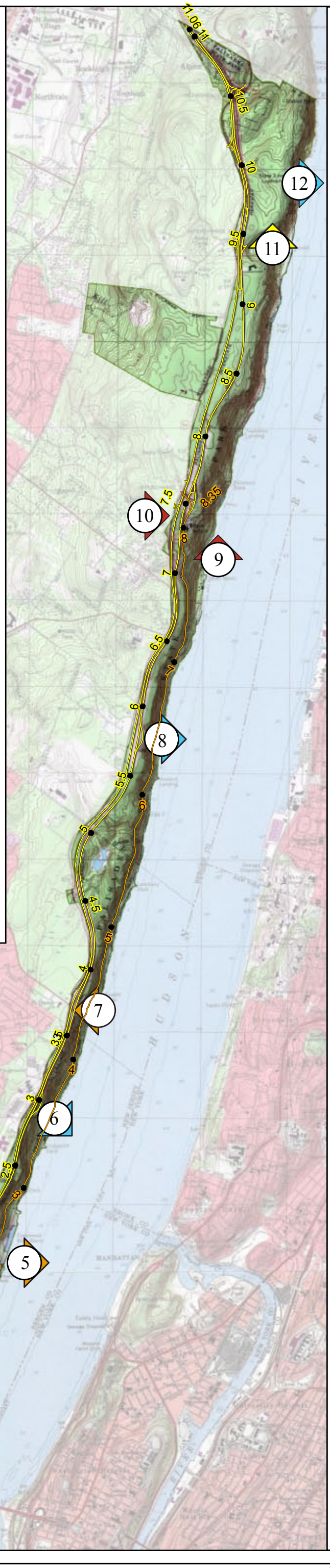
### Henry Hudson Drive (HHD):

- Fort Lee Entrance to the Palisades Interstate Park to the Ross Dock Picnic Area (closest and most vivid views of the GW Bridge)
- Ross Dock Picnic Area to the Englewood Boat Basin to the hairpin curve (scattered waterfalls, great views of the Hudson River, George Washington Bridge and Manhattan)
- Hairpin curve to the Park Headquarters (dramatic changes in elevation, views of the riverfront)

### Legend:

- Palisades Interstate Parkway (PIP)
- Henry Hudson Drive (HHD)
- 1 Photo Locations / Views
- Steep slope / Palisades cliffs
- Lakes, Rivers, Streams, Ponds
- Palisades Interstate Park
- 3 Milepost

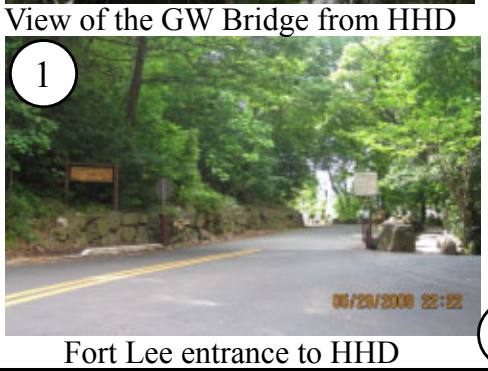
Note: Base map taken from USGS quadrant maps





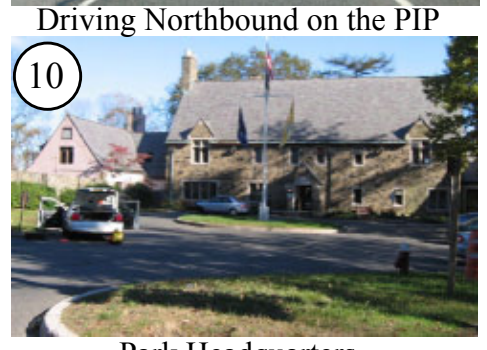
3
View from Ross Dock Picnic Area

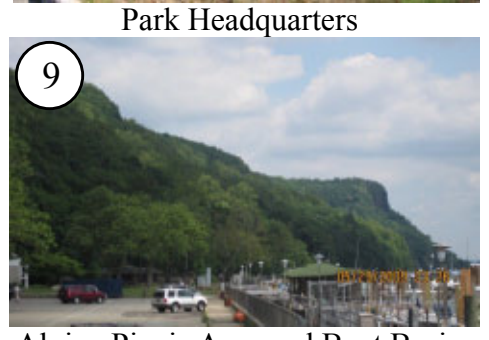

2
View of the GW Bridge from HHD

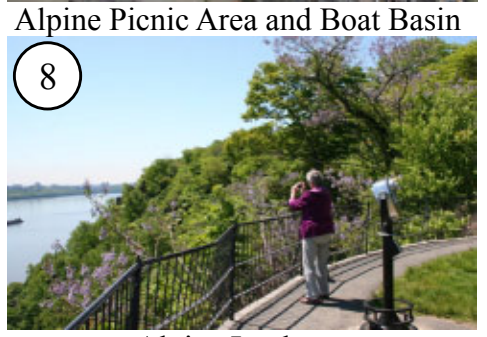

1
Fort Lee entrance to HHD

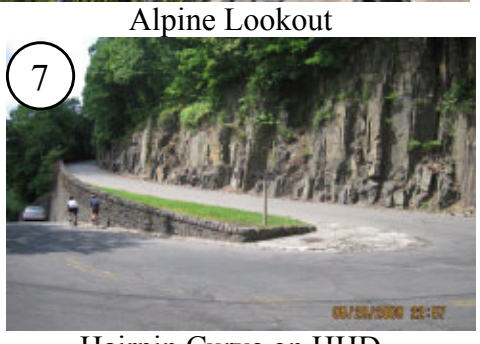

12
State Line Lookout


11
Driving Northbound on the PIP


10
Park Headquarters


9
Alpine Picnic Area and Boat Basin


8
Alpine Lookout


7
Hairpin Curve on HHD


6
Rockefeller Lookout


5
Englewood Boat Basin


4
Northbound Service Station

### *Methodology*

The surveys were conducted by the project team for both north and southbound directions of the Palisades Interstate Parkway and Henry Hudson Drive. In conducting the surveys, the byway was divided by "segments" or "character areas." Three distinct "character areas" were defined by the project team for the Palisades Interstate Parkway (PIP) and the Henry Hudson Drive (HHD) and are noted below. In the end, each character area was given a rating based on the characteristics of the features present and the Byway received an overall rating.

### *Character Areas and Length (South to North)*

**Palisades Interstate Parkway (PIP)**

1. PIP entrance from the George Washington Bridge to the northbound service station
   ~1.5 miles
2. Northbound service station to the New York State Line
   ~7.5 miles
3. Lookout areas: Rockefeller, Alpine and State Line

**Henry Hudson Drive (HHD)**

1. Fort Lee entrance to the Palisades Interstate Park to the Ross Dock Picnic Area
   ~0.8 miles
2. Ross Dock Picnic Area to "hairpin" curve on Dyckman Ferry Road
   ~2.5 miles
3. "Hairpin" curve on Dyckman Ferry Road to Alpine entrance to the PIPC Headquarters
   ~5 miles

### *Summary of Observations and Findings*

The Palisades Interstate Parkway is a limited access roadway comprised of 4 lanes (2 north/2 south), a center median (landscaped and wooded) and no shoulder lanes. The speed limit is 50 mph throughout. There are four exits with short entry/exit lanes along both the sides of the parkway. Three lookout areas can be accessed from the northbound Palisades Interstate Parkway and two from the southbound parkway.

The general topography of the area is characterized by rolling terrain with wooded buffers bounding both the eastern and western side of the roadway. The alignment of the roadway conforms to the natural landscape. The median between the northbound and southbound lanes has three landscape treatments along the length of the PIP in New Jersey. The southern section of the PIP (miles 0-1.5) has a precast stone wall with metal guide rails and a grass median. A densely vegetated median with trees and shrubs, stone walls and rolling topography characterize much of the PIP (miles 1.5-10). The northern section of the PIP (miles 10-12) has a grass median with adjacent lanes within sight. The vegetated sides of the roadway blend with the surrounding topography.

The Palisades Interstate Parkway is characterized by serpentine alignment through woodlands and meadows, with seasonally changing views of flowering trees and shrubs, rich autumn hues, and drifting snow. Three overlooks are located at the edge of the towering Palisades with dramatic views of the Hudson River, George Washington Bridge, Yonkers and the Palisades cliffs.

The visual quality of the PIP is high throughout the entire corridor but is decreased within the southernmost portion because of development adjacent to the Parkway. Lookout areas (PIP character area #3) of the Palisades Interstate Parkway offer the most significant views of the Hudson River, the George Washington Bridge and New York along the parkway and scored highest in the physical and visual rating. The entire length of Henry Hudson Drive also offers outstanding views of the Hudson and provides access to historic sites and recreational areas along the river. The area between the entrance to the Palisades Interstate Park and the Ross Dock Picnic Area (HHD character area #1) scored the highest on the physical and visual rating for Henry Hudson Drive because of the panoramic views of the George Washington Bridge and NYC skyline that are visible from this section.

## DEVELOPMENT ASSESSMENT AND INSTITUTIONAL SURVEY

A requirement of the New Jersey State Scenic Byways program is to review current land use conditions, policies and protections within the parkway corridor and in adjacent communities to assess potential threats and identify opportunities to improve the natural and scenic character of the corridor. This process included a review of county and municipal master plans, open space and recreation plans, and an Institutional Survey of relevant stakeholders, including the Palisades Interstate Park Commission (PIPC), adjacent municipalities, and Bergen County. The Appendix includes responses to the Institutional Survey.

The entirety of the designated scenic byway is owned by the Palisades Interstate Park Commission and is contained within Palisades Interstate Park. PIPC holds development rights on many adjacent parcels such as long-term leases, options to purchase, reverter clauses, and deed restrictions, which generally prohibit development that may encroach on the natural and scenic character of the park and parkway corridor. In addition, as mentioned above, the parkway corridor and related features are protected through state and federal historic designations.

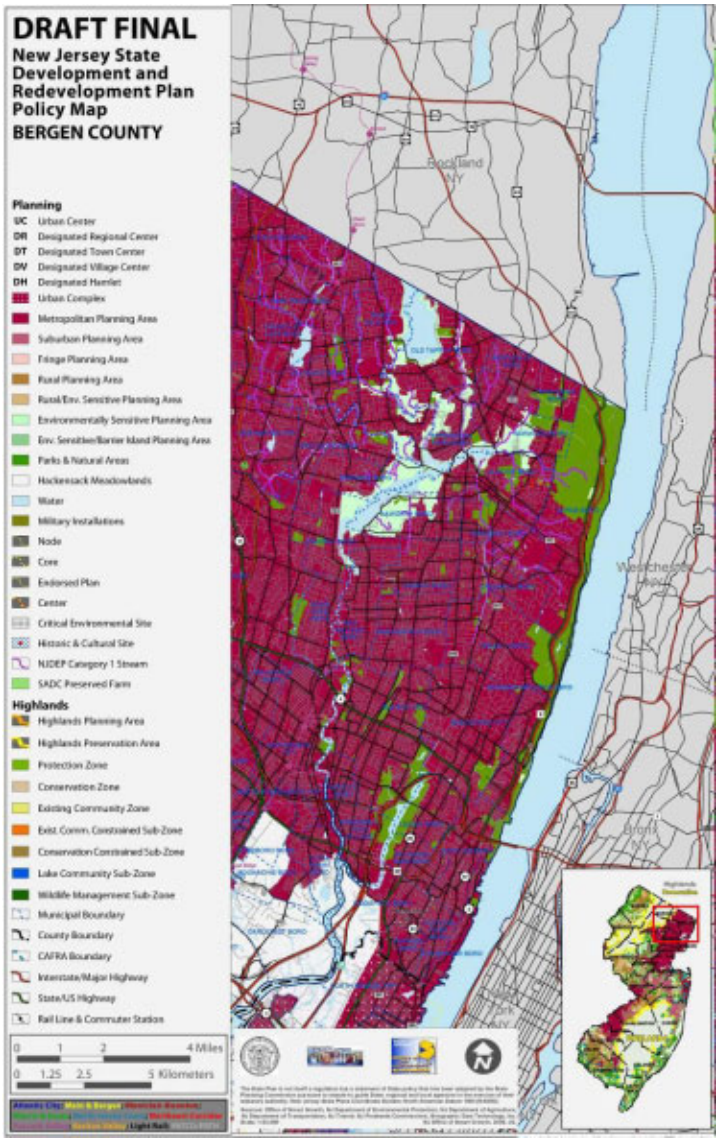
Although the corridor is afforded protection at the federal and state level within Palisades Interstate Park, development to the west of the parkway falls under county and/or municipal jurisdiction, and is subject to local land use regulations. Bergen County requires that development on county roads or drainage systems undergo site plan and subdivision review, which generally works to mitigate the impact of development near steep slopes and environmentally sensitive areas such as the Palisades. Many roads adjacent to the Palisades Interstate Parkway are classified as county roads (i.e., River Road in Edgewater, Hudson Terrace in Fort Lee) and therefore any development along these roads is subject to the Bergen County review process.

### *Corridor Assessment*

Land use adjacent to the parkway can be generally described as low-density at the northern half of the New Jersey section and high-density/urban in the southern half.

The northern half includes the boroughs of Alpine and Tenafly. Alpine zoning regulations support large-lot, single-family residential development. Just south of Alpine, the Borough of Tenafly maintains most of the land adjacent to the parkway as open space. This area contains the Tenafly Nature Center, which is preserved under the New Jersey Department of Environmental Protection's Green Acres Program. To further protect the area, the Borough of Tenafly recently adopted an ordinance designating its section of the PIP as a local historic landmark.

Throughout the northern section, Route 9W acts as a buffer between the Palisades Interstate Parkway and adjacent neighborhoods. Alpine's zoning code specifies a buffer zone, extending 200 feet west along the length of Route 9W to protect the natural and scenic corridor along the roadway. Land use within this zone is generally limited to private or public conservation use. In addition, the Borough of Tenafly's 2005 Master Plan Reexamination Report mentions the possibility of creating a scenic roadway corridor along Route 9W to further protect this environmentally sensitive area.




The southern half of the byway runs through the Boroughs of Englewood Cliffs, Edgewater and Fort Lee. Within Englewood Cliffs, land adjacent to Palisades Interstate Parkway and Route 9W is zoned for limited business and single-family residential. Corporate offices, including those for Unilever and Whole Foods are located along Sylvan Boulevard (Route 9W). Land use in Fort Lee and Edgewater is predominantly mid to high-rise residential with pockets of commercial and mixed-use. Though Hudson Terrace, which is a county road, acts as a buffer for the parkway at this point, there is generally little to no visual screening of adjacent development through this section.

A cursory review of municipal and county planning documents reveals there is little discussion of limiting adjacent development or measures to protect the natural and scenic quality of the parkway

through Fort Lee and Edgewater. In addition, the New Jersey State Development and Redevelopment Draft Final Plan prepared by the New Jersey Office of Smart Growth, which provides a vision for future land use throughout the state, generally classifies this area as PA1, "Metropolitan Planning Area." This category is targeted for redevelopment and growth in compact forms.

***Recommended Strategies***

As discussed above, development pressures adjacent to the southern half of the New Jersey Palisades are a potential threat to the scenic character of the parkway. Possible strategies to mitigate the impact of development and protect the "visual integrity" of this natural corridor are suggested below.

Creation of an overlay district is a powerful method for preserving the scenic quality of the roadway without altering the underlying use of the land. Any new development within this zone would be subject to standards that will work to mitigate negative impacts on the scenic character of the corridor. A few examples of standards that can be applied include:

- *Lighting ordinances* to control "light pollution" from nearby development, which detracts from the park's natural environment.

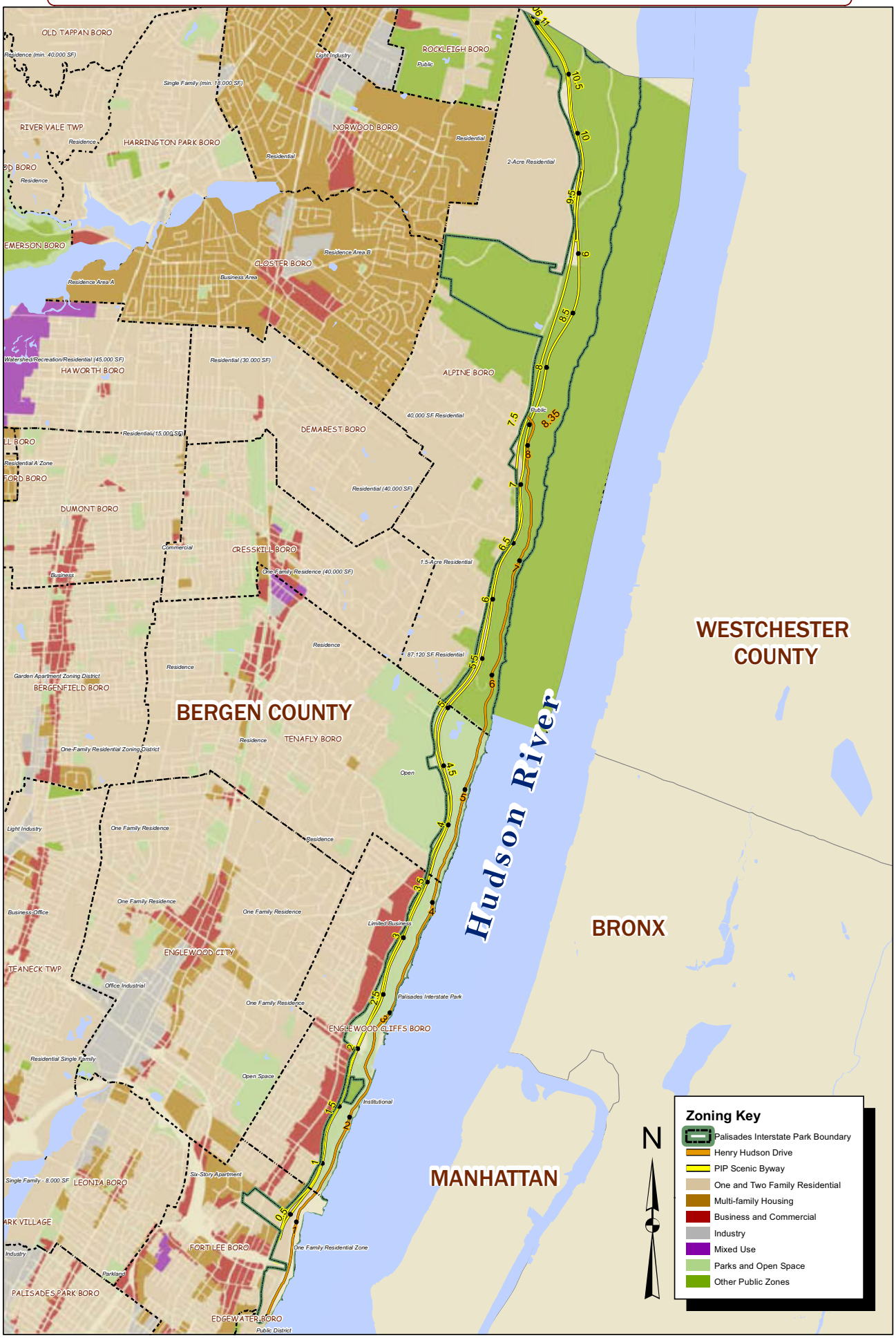
  The PIPC should also adopt policies and standards to minimize light pollution within the park and along the parkway. For example, over lighting from gas stations along the parkway can be addressed through the use of light fixtures designed to direct light downward.

- *Building standards* including height, mass, siting and materials. Standards, particularly limits on height and location of residential buildings, will protect the corridor from further visual intrusions.

> *"The integrity of the park warrants highest priority. Integrity is an abstraction that suffers when forced to compete with profitable and worthy projects….The future defense of the park should be tied to a more broadly-shared competence in visual literacy, an acute sense of place that is recognized as a depletable resource and preserved in specific views. A sense of visual integrity should become integrated into local planning"* – ***Palisades Interstate Park Commission, Second Century Plan 1990.***

- *Landscape requirements* to create buffers between the parkway and adjacent development. Developers would be required to offset the impact of any new development near the parkway corridor with green buffers and other creative landscaping solutions.

# PALISADES INTERSTATE PARKWAY: AREA ZONING




Note: GIS Data obtained through NY-NJ TRAILS CONFERENCE, BERGEN COUNTY, NJDOT & NJDEP GIS websites.

# Chapter Three: History of the Palisades Interstate Parkway and Henry Hudson Drive


State Line Lookout


Henry Hudson Drive


Carpenter Beach


Henry Hudson Drive


Palisades Interstate Parkway

# CHAPTER 3: HISTORY OF THE PALISADES INTERSTATE PARKWAY AND HENRY HUDSON DRIVE

## INTRODUCTION

This chapter establishes the historical significance and context of the byway corridor and also suggests the interpretive themes outlined in Chapter 4. To appreciate the byway's regional and national significance, it is important to understand the historical context of their design and construction.[1] The Palisades Interstate Parkway and Henry Hudson Drive are representative of America's changing perspectives on transportation in the 20th century, influenced by our evolving relationship with the automobile. The origins of the conservation movement, the rise of pleasure driving, impacts of the Great Depression and World War II, and the expansion of suburban development and the transportation network are some of the stories that this scenic byway can relay.

The sections that follow introduce the innovations, precedents, personalities and movements that directly influenced the design and construction of the Henry Hudson Drive and Palisades Interstate Parkway. The timeline exhibit outlines some of the milestones in the development of the Palisades Interstate Parkway and Henry Hudson Drive, citing notable historical events from the founding of the Park Commission to Scenic Byway designations.

"The Palisades Interstate Park is a beautiful, living documentation that conservation is best served when it is everybody's business and everybody's responsibility…just as its fruits should be for everybody's enjoyment." Laurance S. Rockefeller, 1959

Photo courtesy of Paul Daniel Marriott

[1] The history presented in this chapter was prepared by Paul Daniel Marriott, a nationally recognized Historic and Scenic Road Preservation Planner, and is based on a review of historic documents including selected Palisades Interstate Park Commission's Annual Reports from 1931 to 1959 and the 1998 National Register nomination for the PIP, prepared by Kath LaFrank and Susan Smith.

# HISTORY OF THE PALISADES INTERSTATE PARKWAY AND HENRY HUDSON DRIVE

**1887** — John D. Sherwood suggests to NJ state officials that a park be created along 3 miles of the Hudson River along the Palisades front in his book *Suggestions and Estimates Respecting the Proposed Palisades State Park at Englewood.*

**1900** — Palisades Interstate Park Commission (PIPC) established as an act by New Jersey and New York state legislatures to protect the cliffs from further stone quarry development.

**1910** — Appropriations bills passed in New Jersey and New York legislatures to establish the "driveway" now known as "Henry Hudson Drive."

**1916** — Construction and completion of the first and second sections of Henry Hudson Drive.

**1927** — A new road, running west of the Palisades north to Alpine, incorporates NY 3 and NJ 18 to become the interstate route U.S. Route 9W

**1928** — The Regional Plan, a survey and planning study for the NYC metropolitan area, recommends a parkway to connect Bergen and Passaic County communities with the Palisades Interstate Park at Bear Mountain. This proposed "Palisades" parkway would extend from Fort Lee approximately twelve miles north along the crest of the cliffs of the Palisades.

**1929** — On April 30, the Women's Federation Monument is erected

**1931** — On October 24th, the George Washington Bridge opens to traffic for the first time.

**1932** — John Rockefeller, Jr. buys many of the estates that line the top of the Palisades cliffs and agrees to donate the properties to the PIPC if they establish a preserve for the public, and demolish the buildings for an unobstructed view from the river

**1934** — PIPC's chief engineer William A. Welch and Flavel Shurtleff, presents their paper commonly referred to as "Welch's Parkway Plan" that outlines a route for a parkway along the top of the Palisades, a design concept and a strategy for accomplishing the project as the culmination of their survey work begun in 1929.

**1944** — All beaches are closed due to pollution and drops in attendance caused by gasoline rationing and a war-related economy during World War II.

**1945** — New Jersey appropriates funds to prepare plans and specs for its section of the parkway.

**1947** — New Jersey's Governor Alfred Driscoll signed the bill placing the Palisades Interstate Parkway on the state's highway system.

**1951** — The New Jersey Highway Commission begins construction work on the parkway with a demonstration mile from Palisade Avenue in Englewood Cliffs extending north.

**1955** — Designation of Rockefeller Lookout along the northbound Palisades Interstate Parkway in Englewood Cliffs

**1957** — On June 22, the NJ & NY sections of the parkway were physically linked with the opening from the Alpine Approach Road in New Jersey to Rt. 303 in New York.

**1998** — Palisades Interstate Parkway is placed on the National Register of Historic Place Listings.

**1985** — NY section was designated by the State in 1983.

**2005** — NJ section of the Palisades Interstate Parkway is designated as a Scenic Byway through state legislation.

## INFLUENTIAL HIGHWAY DESIGN AND TRANSPORTATION MOVEMENTS

The Henry Hudson Drive and Palisades Interstate Parkway are significant accomplishments in highway design, landscape architecture and scenic conservation. The two roads represent a highpoint of the art and science of highway design in the twentieth century, and were shaped by larger national, state, regional and metropolitan movements addressing automobile travel. To fully appreciate the significance of these two historic roads, it is necessary to understand the larger historic period in which they were planned and constructed and how these movements shaped and influenced the specific history of Palisades Interstate Park.

*One of the first scenic roads ever constructed in the United States (c. 1824) took travelers in carriages for a precipitous drive 3,000 feet above the Hudson River to Catskill Mountain House.*

### PLEASURE DRIVING

Scenic carriage drives constructed in the nineteenth century marked the start of the American embrace of pleasure driving. For the first time, roads were constructed for no other purpose than the provision of scenic views and attractive prospects. Andrew Jackson Downing, the first great American landscape designer and a cultivator of taste among the emerging wealthy classes, wrote on the necessary design principles and components of carriage drives in his influential book *A Treatise on the Theory and Practice of Landscape Gardening*, published in 1841. Downing's style, valuing highly unique landscape features, and views and vistas, sculpted the landscape with a keen eye to the visitor's experience. Carefully showcasing a view required carefully staging the approach to a particular vantage point—thus circulation within the landscape was key.

Andrew Jackson Downing wrote extensively on the design and layout of pleasure drives as an integral part of landscape design and appreciation.

> The *Drive* is a variety of road rarely seen among us, yet which may be made a very agreeable feature…. It generally commences where the approach terminates, viz. near the house: and from thence, proceeds in the same easy curvilinear manner through various parts of the grounds, farm or estate. Sometimes it sweeps through the pleasure grounds, and returns along the very beach of the river, beneath the fine overhanging foliage of its projecting bank; sometimes it proceeds towards some favorite point of view, or interesting spot on the landscape; or at others it leaves the lawn and traverses the farm, giving the proprietor an opportunity to examine his crops, or exhibit his agricultural resources to his friends.[2]

Downing, a resident of Newburgh, New York was familiar with the landscape and character of the Hudson Valley and was instrumental in bringing Calvert Vaux, an English architect, to the United States. It would be Vaux and Frederick Law Olmsted who would advance the design and technology of the carriage drives of Central Park.

[2] Downing, *A Treatise on the Theory and Practice of Landscape Gardening*, pp. 341-342.

### *Central Park's Carriage Drives*

Not surprisingly, carriage roads were a significant feature of the design for Central Park in New York City. Here Frederick Law Olmsted and Calvert Vaux continued the tradition of curvilinear alignments and romantic views, but also introduced sophisticated engineering principles in vertical alignment that allowed the carriage roads to pass over and under the park's pedestrian paths and bridle trails to minimize intersections of conflicting interests and activities—allowing the maximum enjoyment of the landscape by each user group.

*Central Park's well-designed and engineered roads established a strong relationship between landscape architecture and civil engineering in roadway design.*

In addition to the sophisticated and elegant alignment of the carriage roads, Olmsted and Vaux imported the latest technology in road building—constructing the roads in the Telford method from England (the Telford method would later be utilized on the Henry Hudson Drive). Work on paving the roads commenced in 1869.

> Roads of binding gravel are always excellent—better for pleasure-driving than any other—so long as their foundation is firm and unyielding. Ordinarily, however, the earth below works up every Spring [sic], and the whole road becomes soft and rutty. It is very commonly attempted on private grounds to provide against this by laying a stratum of stone under the gravel, which, if the road is much used, serves only to increase the evil, for the gravel stone sinking through the clay more readily than the larger stone, the latter, in obedience to a well-known law, work to the surface. There is one method of using large stones, however, which was first practiced [sic] by Telford on the Holyhead road, and which supplies a perfectly unyielding road foundation.[3]

Olmsted and Vaux's attention to the construction technology was important to their desired success of the carriage roads in the park. Most roads in the United States during this period were in poor condition. The few paved roads were generally in urban settings and in varying degrees of repair—most, including the cobbled streets of many cities were wholly inappropriate for a relaxing or pleasurable drive due to their rough surfaces. The concept of pleasure driving was wholly dependent on the provision of a smooth surface over which to travel. Pleasure drives represent some of our earliest efforts at sophisticated engineering design and materials technology through advancements in surface treatments.

[3] Charles Beveridge, ed., *The Papers of Frederick Law Olmsted, Volume III: Creating Central Park,* (Baltimore: The Johns Hopkins University Press, 1983) p. 155.

These landscape and engineering innovations at Central Park would lay the foundation for twentieth-century highway design as expressed in the Henry Hudson Drive and the later the Palisades Interstate Parkway. Before this could happen, however, the democratization of individual travel, first through the bicycle and soon after the mass-produced automobile, would need to occur—raising a national rallying call from the general populace for good roads.

## GOOD ROADS

The pneumatic tire bicycle, invented in 1885, was heralded as both a practical and economical form of individual transportation and as a leisure activity. The bicycle's one disadvantage was the need for hard surface roads on which to travel. The muddy rutted rural roads and few long distance routes such as the Boston Post Road, connecting Boston and New York and the Old King's Highway in New Jersey, were incompatible for this new machine. Many city streets remained unpaved and some pavements, such as cobblestone, were wholly inappropriate for bicyclists. The number of smooth hard-surfaced brick, wood or asphalt block roads, or well-constructed macadam roads, was few and far between. It wouldn't be until the 1910s that many cities would begin seeing public roads paved with Portland-cement concrete—ushering in the modern pavement era.

The League of American Wheelmen, a bicycle organization, began advocating in the 1890's for a national network of hard-surfaced roads. In 1892 the League, under the leadership of New York City civil engineer I. B. Potter, launched a magazine titled *Good Roads* to influence favorable public opinion regarding the benefits of such a system. Owners of the new-fangled horseless carriage and farmers seeing the benefits of Rural Free Delivery[4] would soon join in the cry for good roads. Also joining the call were the growing numbers of nature-lovers, conservationists, tourists and sightseers who were taking to the open road. In fact, the recreation and leisure users were quickly becoming one of the most active voices demanding these improvements.

Until this period the justification for building most roads was either economic or military. The introduction of the bicycle and later the automobile, occurring almost simultaneously with a new awareness for conservation and the first National Parks, was spurring Americans to take to the road and explore the countryside and wilderness.[5] Only twenty years earlier, in 1872, Yellowstone had been designated as the first National Park. In 1885 New York established the Niagara Falls Reservation and the Adirondack Forest Preserve. During this same period, in New Jersey, the first efforts calling for the protection of the Hudson River Palisades from devastating quarrying operations began in 1887. In 1900 the Palisades Interstate Park Commission (PIPC) was established.

To promote the idea of Good Roads, the newly established Office of Road Inquiry (ORI) at the U.S. Department of Agriculture sponsored the construction of "demonstration miles" of modern highways known as "object lesson" roads. In 1897, the first object lesson road in the United States

[4] Rural Free Delivery (RFD) was introduced by the U.S. Post Office in 1896—prior to RFD farmers had to travel to the post office in town or contract with a private carrier to have mail delivered.

[5] Other noteworthy accomplishments include Yosemite National Park, designated in 1890. In 1891the Forest Reserve Act was established—allowing the president to designate protected public reservations on federal lands. The Sierra Club was founded in 1892. The National Park Service was established in 1916.

was constructed in New Jersey near the New Jersey Agricultural College and Experiment Station in New Brunswick. The project, costing $321, funded a six-inch trap rock macadam road eight feet wide and 660 feet long between New Brunswick and the college farm.[6]

After the successful New Jersey experiment, the ORI road building equipment was moved to Geneva, New York where a 1.5 mile road was constructed linking the New York Agricultural Experiment Station to the City of Geneva. The road cost $9,046 and was funded, in part, by the Town of Geneva and private individuals who believed in the economic and social benefits of good roads.[7] As hoped, the demonstration roads introduced hundreds of New Jersey and New York county road officials to the speed and comfort of modern paved highways.

### *Transcontinental Highways*

The most vocal advocates for the Good Roads Movement were not just arguing for some abstract need for better roads, but were promoters and financiers with plans for specific highways. One of the most noteworthy was Carl G. Fisher. An advocate of the automobile and its potential, Fisher, who made his fortune manufacturing Presto-Lite compressed carbide-gas headlights for early autos and established the Indianapolis 500 at his Indianapolis Motor Speedway in 1911, proposed the "Coast-to-Coast Rock Highway"—an improved road from New York City to San Francisco—in 1912. Henry B. Joy, president of the Packard Motor Car Company, suggested naming the highway for Abraham Lincoln. With Joy's financial and political backing, the Lincoln Highway Association was formed in 1913—the exact route of the highway would be announced after much anticipation and to great fanfare on September 14th.

The nation's first transcontinental highway, the Lincoln Highway began at Times Square in New York City where it headed down 42nd Street for the ferry across the Hudson River to Jersey City, then across the Garden State to Trenton and the Delaware River, and continuing, via points west, ultimately to San Francisco.

To promote the Lincoln Highway "seedling miles" were constructed to introduce the public to Good Roads. Much like the object lesson roads of the ORI, the seedling, or demonstration miles, were a sound investment in public opinion and advocacy.

The race across the nation was on, and New Jersey, with its favorable geographic location and prosperous factories and farms, was the preferred route for many of these early highways. The Pike's Peak Ocean-to-Ocean Highway (1910, New York to Los Angeles) and the National Old Trails Highway (1913, New York and Washington, DC to Los Angeles) used New York City as their eastern terminus—though the routes quickly left for the Hudson River ferries and headed south through New Jersey for Philadelphia and points west.

[6] *America's Highways, 1776-1976*, pp. 45-46.
[7] *America's Highways, 1776-1976*, p. 44.

By 1924 there were over 250 named highways crisscrossing the United States.[8] Each with different identification markers, safety warnings and operating under an uncoordinated network of state and local policies for speed and vehicle registration, the system was rapidly becoming a transcontinental quagmire.

***Providing Order***

The first state highway departments were established in Massachusetts in 1893 and New Jersey in 1894. New York was fifth in the nation, establishing the New York State Highway Commission in 1898. The origins of the New Jersey Department of Transportation can be traced to the first state-aid bill for road construction, the New Jersey State-Aid Act, which became law April 14, 1891. This milestone in U.S. transportation history transferred the primary responsibility for highway construction and maintenance from local municipalities and townships to the counties and State of New Jersey.

In 1916 the Federal Aid Road Act was passed by the U.S. Congress to provide funding for highway construction on the condition that each state establish a highway department and meet engineering standards approved by the new federal Bureau of Public Roads. With an already established highway department, New Jersey was poised to access the new federal funding program.

As the early goals of the Good Roads Movement became the reality of a growing all-weather nationwide network of highways, it became increasingly clear that order and consistency for safety and traffic control were sadly lacking. Each state and locale built roads to its own standards, and perhaps, more importantly, developed its own homegrown standards for providing directions and warnings. Drivers at best were confused; and at worst, and of far more concern, represented by the rapidly growing fatalities on the nation's highways.

Many states began establishing regulations and policies to better coordinate and manage the development and use of their roadways and vehicle use. New York, for example, was the first state to require the registration of motor vehicles in 1901. New Jersey, however, did not have reciprocity with New York, so New Yorkers with summer homes in New Jersey were required to register their cars in *both* states.[9] Other states quickly adopted their own highway and vehicle laws and policies. There was the need for a national voice.

In 1914, the American Association of State Highway Officials (AASHO; today known as AASHTO, the American Association of State Highway and Transportation Officials) was founded to promote national Good Roads legislation and provide a vehicle for communication among the emerging state highway departments.

At AASHO's request, the U.S. Secretary of Transportation appointed the Joint Board on Interstate Highways on March 25, 1925. He asked them to "undertake immediately the selection and designation of a comprehensive system of through interstate routes, and to devise a comprehensive

[8] *America's Highways, 1776-1976*, p. 109.
[9] *America's Highways, 1776-1976*, p. 57.

and uniform scheme for designating such routes in such manner as to give them a conspicuous place among the highways of the country as roads of interstate and national significance."

It is from this directive that the U.S. highway system was adopted in 1926. To avoid the confusion of named roads and route markings, all national routes would be numbered in an orderly fashion. Even number routes would run east-west with the lowest number routes in the North. Odd number routes would run north-south with the lowest number routes in the East. Today's familiar black-and-white U.S. Route shield was designed to demarcate the initial national highway network of 96,626 miles. Under this system, the nation was bracketed by U.S. Route 1 along the Atlantic coast and U.S. Route 101 along the Pacific—with interim routes running logically in ascending numerical order across the nation. Route numbers ending in "1" were reserved for long-distance north-south routes, and routes ending in "0" were reserved for the significant east-west highways—in New Jersey, for example, U.S. Route 30, running from Atlantic City to Astoria, Oregon and U.S. Route 40, also beginning in Atlantic City and terminating in San Francisco.

## SCENIC ROADS AND PARKWAYS

Beyond the enormous task of developing a network of paved, all-weather roads, many also saw the new automobile and investment in highway construction as an opportunity to provide access to areas of scenic beauty and recreation. The automobile provided, for the first time, affordable individual and independent transportation for the middle classes. Families, once dependent on train schedules and established destinations, were free to pile in the car and set their own destinations and itineraries. Planners, landscape architects and park managers responded to this new-found-freedom by promoting and building beautifully designed scenic roads and parkways showcasing the natural beauty and wonders of the nation.

*During the second half of the nineteenth century a number of scenic parkways and drives were constructed in New York City, such as Riverside Drive, shown here in the early twentieth century. Note the fine view of the New Jersey Palisades.*

### *Bronx River Parkway*

The Bronx River Parkway in Westchester County, New York established many of the design principles for scenic roads and would usher in the modern era with many engineering and safety innovations. Planned and constructed between 1907 and 1923, the parkway would introduce the motoring public to such safety features as separated-grade interchanges, a grassy median between opposing traffic lanes (in some areas), the first large scale installation of roadway lighting outside of an urban area and the concept of limited-access. Equally impressive was the parkway's serpentine alignment through the Bronx River valley.

*Traffic is shown along a newly completed section of the Bronx River Parkway, Bronx Borough – New York City*

The valley, by the end of the nineteenth century badly polluted and crammed with commercial and industrial complexes, was reclaimed and restored as a picturesque landscape complete with woodlands, meadows and meandering paths—all alongside the newly clear waters of the Bronx River. Billboards, viewed by many as the modern menace, were prohibited. The enormity of the project and its successful adaptation to of the modern automobile inspired a parkway movement and lured curious engineers and landscape architects from as far as California and Germany to study the parkway's design. As a result, Germany's Autobahns, New York's Taconic State Parkway, Connecticut's Merritt Parkway, New Jersey's Garden State Parkway and the Cabrillo and Arroyo Seco Parkways in California along with many others, would draw a direct lineage to the innovations of the Bronx River Parkway.

### *Other Metropolitan Parkways*

After the success of the Bronx River Parkway, Westchester County embarked on the design and construction of a comprehensive park and parkway network. Parkways would link units of the newly authorized Westchester County Park Commission. Between 1923 and 1933 Westchester County constructed the Saw Mill River, Hutchinson River, Briarcliff-Peekskill and Cross-County Parkways. Soon the entire metropolitan area was constructing beautiful and modern parkways.

The Taconic State Parkway, constructed in the 1930's, extended the park and parkway corridor of the Bronx River Parkway northward via a sinuous scenic route through the countryside east of the Hudson River toward Albany. The Henry Hudson Parkway in New York City (not to be confused with the Henry Hudson Drive in New Jersey) opened in 1937; in Connecticut, the Merritt Parkway opened in 1940. Across the Hudson River, the Palisades Interstate Parkway, running along the top of the palisades, was constructed in New Jersey and New York between 1947 and 1958. The Garden State Parkway was constructed between 1946 and 1957. On Long Island, the New York Department of Public Works and the State Park Commission built the Southern State and Northern State Parkways. Combined, the parkways of New Jersey, New York and Connecticut represent the largest metropolitan parkway system in the United States.

During the same period scenic and park roads accommodating lower traffic volumes, like the Henry Hudson Drive, were opening areas of extraordinary beauty to the motoring public.

### *Columbia River Highway*

Of all the highways constructed during the Good Roads era, none could compare to the sublime Columbia River Highway in Oregon. Modeled on the Axenstrasse scenic road overlooking Lake

Lucerne in Switzerland, the 74-mile Columbia River Highway was promoted by Good Roads advocate and entrepreneur Samuel Hill. Constructed between 1913 and 1922, it earned the nickname "King of Roads," and was widely studied by highway engineers and landscape architects for its exceptional design qualities. The design of the two-lane road through the Columbia River Gorge was guided by landscape architect Samuel Lancaster who used elegant concrete bridges, stone parapet walls, and rustic tunnels to negotiate the towering basalt cliffs, ravines and spectacular waterfalls of the area, while maintaining a maximum grade of five percent.

***Storm King Highway***

Storm King Highway, New York State Route 218, opened to traffic in 1922. Constructed principally to complete a gap in the highway network, the road across the granite face of Storm King Mountain was an engineering and political challenge. Opponents of the project argued it would destroy the rugged mountain face and scar the valley, while others envisioned it as a magnificent scenic touring route. Dr. Edward Partridge, an advocate for the road and a member of the Palisades Interstate Park Commission, argued that motorists would enjoy a scenic highway of "spectacular interest" through the Hudson Highlands. He contrasted the highway to the Albany Post Road across the Hudson River that he said was too far back in the hills to offer any scenic views. "As far as the view is concerned," he noted regarding the Albany Post Road, "the traveler might be a hundred miles from the river."[10] Whether due to the views or the engineering accomplishment, the highway opened to a "rush of automobilists who wished to ride over the fine boulevard"[11] enjoying the spectacular views beyond the rustic stone walls. The route was short-lived as an important link in the Hudson Valley, being replaced by U.S. Route 9W within a few years.

The Storm King Highway was often referenced during the period as a component of a larger Henry Hudson Drive—a scenic route from Fort Lee to Albany along the Hudson River. Early references identify the Storm King Highway and Henry Hudson Drive in the Palisades Interstate Park as segments of this larger highway concept.

> State Controller Travis announced yesterday that the Henry Hudson Drive, a direct-to-Albany highway along the west side of the Hudson is fast approaching completion. The roadway is one of the finest and most costly examples of highway engineering undertaken in recent years, and at one point near Strom King Mountain, where solid rock had to be cut through, the road cost $200,000 a mile.[12]

George W. Perkins, president of the PIPC, noted the important association of the Henry Hudson Drive with Storm King Highway:

> "The ultimate plan," said Mr. Perkins yesterday, "is to construct a drive from Englewood along the cliffs to Alpine. When it is finished, in conjunction with the new Storm King Road, there will be a complete route on the west side of the Hudson from the park entrance to Albany." The Storm King Road is one of the greatest road engineering works in the country. It is being built by the State in cooperation with private gifts obtained by the Park Commission."[13]

[10] Frances F. Dunwell, *The Hudson River Highlands*, (New York: Columbia University Press, 1991) p. 179.
[11] "Storm King Highway Open," *New York Times*, September 25, 1922.
[12] "Hudson Drive to Open Soon," *New York Times*, September 8, 1918.
[13] "Work on Hudson Drive," *New York Times*, June 27, 1919.

Not far from the Storm King Highway, the George W. Perkins Memorial Drive in Bear Mountain State Park, named for the first president of the Palisades Interstate Park Commission, was designed specifically for scenic driving. The winding drive, dedicated on October 31st 1934 by President Roosevelt, ran a sinuous course to the rustic Perkins Memorial Tower where visitors could enjoy a panoramic view of the Hudson Valley. Perkins Memorial Drive opened two years after the first designed road in a National Park opened to the public.

## NATIONAL PARK ROADS

The first discussions to allow motorcars in the National Parks were politically charged and highly controversial. Stephen Mather, the first director of the National Park Service, personally guided the layout and design of the first park automobile road, the Going-to-the-Sun Road at Glacier National Park. Mather knew that roads in national parks would need to uphold the highest standards for aesthetic design and scenic beauty—the Going-to-the-Sun Road, completed in 1932, offered 52 miles of exceptional design serving as a role model for future park roads.

### *The Rockefeller Family Commitment*

John D. Rockefeller, Jr. had deep personal commitment to park roads in the new national parks. His father, John D. Rockefeller, Sr. had been an avid builder of scenic carriage drives at the family estates in Ohio and the Hudson Valley. As a result, John D. Rockefeller, Jr. had a keen attention to road details and construction that went beyond general support for a concept such as "scenic beauty" to a deeply personal understanding of the complex components of a road in the landscape—including the impact of the everyday and mundane on sublime landscapes. In 1924 John D. Rockefeller, Jr. took his three oldest sons to Taos and Mesa Verde, Yellowstone, and Glacier National Parks. At Yellowstone his middle son, Laurance Rockefeller, met Horace Albright, the superintendent of the park. During this visit he took his personal interest, wealth and friendship with Horace Albright and turned it into a philosophy for highway design still used by the National Park Service.

> There was just one thing in the Park (Yellowstone) which marred my enjoyment of the wonderful region, and I have wondered if I might be helpful to the Park administration in improving that situation. I refer to the vast quantities of down timber and stumps which line the roadsides so frequently throughout the Park. Of course I realize that this dead material comes in part from the roadway itself, having been thrown out when the road was cut through, and also that it is due to some extent to the character of the forests which is such as to cause many trees constantly to die and fall. I know also from personal experience that it is costly to cut up and burn dead timber, down as well as standing.
>
> It seems to me, however, that if the accumulation of dead trees and stumps alongside of the roads to a width of from fifty to a hundred feet from the roadside could be done away with, much of the beauty of the woods and scenery generally would be enormously improved.[14]

In this letter John D. Rockefeller Jr. offers to fund a pilot program to improve the roadside at Yellowstone. The successful experiment would be extended to other national parks, and eventually

[14] John D. Rockefeller, Jr., to Horace M. Albright, August 15, 1924, in *Worthwhile Places*, p. 24.

result in National Park Service policy for the design and maintenance of roadsides in all the parks. Albright writes to Rockefeller:

> At the risk of boring you by repetition of statements formerly made, I want to say again that I feel that the various roadside clean-up projects which you made it possible for us to carry through in the Yellowstone have done more to improve the park landscape than anything else that has been done in the history of the park. Also, we shall never forget that your undertaking this work is directly responsible for our now generally accepted policy which contemplates the clean-up of all the roadsides in all the national parks in connection with the construction of new roads or the reconstruction of old highways. I hope that this final report is acceptable to you and I hope, too, that it gives you as much happiness and satisfaction as it has given to me.[15]

Albright ultimately credits John D. Rockefeller Jr. with a new national view toward highway beautification.

> Last Sunday in one of the New York papers there was a discussion of road building, road-side improvement, etc. Among other things it was stated that during the year 1936 approximately $7,000,000 will be expended in road-side beautification and other improvements. Whether or not you saw this article I know you must feel considerable gratification that the work you began in Yellowstone National Park in 1924 has led to national recognition of the importance of protecting and beautifying the road-sides whereas at the time you undertook the Yellowstone experiment Congress and Legislature regarded the whole idea as mere embroidery that could never be afforded.[16]

It is important to note that Rockefeller's wife, Abby Aldrich Rockefeller, was also involved with early efforts at highway beautification. A formidable advocate in her own right, Abby Aldrich Rockefeller initiated a series of competitions in 1928 aimed at improving the appearance of roadside stands.[17] She was responding to a personal concern with the sudden profusion of roadside services catering to the new automobile traveler. Gas stations, hot dog stands, billboards and tourist cabins were multiplying rapidly alongside the nation's highways. Often garish and almost completely unregulated, Mrs. Rockefeller was particularly concerned with their visual impact on the landscapes of the National Parks of the West.

John D. Rockefeller, Jr. would develop the park roads at the family estate on Mount Desert Island in Maine (later given to the National Park Service as Acadia National Park) and was influential in the development and design of the Colonial National Parkway in Virginia. Horace Albright, who served as the second director of the National Park Service, 1929-1933, would later work with the Palisades Interstate Park Commission and the Colonial Williamsburg Foundation, and, until his death in 1987, serve as a conservation advisor to Laurance Rockefeller.[18] Laurance Rockefeller would be appointed to the Palisades Interstate Park Commission by New York Governor Herbert H. Lehman on September 12, 1939.

After being appointed to the commission Laurance Rockefeller served as secretary of the Commission from 1941 to 1962, vice-president from 1962-1970 and president from 1970 to 1977.

[15] Horace M. Albright to John D. Rockefeller, Jr., March 11, 1930, in *Worthwhile Places*, p. 98.
[16] Horace M. Albright to John D. Rockefeller, Jr., November 13, 1936, in *Worthwhile Places*, pp. 162-163.
[17] It is interesting to note that this is a time of intense debate regarding the visual quality of roadside America. It is during this period that major oil companies, including Standard Oil, introduce new designs for attractive service stations based on residential and revival architectural styles better suited to the aesthetics of the communities in which they were constructed.
[18] Ernst, *Worthwhile Places*, p. 2.

He retired from the Commission in 1979. In 1955 he was present at the designation of the Rockefeller Lookout honoring his father's work in making the Palisades Interstate Parkway a reality.

## TOURISM AND ROADS

Early twentieth-century parkways, scenic roads and park roads advanced highway beauty and engineering standards that would broadly benefit aesthetic routes. At the same time these pioneering routes were being developed, many existing rural routes, and historic and scenic destinations were being marketed to travelers as visitor destinations.

The Sunday drive and family car trip were being born, and America's roads were leading the way.

### *See America First*

The World's Columbian Exposition of 1893, the national "See America First" tourism campaign, the newly established National Park Service (1916), and highly visible restorations such as Colonial Williamsburg were creating a new fascination and interest in America's scenic wonders and historic past. Combined with the increase in prosperity and automobile ownership during the 1920's, American's were taking to the road in search of recreational and cultural attractions.


*As part of the President Roosevelt's Works Project Administration, the Department of Interior hired artists to create tourism posters for the United States Travel Bureau to promote the National Parks.*

Day trips, Sunday drives, and touring excursions were promoted to the new motoring classes. Many guides and publications identified routes along old colonial roads and turnpikes as a way to explore the historic past. An early route marketed as a tourist destination in New York was the Rip Van Winkle Trail. Constructed between 1914 and 1921, the route followed in the footsteps of Washington Irving's mythical figure that wandered into the Catskill Mountains and slept for twenty years. Rip Van Winkle's fairy-tale association with the route, combined with spectacular scenery, picturesque villages, tourist accommodations, and well-built highways, all within an easy drive of New York City, made the trail an immediate success.

> With the completion last Fall of the new road, three miles in extent, from Palenville to Haines Falls, through the picturesque Kaaterskill Cove [Clove], the Rip Van Winkle Trail will be more freely used by motorists this season. The trail embraces a series of highways extending westward from Catskill…to Stamford, where it connects with macadamized roads to Western and Central New York. …Other places boast of horseshoe curves and the Rip Van Winkle Trail has its horseshoe curve rivaling in beauty any in the country, made possible by building walls more than a hundred feet high and bridging a waterfall. …New York motorists making the trip may return over roads well worth seeing, either passing the Ashokan Reservoir or over the Mohican Trail, although a part of the latter road is under construction.[19]

[19] "Catskill Motor Trail," *New York Times*, June 11, 1922.

It is interesting to note the early appreciation of tourism associated with automobile travel. When criticized, in 1911, for state policies requiring all vehicles traveling in New York, regardless of the owner's home state, *to be registered in New York*, the New York Secretary of State noted in agreement:

> "…It seems to be a failure to recognize the importance of the automobile, when a tourist is confronted by the necessity of carrying with him on a tour throughout the States the license of each State he enters…. The automobile gives opportunities of seeing the country which the people have never had to such an extent before. It leads to many small interesting places which even the railroad with its great facilities had not been able to make sufficiently accessible. It enables the people to know their country better."[20]

Soon the leisure motorists traveling the leafy parkways and scenic touring routes would be competing with a new class of motorists who increasingly saw the automobile as the economic workhorse of the twentieth century—freeing the population and businesses from the limits of the rail and streetcar lines of the past and demanding faster and more efficient roads that would be embodied by the New Jersey Turnpike, New York Thruway and ultimately the U.S. Interstate System.

Nevertheless, these early and formative years of roadway design and construction established the sensitivity to the landscape, accommodation of visitors and attention to detail and comprehensive planning that would shape the Henry Hudson Drive and Palisades Interstate Parkway. In fact, many of the early pioneers of scenic roads and parkways were actively involved with the historic roads of the Palisades Interstate Park.

## HISTORIC ROADS OF THE PALISADES INTERSTATE PARK

Text in this section is taken largely from the Palisades Interstate Parkway National Register Nomination, 1998, with additional and supplemental material added. Any discussion of the historic roads of the Palisades Interstate Park must commence with an understanding of the significant efforts to protect the New Jersey Palisades that resulted in the establishment of the Palisades Interstate Park Commission in 1900.

### PALISADES INTERSTATE PARK

The exploitation of the valuable trap rock of the Palisades began in the middle of the nineteenth century. As New York City grew in the post-Civil War period, the demand for the rock for building and construction materials grew dramatically. The New Jersey Palisades were regularly clouded by the dust of successive explosions shearing the rock from the face of the towering cliffs and sending it tumbling and

*Palisades Quarry, 1897*

[20] E. Lazansky, *A Model State Motor Vehicle Law, Papers, Addresses and Resolutions Before the American Road Congress, Richmond, Virginia, November, 1911*, (Baltimore: Waverly Press, 1912), pp. 153-154.

crashing below. As the quarry operations escalated, public opposition to the scarring of the Palisades increased.

The first effort to save the Hudson River Palisades began in 1887 when John Sherwood, author of *Suggestions and Estimates Respecting the Proposed Palisades State Park at Englewood* (1887, unknown publisher), suggested to New Jersey state officials that a park be created along three miles of the Hudson River in the "area embracing probably the finest and most picturesque features of the Palisades front…."[21] Sherwood's plan failed to win the support of state officials.

Public outcry to the destruction of the Palisades continued and in early 1890 plans were drafted to protect the forested meadow that ended in the cliffs. Although this effort failed in the New Jersey legislature, opposition to the devastation caused by the quarries was generating political pressure. The women's clubs of New Jersey became one of the most vocal advocates for the preservation of the Palisades. In 1895 New Jersey Governor George T. Werts appointed a general commission to determine how best to preserve the cliffs. The following year, the commission suggested the establishment of a separate, non-partisan park commission charged with developing a plan to eliminate the quarry operations and acquire land to be held in public trust.

In 1900, the Palisades Interstate Park Commission, a cooperative effort by New Jersey and New York, was incorporated by an act of both state legislatures "to provide for the selection, location, appropriation and management of the certain lands along the Palisades of the Hudson River for an interstate park." The proposed park would extend fourteen miles along the base of the cliffs from Fort Lee, New Jersey to Piermont Creek, New York. The PIPC was an innovative concept—one of the first cooperative interstate efforts for conservation.

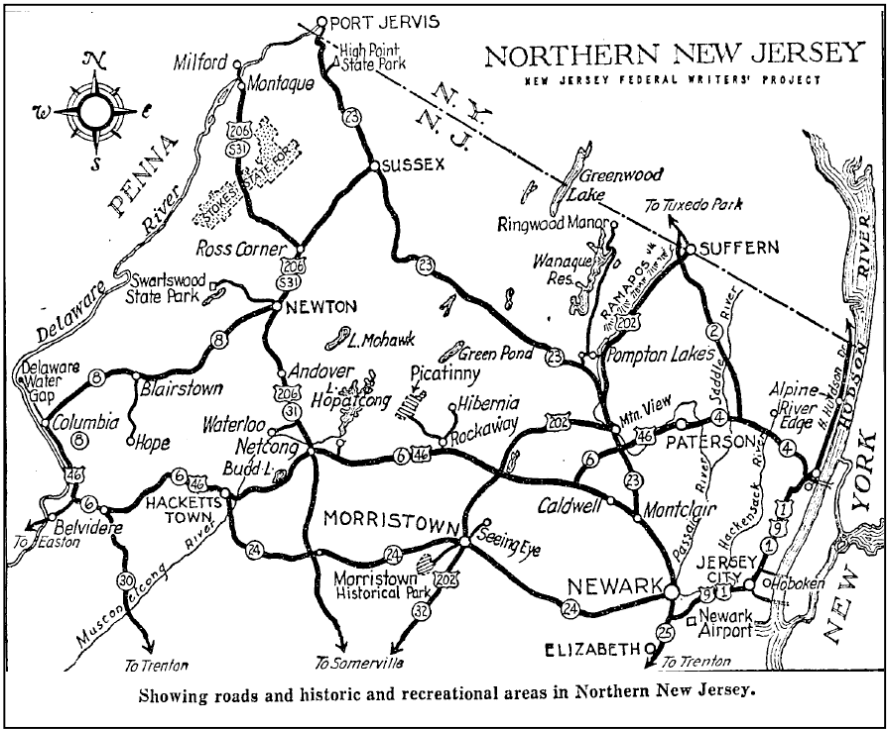
### *The Park Driveway, Concept and Delay*

The original legislation empowered the commission "to lay out, construct and maintain roads, pathways and boulevards" and a "driveway" the entire length of the base of the cliffs from Fort Lee to Piermont as quickly as possible. The lawmakers' intent was to allow the commission to construct roads within the park, between separated areas of the park and between the park and other public roads. The PIPC first constructed approach roads between the top of the cliffs and the shore at Englewood and Alpine, providing local communities with access to the Hudson River. No north-south boulevard was included in the preliminary plans, but the concept gradually grew in importance, especially as the park proved popular and began to have a favorable effect on regional tourism. Subsequently, the PIPC hired Charles W. Leavitt, Jr. in 1901 as chief engineer and landscape engineer, charged with overseeing the survey and construction of the proposed boulevard. In 1903 Leavitt presented the commissioners with a sketch plan for a "rustic roadway many miles in extent, with a river view at all points." This "driveway" was proposed to start from the ferry dock at Fort Lee and run along the shoreline to Piermont, connecting with parallel local roads further inland via east-west approach roads. Although Leavitt sited his proposed drive along the base of cliffs, his references to regional highway connections integrating the park drive with the roads (and ferries) of

[21] Sherwood, *Suggestions and Estimates Respecting the Proposed Palisades State Park at Englewood*, p. 3.

metropolitan New York laid the philosophical foundation for the future Palisades Interstate Parkway.

In 1904, the PIPC and the New Jersey Department of Public Works began to discuss the park's highway development plans in connection with existing roads and the new system of public highways being developed for Hudson and Bergen counties in New Jersey, and Rockland and Orange counties in New York. Although establishing connections to the park via newly-created state highway systems was much discussed, political wrangling over the make up of the system delayed actions to bring the concept of the drive through the Palisades Interstate Park to the reality of engineering and construction for many years.




*Map of roads and historic and recreational areas in Northern New Jersey including Henry Hudson Drive – The New York Times, July 1939*

*Map from a July 16, 1939 New York Times article identifying Henry Hudson Drive as one of NJ's historic roads*

## *Land Acquisition*

Despite setbacks in the development of the driveway, the Palisades Interstate Park continued to grow. In 1906, the commission's jurisdiction was extended along the west side of the Hudson River to Stony Point, and in 1909 it was extended further north to Newburgh and west from the Hudson River into the Ramapo Mountains.

In 1910, Mary Harriman, in memory of her husband, E.H. Harriman, presented the state of New York with a gift of approximately 10,000 acres of land in Orange County to be held under the jurisdiction of the PIPC and used as a state park. She also contributed one million dollars, to be matched by state and private funds, to "acquire additional lands and build roads to develop such a park and connect it with the park included in the plans of the Palisades Park Commission." Harriman hoped to honor her husband's great interest in road building and continue the work of

connecting disparate park sections. Her list of specific projects included a roadway along the base of the Palisades through the existing park land in New Jersey. This scheme was essentially the road proposed by Leavitt; however, rather than extending north along the shore to Piermont, the northern section was rerouted inland, to the northwest, to access the new Harriman donation.

As Harriman wished, the driveway was realigned to the northwest.

***The Park Driveway, Success***

Though the commissioners considered the driveway a major component of the park's development, funding for the project was not forthcoming. The PIPC could not finance such a large-scale road project itself and sought the cooperation of the New Jersey and New York highway offices. In 1909 New Jersey Senator Edmund W. Wakelee, later a PIPC Commissioner introduced a bill to construct the road and name it the "Hendrick Hudson Drive." The bill, and a similar bill in New York, failed to pass.

The failure of the 1909 bill prompted the PIPC to renew its campaign to win legislative approval for the driveway, now called "Henry Hudson Drive." The Commission's efforts were successful and in 1910 appropriations bills in the New Jersey and New York legislatures won approval. In 1911 the New Jersey legislature funded construction of the first portion of the Henry Hudson Drive—a drive from the Englewood Dock to the turn leading up the hill to Englewood (Englewood Approach), conforming as closely as possible to Leavitt's suggested route. The Henry Hudson Drive along the Hudson River Palisades in New Jersey had begun.

**HENRY HUDSON DRIVE**

The newly planned Henry Hudson Drive was to be a sixteen-foot-wide pleasure drive running the length of the Palisades and connecting New York City, via local roads and ferries, with the newly acquired Bear Mountain section of the park and points north. Charles W. Leavitt, a fairly well known civil engineer and landscape planner, in conjunction with several of the commissioners who were engineers, or had an interest in road construction (the Good Roads era making road design a popular topic) planned the scenic drive. In 1915, the proposed road was envisioned in the "nature of an automobile trail" and to be constructed in such a way as to eliminate speeding—permitting vehicles to go through the park "in a manner that will minimize the amount of disfigurement and annoyance to pedestrians and others"—and enhance the landscape (and restore road construction scars) by planting with native species and adding recreational areas and trails to access scenic views.

*Historic photograph of Henry Hudson Drive*

The first section of the Henry Hudson Drive opened to the public on October 29, 1921. The road, between Englewood and Alpine, was constructed of concrete, twenty-two to twenty-four feet wide, flanked by stone curbs, grass shoulders and a three-foot retaining wall with stone parapet. By 1926 the road spanned seven miles from Fort Lee to Alpine. The *New York Times* noted:

> PALISADES HAVE AN "AUTO TRAIL"
>
> Work is well advanced on the new "auto trail" that is being constructed along the face of the Palisades opposite upper Manhattan Island. Standing on Riverside Drive one may see the line of the driveway from the point at which it curves downward from the top of the cliff at Fort Lee to its terminal, more than two miles northward. When completed the trail will form the southernmost link of the great Henry Hudson Drive along the west shore of the Hudson River, forming one of the most beautiful driveways in the vicinity of New York.
>
> **Road to Be Paved**
>
> Motorists will enjoy an uninterrupted view of the Hudson River and the opposite shore the whole length of the new section. The road will be paved with asphalt and will be bordered by wide footpaths. Several new trails are also being laid out in this region to enable the Palisade Park visitors to explore the face of the cliff without using the automobile trail. Every precaution is being taken, however, to keep the natural beauty of the Palisades intact. The drive will pass under the projected Hudson Bridge and connect with the approach, which, it is planned, will come to the level of the top of the Palisades, some distance from the river, probably crossing from 179th Street, Manhattan.[22]

The article reinforces the concept of a larger scenic corridor along the Hudson River between New York City and Albany ("the southernmost link of the great Henry Hudson Drive"), the strong commitment to scenic conservation by the park and introduces the future George Washington Bridge known at this time as the "Hudson Bridge."

The PIPC's commitment to scenic beauty would be regularly questioned during the construction of the park's roads. After residents and conservationists expressed fears that the driveway would open the area to unsavory characters and scars from construction would mar the scenic beauty of the Palisades, commission president George W. Perkins noted the commission had "proceeded with great caution…as we felt that we could easily spoil an otherwise unsurpassed bit of nature's handiwork. We are keenly alive to the importance of preserving these cliffs as nearly as possible in their natural State…."

[22] "Palisades Have an „Auto Trail,'" *New York Times*, April 4, 1926.

# PALISADES HAVE AN "AUTO TRAIL"

## Work Pushed on Link of Henry Hudson Road From Fort Lee to Englewood Ferry — Blasted Out of Solid Rock

WORK is well advanced on the new "auto trail" that is being constructed along the face of the Palisades opposite upper Manhattan Island. Standing on Riverside Drive one may see the line of the driveway from the point at which it curves downward from the top of the cliff at Fort Lee to its terminal, more than two miles northward. When completed the trail will form the southernmost link in the great Henry Hudson Drive along the west shore of the Hudson River, forming one of the most beautiful driveways in the vicinity of New York.

Blasting a roadway from the precipitous solid-rock face of the Palisades presents a difficult engineering problem. A long horizontal scar, visible for miles, shows where during the Winter blasting has been pushed forward. Several sections of the automobile trail are now almost complete, although the road will not be opened until the Spring of next year.

The Henry Hudson Drive has been carried only as far south as the Englewood Ferry, opposite 200th Street, Manhattan. The beautiful section of the Palisades from this point to Fort Lee, more than two miles below, is not yet accessible for motorists. A broad footpath extends along the river front and several mere trails explore the face of the rocks. The new driveway will be wider through this section than above the Englewood Ferry. It will leave the river road just back of Fort Lee near the top of the Palisades and run northward midway between the level of the river and the top of the cliffs.

### Road to Be Paved.

Motorists will enjoy an uninterrupted view of the Hudson River and the opposite shore the whole length of the new section. The road will be paved with asphalt and will be bordered by wide footpaths. Several new trails are also being laid out in this region to enable Palisade Park visitors to explore the face of the cliff without using the automobile trail. Every precaution is being taken, however, to keep the natural beauty of the Palisades intact.

The drive will pass under the projected Hudson Bridge and connect with the approach, which, it is planned, will come to the level of the top of the Palisades, some distance from the river, probably crossing from 179th Street, Manhattan.

### Prepare for Summer.

Preparations are going forward for the hosts of Summer visitors to the park. New paths and flights of steps have been built to connect the paths at the foot of the Palisades with the top of the cliff, and several new trails have been laid out for the convenience of hikers. The docks and wharfs along the river front have been increased in number to fourteen and other improvements made.

New playfields for children have also been arranged. Many dead trees have been removed and new trees planted. Springs have been examined for impurities, and those found dangerous have been closed. Drinking water is supplied from the regular city reservoir at Hackensack.

Concessions for selling food and other supplies are more numerous. The proceeds from these concessions have grown from $3,000 ten years ago to $50,000 last year. This fund is devoted to park development.

### *MONEY-SAVING TAUGHT*

Los Angeles elementary grade schools correlate the study of thrift with other school subjects. In the twenty-four member banks of the school savings association, 66,965 pupils have deposits of $702,191.

The New York Times
Published: April 4, 1926

### *US Route 9W*

Even while the Henry Hudson Drive was in the planning stages, the PIPC realized that it was not feasible to extend the drive north of Alpine. In 1914 the commission hired E.A. Bennett, Chicago city planner and consulting landscape architect for the Chicago South Park Commission, to help determine other options to connect the two states and the chain of parks. Bennett suggested incorporating the Henry Hudson Drive into a proposed interstate highway[23] that would run north to Albany and then west to Chicago. Bennett also convinced the commission to design new roads under the guidance of professional landscape architects and engineers.

The idea of a state sponsored interstate highway in this region had already been premised by New York's 1909 "Highway Law," which provided for such a highway under the title "Route 3." The new road (later to be incorporated into U.S. Route 9W) was officially designated the connecting route between New York and New Jersey. Route 3 was to run from the Stateline north through the villages along the Hudson River to Bear Mountain and then continue north to Newburgh.

In this era of Good Roads, George W. Perkins described the proposed Route 3 to the Lincoln Highway Association as a "magnificent highway on the west bank of the Hudson River…the best natural outlet to the West that there is from NY, by far the most picturesque and interesting…." The southern end of Route 3 would be connected to the proposed Henry Hudson Drive by an approach road (Lawrence Approach), through a break in the Palisades at their northern end. Construction of Route 3 received a boost during World War I, when it was designated a military road connecting the eastern seaboard to the Great Lakes. By 1914, much of New York Route 3 was constructed. The PIPC assisted where possible, providing funds, survey crews and other services.

New Jersey's connections to Route 3 were Sylvan Boulevard, from the New York state line to Englewood Cliffs, and Palisade Avenue, which connected to the ferry to Manhattan. Both roads were in poor condition and New York hesitated to continue Route 3 from Piermont south until New Jersey agreed to upgrade the two roads and add them to the state highway system. The PIPC lobbied the New Jersey legislature to upgrade the roads and add them to the highway system as New Jersey Route 18. The commission argued that the proposed highway would offer a parallel route to relieve heavy traffic on the newly opened Henry Hudson Drive.

Eventually, the New Jersey legislature allocated funds to improve Sylvan Boulevard and include it on the state highway system as New Jersey 18, linking Weehawken and Englewood to the New York state line. The PIPC, in cooperation with the New Jersey State Highway Department, acquired rights-of-way along the route. The new road, running west of the Palisades north to Alpine, substantially increased the accessibility of the park. The interstate route, incorporating NY 3 and NJ 18, became U.S. Route 9W in 1926.

[23] The term "interstate highway" during this period referred to all-weather paved, two lane, long distance "Good Road" designed to facilitate "INTER-state" travel—not the expressways we today refer to as Interstate highways.

### *Bridging the Hudson*

In 1924 the Bear Mountain Bridge opened. With the opening of the new Hudson River bridge, the vast Palisades Interstate Park was now linked to the extensive system of parks, parkways and recreational areas developing on the east side of the river. In particular, the Bronx River Parkway, the Westchester County Parks and Parkways System, the southern section of the new Taconic State Parkway and the Bear Mountain Parkway leading motorists to the new bridge. The bridge brought thousands of additional motorists to Bear Mountain Park and, in 1922, Robert Moses, chair of the New York State Council of Parks, hailed the "splendid circuit of approximately 125 miles (round trip from Manhattan to Bear Mountain)…directly available to 7 million people."

A bridge to the southern end of the Palisades had been proposed by John Sherwood as early as the 1880s. Although a group of business and political leaders began pursuing the idea, the proposal did not become public until 1917. In 1921 Major William A. Welch general manager and chief engineer for the PIPC, asked commission president George W. Perkins, Jr. to promote the plan to his friends in Congress.

The announcement of plans for the Hudson River Bridge (George Washington Bridge) subjected land on the crest of the Palisades to active real estate speculation. At the same time, however, the potential of opening northern New Jersey to intensive development also began to mobilize support for the area's preservation. Initially, the PIPC was powerless to act because its jurisdiction applied only to the area between the cliffs and the river. Even though the commission owned a few scattered parcels on top of the Palisades, it had previously been trying to sell its cliff-top lands, where were viewed as unsuitable for park purposes. By the time the bridge proposal was announced, the commission had reconsidered—deciding to retain as much of the cliff-top property as possible.

By the late 1920s, the PIPC realized the profound effect the construction of the bridge would have on the park. Easy automobile access would deprive the commission of the enormous revenue provided by the formerly indispensable ferries, while at the same time substantially increasing visitation and the need for services in the Palisades Interstate Park.

Construction of the George Washington Bridge commenced in October 1927 and the bridge opened to traffic on October 24, 1931. The bridge was designed by chief engineer Othmar Ammann and the noted architect Cass Gilbert.

### *The Regional Plan*

During the 1920s, the Russell Sage Foundation sponsored preparation of the Regional Plan for New York. The massive, multi-volume survey and planning study for the New York City metropolitan area was undertaken over a six-year period by experts in the fields of architecture, engineering, planning, economics, transportation and related disciplines. A summary of the study and recommendations for specific projects were published in two volumes, *The Graphic Regional Plan* and *Building the City*, in 1928.

The regional plan was premised on the idea of metropolitanism. The Regional Plan Committee (RPC) made a detailed study of regional land uses in relation to New York City and endorsed numerous projects. The planners recommended careful planning, appropriate land use and rational development, and asserted the intimate connection between land used for movement and all other land uses. Transportation systems were seen as elements of efficient communication, facilitating connections between the central city and its environs.

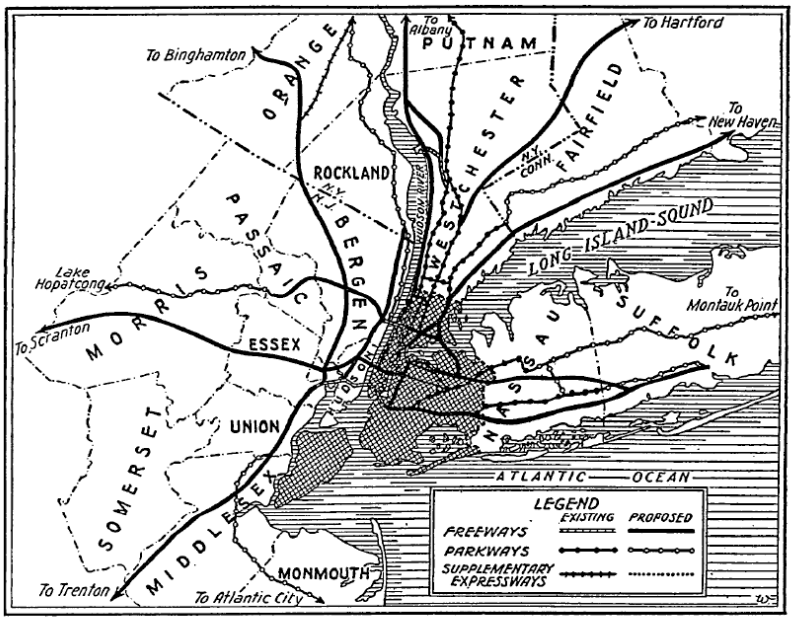
The plan focused on improving regional transportation systems, proposing an extensive system of major and minor routes, and segregating traffic according to function on express highways, boulevards and parkways. The RPC's studies showed that parkways created larger taxable values than boulevards or highways and that new parkways could often be constructed for less than the cost of widening existing highways.

Parkways were emerging as the model highway design for modern automobile travel and Horace Albright, now president of the American Planning and Civic Association, celebrated the trend in a letter to Abby Aldrich Rockefeller:

> In the first Planning Broadcast on this subject issued by the American Planning and Civic Association in 1936, we called attention to the promise of freeways and parkways. The parkways of Westchester County had already become popular, but since that date three national parkways have been planned and built or are in the process of building. The parkway plan has spread rapidly. The freeway proposal is now more commonly called "limited access", and six States have passed legislation authorizing this type of highways—New York and Rhode Island in 1937 and Maine, Connecticut, California and West Virginia in 1939. Here is definite progress – progress that can be extended to the other States and that will show results in these six States as limited access highways are built.[24]

[24] Horace M. Albright to Mrs. John D. Rockefeller, Jr., March 26, 1941, in *Worthwhile Places*, p. 198.

The RPC devoted a significant amount of attention to northern New Jersey, anticipating that the area would see tremendous industrial and residential growth and, foreseeing the impacts of the planned Hudson River (George Washington) Bridge, specifically addressed the need to preserve the Palisades. One of the plans major recommendations was a parkway connecting the larger communities in Bergen and Passaic Counties with the Palisades Interstate Park at Bear Mountain. The proposed "Palisades Parkway" extended from Fort Lee approximately twelve miles north along the crest of the "towering cliffs." While it did not include a specific design for the parkway, the regional plan was important in focusing public attention on the potential effects of suburban development on top of the Palisades and in suggesting the development of a parkway linking metropolitan New York with Bear Mountain.




An extensive system of "freeways," or express roads for both pleasure and commercial traffic, with protected borders, proposed by the Regional Plan Association for the New York area, is here shown.

*Map in a New York Times article, December 13, 1936, shows the Palisades Interstate Parkway as one of the parkways proposed by the Regional Plan Association as part of an express road system*

## PALISADES INTERSTATE PARKWAY

During the 1920s the PIPC was strongly influenced by the RPC's recommendation that construction of a parkway along the top of the Palisades was the best way to preserve the cliffs. However, there was some doubt among the commissioners, voiced by President George W. Perkins, Jr., that the PIPC itself was the best agent to undertake the project. In order to determine the feasibility of the project, the PIPC conducted a detailed survey of the land on top of the Palisades beginning in 1929. The survey was conducted by William A. Welch, the PIPC's chief engineer, and Flavel Shurtleff, a well-known engineer and planner who had worked on the RPC.

The survey established base line and ran levels that, combined with a topographic survey, supplied the data from which to draw detailed maps of the area. When completed in 1933, the map of properties in the district between Fort Lee and the New York state line included title searches, owner's names and property descriptions. In 1934 Welch formally presented the map, entitled "Key Map Preliminary Survey Top of Palisades and Palisades Interstate Park New Jersey Section" to the PIPC. In addition to the survey, Welch and Shurtleff also prepared a paper entitled "A Scenic Parkway on the Top of the Palisades within the Palisades Interstate Park, State of New Jersey." This report, subsequently referred to as Welch's "Parkway Plan," included a suggested route for the parkway, a design concept and a strategy for accomplishing the project. The report proposed that the PIPC be granted further powers of condemnation and an extension of its jurisdiction to include

properties along the top of the Palisades. It also suggested legislation to zone the area adjacent to the parkway to restrict the size, type and character of buildings.

### *John D. Rockefeller, Jr.*

While investigating the ownership of land on top of the Palisades, Welch and Shurtleff discovered that a number of important parcels had apparently been sold to a single owner. They were unable to discover the purchaser or purpose. It was later discovered that, beginning in 1927 or 1928, John D. Rockefeller, Jr. had begun acquiring property atop the cliffs. By 1932 he held approximately sixty percent of the land between Fort Lee and the New York state line. The PIPC held about twenty percent of the property and the remaining land was held by private landowners.

On July 7, 1933, John D. Rockefeller Jr. made a gift of 700 acres to the Palisades Interstate Park Commission with the expressed desire to see the construction of a parkway.

> Commissioners of the
> Palisades Interstate Park
>
> Dear Sirs:
>
> Through various real estate corporations I am now the owner of certain parcels of real estate along the top of the Palisades on the west side of the Hudson River, commencing at a point some 2500 feet south of the George Washington Bridge and extending north to the New York-New Jersey State Line, a distance of approximately 13 miles.
>
> My primary purpose in acquiring this property was to preserve the land lying along the top of the Palisades from any use inconsistent with your ownership and protection of the Palisades themselves. It has also been my hope that a strip of this land of adequate width might ultimately be developed as a parkway, along the general lines recommended by the Regional Plan Association, Inc.
>
> I understand that plans for such a parkway have now been prepared by your Commission and that you feel there is some likelihood at the present time of obtaining funds for the commencement of construction work, as a result of the recent legislation adopted for industrial recovery and the relief of unemployment. I further understand that your Commission already owns approximately 32 percent of the land that will be required for the purposes of the parkway under your plans, and has reasonable assurance of receiving approximately 8 percent more of such lands; and that the land which I have so acquired that lies within such right-of-way zone approximates another 40 percent, which would make a total of over 80 percent of the entire right-of-way required.
>
> I am therefore now offering to give or cause to be given to you the titles to all of these parcels of property which I have thus acquired and which lie within the boundaries of the proposed parkway beginning sufficiently far south of the George Washington Bridge to afford the necessary approaches and connections and extending to the New York-New Jersey State line on the north, and from the edge of the cliff on the east to a depth of from 350 to 1,000 feet to the west, depending upon the varying location of the centre line of the parkway to meet the topographical and landscaping conditions. The gifts of land to be made hereunder are to be made to your Commission from time to time for parkway purposes under appropriate conveyances as the various parcels are required by your Commission for construction of the parkway.
>
> This offer is conditioned upon your being able to obtain within a reasonable time sufficient funds to commence the construction of the proposed parkway and thereafter to continue and complete its construction.

> It is my understanding that the purpose will be eventually to continue the proposed parkway to the north across the State line into the State of New York and up to the Bear Mountain section of the Palisades Interstate Park. In this connection, it would be my hope that it might ultimately be possible, if the lands hereby offered to your Commission are accepted, for a treaty to be arranged between the States of New York and New Jersey for a joint commission, with appropriate powers for policing and maintenance, which would insure for all time a continuity and permanence of interstate administration for both the proposed parkway and the park areas adjacent to and connected with it.
>
> Very truly,
>
> JOHN D. ROCKEFELLER, JR.[25]

In December 1935, the Rockefeller deeds were delivered to the PIPC.

John D. Rockefeller, Jr. was personally involved in establishing the route and the design of the parkway. He spent time with Robert Moses exploring the large tract that he had acquired in order to suggest the best possible route and he hired engineers, including Bronx River Parkway engineer Jay Downer, to advise the PIPC on the project. Rockefeller's bequest and enthusiasm were not sufficient, however, to move the parkway from concept to reality.

### *Opposition*

Despite Rockefeller's gift, the backing of the RPC and powerful advocates such as Robert Moses, the parkway was not uniformly embraced or welcomed. To counter, public relations campaigns were undertaken by the PIPC arguing, at various times, the parkway's value as a conservation resource, social and business amenity, tax revenue to local governments in increased land values, and strategic transportation goals for the metropolitan region.

In New York, the battle for the parkway was won early in 1941, when the legislature appropriated funds for the preparation of preliminary plans. Over the next six years additional funds were appropriated and land acquired through gift or purchase. In 1943, the New York State Post-War Planning Commission included the parkway on its list of public works projects. That same year, the legislature allocated $280,000 to begin preparation of detailed plans and specifications for the northern seventeen miles of the parkway. Construction of the New York section was scheduled to commence shortly after April 1, 1947.

In New Jersey, however, construction funds were a long time coming. After appropriating planning money in 1941, several legislators balked at construction costs—estimated between eight and ten million dollars. Furthermore, in New Jersey, unlike New York, there was organized and politically influential opposition to the parkway. In 1944, the New Jersey Highway Department requested that its section of the parkway be placed on the Federal Aid Map, providing the opportunity for the federal government to provide 50% of the funding. The same year an effort was made to have the

[25] *Thirty-Fourth Annual Report of the Commissioners of the Palisades Interstate Park, New Jersey, January 31st, 1934*, p. 10.

New Jersey legislature authorize preparation of the preliminary surveys, working plans and specifications needed to move the project forward. Neither of these efforts was successful. Both the legislature and the highway commissioner refused to include the parkway in the state highway system and, with the recommendation of Governor Walter E. Edge and the advice of Bergen County State Senator David Van Alstyne, construction funds were withheld from the state budget.

Opposition to the parkway focused on the amount of land required, adding to the total exempt from taxation. The PIPC, echoing the RPC, countered the parkway would traverse undeveloped areas, thereby increasing land values. In 1941, PIPC General Manager A. Kenneth Morgan stated that the loss of assessed valuation on the parkway strip would be more than made up in the increased population of the counties and the enhancement of property values when the parkway made the adjacent areas more accessible to the region's industrial and commercial centers, and tourists.

Further complicating the process, local conservationists began to echo the earlier opposition to the Henry Hudson Drive, fearing that the parkway would spoil the park's charm and defeat its conservation goals. They proposed a highway be built outside of the park. It was also revealed that the remaining private property owners in the path of the parkway were well connected and fiercely opposed to the construction of the parkway.

As opposition seemed to gain ground and individual legislators began to withdraw their support, the PIPC began to be questioned by its New York State constituents who feared that New Jersey would not complete its section of the parkway. Robert Moses threatened to withdraw his support of the parkway and funding from the New York State Council of Parks, if the PIPC did not get assurance that the parkway would be constructed in New Jersey according to the plan.

### *Education Campaign*

Moses' threat was aimed directly at PIPC president George W. Perkins, Jr., who was ordered to find a solution. To favorably recast the debate, Perkins prepared a series of position papers, known collectively as "Perkins's Parkway Plan," in which he reiterated all the arguments that had been made in support of the parkway over the last twenty years. Perkins's major argument was that the PIPC had studied many uses for the land on the top of the Palisades and determined that the parkway, properly designed, was the best way to provide "the maximum enjoyment of the area with the minimum disturbance to the natural beauties of the area." Harkening back to the battle to fund the Henry Hudson Drive and the completion of U.S. 9W, Perkins restated the importance of the scenic drive along the top of the cliffs in increasing access to interesting sections of the park.
Perkins also elaborated on the two chief pleasures of the top of the Palisades: the undeveloped woodlands and the view of the Hudson River. He argued that the parkway would make both pleasures available to the public, safely without destroying the area's natural character. He stressed that the parkway would be designed by nationally known landscape architects and engineers and that the road itself would be a park, offering visitors access to amazing scenery, protected parking spots, and overlooks with unsurpassed views of the Palisades cliffs, the Hudson River, New York City and Westchester County.

The PIPC appealed to the public for support. Forums were held throughout northern New Jersey. George W. Perkins actively promoted the plan by speaking at meetings and clubs, writing letters and lobbying politicians. General Manager A. Kenneth Morgan gave tours of the proposed parkway route to politicians and interested citizens.

The commission also formed an education committee directed by Elizabeth Hood to defeat opposition in the New Jersey legislature. Her efforts focused on organizing a committee of influential women to obtain endorsements for the project. The committee targeted local garden and women's clubs, the same groups that had assisted in earlier efforts to save the Palisades. Elizabeth Hood proposed developing a small nature preserve within the PIPC's holdings between Englewood Cliffs and Alpine to appease conservation concerns of the women's clubs in return for their support of the parkway. The women's clubs accepted and, in early 1946, Greenbrook Sanctuary was established under the direction of the Palisades Nature Association in cooperation with the PIPC. John D. Rockefeller, Jr. took up the fight himself and wrote to the chair of the Englewood Women's Club Civics Department restating his conviction that the parkway would "enhance, preserve and make infinitely more available the unique beauty of that incomparable area…." In the spring of 1946 the New Jersey State Federation of Women's Clubs endorsed the parkway plan.

As the campaign continued (and facts about the leaders of the opposition were revealed) many influential citizens, politicians, social, civic and business groups switched allegiance and began to promote the parkway. Finally, in 1945, New Jersey appropriated funds, matched by Federal Aid highway funds, to prepare plans and specifications for its section of the parkway. The Port of New York Authority contributed $15,000 to study and prepare plans to connect the parkway to the George Washington Bridge. After finally convincing Bergen County State Senator David Van Alstyne (now chairman of the Senate Appropriations Committee) of the value of the parkway to the greatest number of people while preserving the Palisades, funding for the parkway's construction could begin.

Regarding the new optimism for the project, Horace Albright commented in a letter to John D. Rockefeller Jr.:

> "Palisades Interstate Park Commission. It looks as though the work of this Commission is going to be very interesting. I assume that Laurance is keeping closely in touch with affairs and knows about the projects that have been programmed for construction as soon as men and materials are available. It is possible, however, that he has not had an opportunity to tell you that top priorities in the budget of the Commission are plans and preparations for construction of the New Jersey section of the Parkway, $180,000 being available for this and $535,000 for the acquisition of land needed for the entire New York section of the Parkway. Construction plans for the entire New York section are well under way."[26]

[26] Horace Albright to John D. Rockefeller, Jr., May 3, 1945, in *Worthwhile Places*, p. 225.

In April 1947, Governor Alfred Driscoll signed the bill placing the Palisades Interstate Parkway on New Jersey's state highway system.

The project was nearly ready to move forward, but the two remaining private property owners in the path of the parkway were arguing for re-routing the parkway around their properties. Acquisition of these tracts became the "final step in the preservation of the Palisades." PIP commissioner Laurance S. Rockefeller, appointed to the PIPC in 1939, became personally involved in the negotiations, as did his father, John D. Rockefeller, Jr. Bolstered by Rockefeller Jr.'s financial commitment and adamant refusal to reroute the parkway to accommodate private property interests, the PIPC eventually persevered, and in 1953, Governor Driscoll directed the state highway commissioner to condemn the sole remaining parcel and build the parkway along the original alignment.

### *Construction of the Parkway*

With World War II over and the State of New Jersey now fully behind the project, design and construction of the parkway along the Palisades commenced. Clarke and Rapuano were hired as the landscape architects for the parkway. Gilmore Clarke had already worked on the Bronx River Parkway, the Westchester County Parkway System, and Skyline Drive—he was one of the most experienced parkway landscape architects in the nation.

The construction of the Palisades Interstate Parkway in New York was under the supervision of the Department of Public Works, Division of Highways. Parkway construction in New Jersey was supervised by the state highway department. The PIPC acted as a coordinator in both states to ensure consistent design and construction standards.

The first contracts let in both states consisted only of grading and drainage work. The rocky terrain traversed by a large part of the parkway required fairly heavy blasting in the grading operations. Extreme care was exercised in the control of blasting procedures to prevent rock slides on the face of the cliffs and possible injury to motorists and visitors below.

Work progressed smoothly in New York. The New York legislature appropriated $5,932,000, available April 1, 1946, for construction of the seventeen-mile northernmost section of the parkway from Mt. Ivy to Bear Mountain. Because of the post-war shortage of materials and inflated construction prices, the letting of grading, drainage and bridge contracts was deferred until the spring of 1947, when conditions were more favorable.

### *Demonstration Mile*

Due to the intense opposition the parkway had faced in New Jersey, George W. Perkins suggested that the New Jersey Highway Commission begin construction with "a demonstration mile." He stated that "we have a chance to build as lovely a parkway as can be built in any place in the world, and if we can do this and demonstrate to the people of New Jersey just how lovely it is, then I believe there will be no question about continuing the work in the future."

*Demonstration Mile northbound in vicinity of Overlook Palisades Interstate Parkway*

It is possible Perkins borrowed the idea of the "demonstration mile" from the "seedling miles" used on the Lincoln Highway. Perkins had spoken to the Lincoln Highway Association in 1913 and would likely have been aware of the concept as a device to build public interest in Good Roads and the transcontinental highway.

*Demonstration Mile southbound in vicinity of Overlook Palisades Interstate Parkway*

An initial appropriation of $500,000 was made on July 1, 1947 by the New Jersey legislature for construction, with further funds in 1948. Construction of the demonstration mile began early in 1948, beginning at Palisade Avenue in Englewood Cliffs and extending north. It was opened with little fanfare on May 26, 1951. The following article in the New York Times suggests the skepticism that still existed regarding the completion of the planned parkway.

Road Unit Opened on the Palisades

ENGLEWOOD CLIFFS, N.J. To promote interest in the speedy completion of the Palisades Interstate Parkway, a "demonstration mile" was opened here today.

There was no advance notice that the small section of the forty-three-mile scenic drive was to be put into use now and only a brief ceremony marked the event. George W. Perkins, president of the Palisades Interstate Park Commission, cut a multi-colored ribbon stretched across the ultra-modern four-lane highway as eight of the nine commissioners watched.

Then the official party motored from Palisades Avenue north for 1.2 miles, turned on a specially constructed temporary concrete loop and retraced their route. They stopped once at a "lookout" area almost hanging over the Palisades, which affords a view of Upper Manhattan and Westchester County.

> An obvious Mecca for camera enthusiasts, persons with a deep appreciation for scenic beauty—and probably romantic couples—the roadway opened today will not have any utilitarian value in the North Jersey traffic network. There is no link from the north end of the strip to any other highway and Mr. Perkins would not predict when that or any other part of the parkway would afford a connection with other routes. He also declined to estimate the cost.
>
> The parkway was officially started four years ago but progress has been slow and the New York and New Jersey Legislatures have appropriated only token amounts to advance construction.[27]

### *Completing the Vision*

Construction of the parkway in both states continued throughout the late 1940s and the 1950s, with sections opened as they were completed. John D. Rockefeller, Jr. continued to give land to the commission for the parkway and additional park facilities. "It was such a beautiful place," he wrote, that I "wanted to have it opened up so people would see it." George W. Perkins, Jr. was delighted with the construction: "I am sure once we can get the workmen out of the way and give Nature…a chance to take over, that the parkway is going to be one of the most beautiful drives in the world."

The New Jersey and New York sections of the parkway were physically linked on June 22, 1957, with the opening of the parkway from the Alpine Approach Road in New Jersey to Route 303 in New York. The opening was marked by a formal dedication ceremony attended by politicians and dignitaries from both states. The last five-mile section (from Route 303 to the New York State Thruway) was completed and dedicated on August 28, 1958. The ribbon cutting was done by Averell Harriman Fisk and David Harriman Mortimer, grandsons of New York Governor Averell Harriman.
After years of delays and patience, *The New York Times* covered the story with pleasant facts and little passion:

> THE PARKWAY'S LAST LINK
>
> The piecemeal construction of the Palisades Interstate Parkway, which has been a building since 1947, will come to an end this week when Governor Harriman cuts a ceremonial ribbon marking completion of the forty-two mile road from the George Washington Bridge to Bear Mountain Park. …
>
> The scenic Palisades route was first proposed fifty years ago, but initial funds for its construction were not made available until after World War II. Then the highway was built bit by bit as New York and New Jersey doled out allotments. The New Jersey section was finished two years ago. On Thursday New York State's main task will be completed, and the entire Parkway will be opened to passenger cars. …
> Completion of the parkway is a tribute to the perseverance of the commission members and to the philanthropy of the Rockefeller family. Until John D. Rockefeller Jr. donated most of the land for the drive along the top of the Palisades in 1933, the oft-proposed road was only a drawing-board dream. Since then the Rockefeller family has made other contributions to insure advancement of the project.

[27] "Road Unit Opened on the Palisades," *New York Times*, May 27, 1951.

The parkway, which represents an unusual achievement in interstate cooperation, offers spectacular views of the Hudson from three lookout points where leisurely enjoyment of the magnificent panorama is possible. Paralleling the construction of the parkway has been the establishment and development by conservation groups of the 150-acre Greenbrook Bird Sanctuary and arboretum on the Palisades in Bergen County, N.J.

According to the commission the primary aim of the parkway is to provide for continuous movement of traffic along the scenic route at reasonable speeds. Thus the speed limit has never been raised from the forty-mile-an-hour maximum which was imposed nine years ago when the first short section of the road was opened.[28]

### *A Very Nice Road Indeed*

After a few months of public enjoyment and use of the new Palisades Interstate Parkway, *The New York Times* printed this homage to the parkway in the editorial section:

The Family Road

Across the river, winding its way northward along the left bank of the Hudson is a very nice road indeed. It is called the Palisades Interstate Parkway. It begins on the New Jersey side of the George Washington Bridge, travels the top of the Palisades for a time, moves inland, rolls up and down over hills and finally reaches Bear Mountain Bridge. It has a number of uses. On the near, or New York City, end commuters take it to and from their metropolitan offices. A little farther north it crossed the New York Thruway, and thus can be used as a step in the shufflin' off to Buffalo and the Falls. Most important still, and the reason for which it was primarily designed, is that it goes to the Bear Mountain and Harriman Parks, plus smaller Interstate parkettes scattered along the way.
In the summer, and during that part of the autumn before coldness awkwardly settles in, the Palisades Interstate Parkway is the route of the charcoal briquette, the road of the picnic hamper. There can be no statistics about how many hot dogs are lugged north from Manhattan on a given Sunday, to be charred by amateur chefs, out for a day with the family. Certainly, if placed end to end, these hot dogs would stretch the full length of the parkway which is their sponsor.[29]

### *Legacy*

The Palisades Interstate Parkway now extended forty-two miles from the George Washington Bridge to the Bear Mountain Bridge, fulfilling the dream of its early planners to connect metropolitan New York with Bear Mountain Park and providing public access to the nearly 60,000 acres now included in the Palisades Interstate Park.

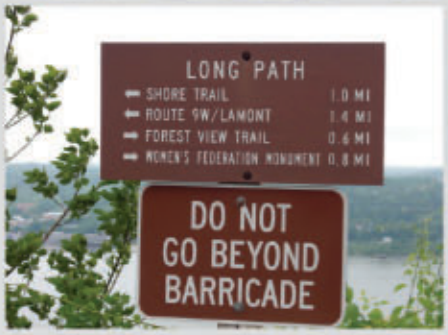
[28] "The Parkway's Last Link," New York Times, August 8, 1958.
[29] "Topics," *New York Times*, October 12, 1958.

# Chapter Four: Opportunities for Interpreting the Byway to Visitors


Ross Dock Picnic Area


Rockefeller Lookout

Interpretive Exhibit, NY





State Line Lookout

# CHAPTER 4: OPPORTUNITIES FOR INTERPRETING THE BYWAY TO VISITORS

## INTRODUCTION

The Palisades Interstate Parkway and Henry Hudson Drive present many stories worthy of interpretation to the byway visitor and general public. The interpretive story can be traced to 200 million years ago when, at the close of the Triassic Period, the towering Palisades cliffs first took form. Over millennia people and civilizations interacted with the Palisades as barrier, amenity and resource. These potential stories to share with and educate the byway visitor are as powerful, diverse and complex as the rock face along the Hudson River that was first protected in 1900.

The large quantity of significant sites within the byway corridor could easily overwhelm the byway visitor with numerous compelling stories. The need for a general comprehensive interpretive program identifying primary and secondary themes and stories for the average visitor should be clearly established and based on the defined intrinsic qualities (historic and scenic) for which PIPC is seeking designation for the corridor as an All-American Road. These themes are complementary to those explored in the New York section of the Palisades Interstate Parkway.

## PRIMARY INTERPRETIVE CONCEPT

The following primary interpretive concept is recommended as a method to answer the most typical visitor questions and provide a compelling introduction to the byway and Palisades Interstate Park that instills a natural curiosity to learn more about this significant place:

THE PALISADES INTERSTATE PARK, HENRY HUDSON DRIVE AND PALISADES INTERSTATE PARKWAY are a result of the convergence of three great cultural forces that occurred nearly simultaneously at the end of the nineteenth century:

1. The Rise of the American Conservation Movement
2. The Rise of Modern Tourism and Leisure Travel
3. The Rise of the Automobile Society

The establishment of the Palisades Interstate Park in 1900 and its subsequent mission and management is directly related to these three forces. It is manifest in the stories of the remarkable effort to protect the Palisades, the eager public anxious to explore the history and scenery of the region, and the exquisite drive and parkway that provided access to the great park from the great metropolis. It is a compelling story. It is within the context of this story that the scenic and historic intrinsic qualities for which the byway is being nominated are best understood.

While the convergence of these three forces was not unique to this area, the degree to which they were embraced, the commitment to excellence in design and management, and the social, political and personal forces that created the Palisades Interstate Park, Henry Hudson Drive and Palisades Interstate Parkway in New Jersey and New York are unique to the American experience. Never had such a bold and visionary experiment been accomplished with so much success.

It is the goal of the interpretive program for the Palisades Interstate Parkway as an All-American Road, to share with the byway visitor the story of how these three forces changed the way Americans looked at and interacted with the natural landscape of the Palisades. The three forces, or themes, will structure the interpretive program for the byway corridor.

The following primary interpretive themes suggest topics and stories to be developed for the byway visitor:

### *1. The Rise of the American Conservation Movement*

The story of the national movement for the protection and preservation of areas of great natural beauty and spectacular scenery in the United States.

Primary Stories:

- Protecting the Hudson River Palisades
  - Quarrying of the Rock
  - Education Campaigns/Public Outreach
  - Politics
- Establishment of the Palisades Interstate Park
  - 1900 Boundaries and Mission
  - Interstate Cooperation
  - Early Facilities and Projects: beaches, drives, camping
  - Growth of the Park, Vision to Bear Mountain
  - Rockefeller Family Commitment

Background Stories:

- American Conservation Movement
  - The National Parks
  - The Adirondack Park and Niagara Falls Reservation
  - CCC and WPA Depression Work
- Growth of the Metropolitan Area
  - Suburban and Industrial Development in New Jersey
  - Conservation efforts by the Regional Plan Association and others
- Philanthropy, Society and Conservation
  - Garden Clubs, Women's Clubs
  - Audubon Society, Sierra Club
- Regional Precedents
  - Hudson River School of Painting
  - Andrew Jackson Downing and the American Landscape Movement
  - Bronx River Valley Restoration
- Social Reform
  - Access to fresh air and green landscape
  - Access for the lower and working classes to the natural environment

### *2. The Rise of Modern Tourism and Leisure Travel*

The story of local interest and national campaigns directed to enhancing the awareness of American destinations through travel and touring.

Primary Stories:

- See America First Campaign
  - National Parks and Scenic Wonders
  - National Park Service, 1916
- Colonial Revival Movement and New Awareness for American History
  - World's Columbian Exposition 1893
  - Colonial Williamsburg, 1928

Background Stories:

- Labor Movement and Shorter Work Hours
- Growing Middle Class
- Appalachian Trail
  - Outdoor and Wilderness Recreation for the Urban Masses

### *3. The Rise of the Automobile Society*

The story of the dramatic shift in American mobility and transportation networks affording the greatest numbers of individuals with the maximum of freedom and options for personal travel.

Primary Stories:

- Henry Hudson Drive
  - Design, Pavement Technology
  - CCC and WPA Projects
  - Ferries
- Palisades Interstate Parkway
  - Rockefeller Vision
  - Landscape Architecture and Civil Engineering
  - New Jersey/New York Coordination (or lack of)
- Hudson River Bridges
  - George Washington
  - Tappan Zee
  - Bear Mountain
- Individual and Affordable Mobility
  - Rapid Rise in Automobile Ownership
  - Freedom from Train Schedules
  - Access to Sites and Destinations not on Rail Lines

Background Stories:

- Regional Plan Association Transportation/Parkway Plan for the Region
  - The Parkway and Expressway Plan
  - Desirability of Parkways for Real Estate Value
- The Parkway Movement
  - Bronx River Parkway and Westchester County Parkways
  - Garden State Parkway
- The Good Roads Movement
  - Paved Roads in the US in 1900 Limited
  - Social Movement for Roads based on Transportation and Social (access to education, better food, Rural Free Delivery, etc.)

## SECONDARY INTERPRETIVE CONCEPTS

In addition to the primary interpretive concept, the following secondary interpretive concepts have been identified for consideration. Secondary interpretive concepts will expand on the core message of the primary interpretive concept by providing information and insights to the intrinsic qualities associated with land and people. In general, the *Land* interpretive themes supplement the understanding of the greater ecology and geologic origins of the Palisades that inspired their initial conservation, while the *People* interpretive themes expand the perspective of the byway visitor to the peoples and events that predate the establishment of the park in 1900.

*Land*

- Geologic history
  - Formation of the Palisades
  - Evolution of the Hudson River
- Wildlife, flora and fauna
  - Endangered species
  - Climate change
- Hudson River
  - Watershed
  - Water Quality
  - Habitat

*People*

- Native American history
  - peoples
  - transportation/trading networks/roads
  - settlements
  - livelihood
  - events (arrival of Dutch and other European colonists)

- Colonial History
  - peoples
  - transportation/trading networks/roads
  - settlements
  - events (Revolutionary War)
- Nineteenth Century
  - life in New Jersey
  - industry and commerce (Hudson River and New York City)
  - growth of metropolitan New York

A successful interpretive program requires well-coordinated strategies to present byway themes to the public. To engage visitors of all ages and interests, careful thought should be given to the venues and methods of relaying byway stories. A combination of signs, print materials, Web sites, audio tours and other creative means will more effectively reach a wide audience and will serve those planning a visit as well as those who have arrived.

It is important to provide byway visitors with a consistent presentation of byway stories along the length of the 42-mile byway corridor. The interpretive plan should be closely coordinated with the agencies overseeing the New York segment of the PIP as well as the visitor destinations within the byway corridor.

The Palisades Interstate Park currently provides interpretive material that touches on many of the themes presented here. The new themes can build on the past accomplishments of the PIPC and introduce visitors to powerful stories that highlight the significance of Palisades Scenic Byway.

# Chapter Five: Byway Transportation

Alpine Approach Road

Alpine Approach Road

Alpine Approach Road

Dyckman Hill Road

State Line Lookout approach road


Dyckman Hill Road

# CHAPTER 5: BYWAY TRANSPORTATION

## OVERVIEW

In addition to displaying the intrinsic qualities that support byway designation, the Palisades Interstate Parkway and Henry Hudson Drive must provide a safe travel environment conforming to basic highway design standards and current uses. These historic roadways were designed to perform in the context of an earlier era of transportation standards. This chapter provides an overview of their characteristics and function today. The intent is to identify the operation and safety of the designated byway.

The Parkway and Drive run north/south parallel to the Hudson River and Route 9W. They are integral parts of a broadly conceived parkway plan to link recreational, scenic and natural areas to the population centers of New York City and northern New Jersey via attractive pleasure drives. The PIP is one of a small number of roadways in the United States listed on the National Register of Historic Places.

When the Palisades Interstate Parkway was constructed as a part of a broader regional park, parkway and transportation plan for metropolitan New York, daily commuting was not a driving force behind its design and development. Today, the PIP functions as a commuter route as well as a scenic drive and gateway to parks, historic sites and visitor destinations. The PIP provides a direct link from Manhattan via the George Washington Bridge to Bergen County in New Jersey and to Rockland and Orange counties in New York. However, traffic remains restricted to passenger cars — commercial vehicles and trailers are not permitted.

Originally, the parkway was designed for a speed limit of 40 miles per hour. Today, the speed limit for the Palisades Interstate Parkway is 50 mph in New Jersey and 55 mph in New York, which facilitate its use as a commuter route. Recognition of its function as a scenic road through a park has diminished as its functions and operations have changed. According to the New Jersey Department of Transportation (NJDOT) and the New York State Department of Transportation (NYSDOT), the Palisades Interstate Parkway carries approximately 60,000 vehicles per day (AADT) through Bergen County and southern Rockland County, dropping to approximately 30,000 vehicles per day near its northern terminus.

The New Jersey portion of the Palisades Interstate Parkway extends from the George Washington Bridge in Fort Lee to its terminus at the New York state line between Rockland and Bergen Counties. The combined New York and New Jersey byway designations include 38.25 miles. In New Jersey, the parkway is officially recognized by NJDOT as Route 445 but it is not signed with this designation. A short spur in Fort Lee splits from the main road near the south end provides local access ending at US 9W. The spur is officially designated (but not signed) Route 445S. This spur is

actually the original alignment of the Palisades Interstate Parkway. Southbound on the PIP, beyond the split, is a local exit to Hudson Terrace/County Road 505.

Currently the Palisades Interstate Parkway can be reached directly via the upper level of the George Washington Bridge by vehicle. Those traveling on the lower level of the Bridge must take the exit for US9W and travel through northern Fort Lee to reach the PIP. The Port Authority of New York and New Jersey had planned to construct ramps that would directly connect the lower level of the Bridge to the PIP. However, this project has been indefinitely postponed. There are no planned improvements other than addressing some minor improvements to correct deficiencies in structures identified in bridge inspection reports.

Henry Hudson Drive is a park road that connects attractions within the Palisades Interstate Park. It is located within the narrow strip of land located between the PIP and the Hudson River and is 8.35 miles (13.44 km) in length. From the southern park entrance at Fort Lee-Edgewater border, it extends under the George Washington Bridge north to Ross Dock Circle. It continues to the Englewood Boat Basin where it intersects with Dyckman Hill Road, which provides access to PIP Exit 1. Henry Hudson Drive continues north to the Alpine Boat Basin and picnic area, then climbs the Alpine Approach road past the Park Headquarters to a junction with the Palisades Interstate Parkway at interchange 2. In addition to automobiles, Hudson River Drive is heavily used by pedestrians and bicyclists and is open during the daylight hours.

Henry Hudson Drive is subject to periodic rock falls that impact use of the roadway. There are no planned improvements beyond minor repairs and maintenance.

### *Jurisdiction and Maintenance*

Since the New Jersey section of the PIP and Henry Hudson Drive are entirely with the Palisades Interstate Park, the Palisades Interstate Parkway Commission (PIPC) has jurisdiction of policing and performing maintenance on both roadways. The Commission is a self-maintained agency, therefore no other agency has jurisdiction over its roads and grounds. However, the New Jersey Department of Transportation (NJDOT) periodically conducts major maintenance and rehabilitation projects, such as striping and repaving with oversight from the Commission. There is no official contract between the Commission and NJDOT.

### *National Highway System*

Through New Jersey and New York, the Palisades is an important travel route with multiple uses. Given its significant role moving travelers throughout the region, the PIP is designated as part of the National Highway System (NHS). The PIP's entire route, from I-95 to the NY/NJ state line, is designated as an "Other Principal Arterial" from Milepost 0 to Milepost 11.06. Henry Hudson Drive is not a part of the NHS and does not qualify for federal aid.

### *Functional Classification*

Functional classification is the process by which public streets and highways are grouped into classes according to the character of service they are intended to provide within the regional roadway network. Given its uses, the Palisades Interstate Parkway is functionally classified as a "principal arterial" which is a roadway that connects major centers of activity and is a corridor that experiences the highest amount of traffic volume. The PIP is classified as "urban" because it primarily serves through traffic and major circulation movements through or adjacent to US Census Block Groups with population totals of between 5,000 and 50,000 people.

Henry Hudson Drive is functionally classified as an "urban local road." It offers the lowest level of mobility and deliberately discourages service to through traffic movement.

### *Roadway Characteristics*

The Palisades Interstate Parkway is defined by restricted access, the elimination of cross traffic, broad grass and/or wooded medians, turf shoulders, mountable curbs (still maintained in the NY segment), grade-separated driving lanes where topographic conditions permit, generously banked curbs and connections to scenic and recreational attractions, both along the parkway and in adjacent parkland. The landscape of the Parkway, designed by the premier landscape firm of the day, is an essential feature of the Parkway.

Currently, two 12-foot lanes exist in each direction, northbound and southbound. A third lane was constructed one mile north of the George Washington Bridge in both directions, northbound and southbound. To date, construction of a third lane along the remainder of the parkway has been deemed unnecessary and inappropriate.

The parkway has eight grade-separated crossings, including the intersections at exits 1, 2 and 4. There are two pedestrian bridges over the parkway. There are no at-grade crossings, although there is an at-grade U-turn by exit 3.

The PIP is divided by a raised or depressed grass median (varying in width) throughout the entire segment. This is a typical feature of a parkway. Where the left clear zone is insufficient, barriers are typically installed within the median. All bridges and culverts are rustic in design, incorporating the stone-arch design commonly found on historic parkway networks. At interchanges, acceleration and deceleration lanes are provided.

There are three scenic overlooks accessible from the parkway: along the northbound lanes in Englewood Cliffs (Rockefeller Overlook), and in Alpine (Alpine Overlook and State Line Overlook). At the State Line lookout, there is a one-story stone and timber restaurant and comfort station built in 1935.

Gas stations are located on both sides of the Parkway south of Exit 1.

Henry Hudson Drive has retained much of its historic character. The Drive is built into the lower slope of the Palisades and provides access to park trails and recreational areas at the Hudson River shoreline: the Ross Dock Picnic Area, Englewood Boat Basin and Picnic Area, Undercliff Picnic Area, and Alpine Boat Basin & Picnic Area. The adjacent lands are wooded with intermittent openings that allow expansive views of the Hudson River. Historic stone masonry walls line the roadway on the upland side in several places.

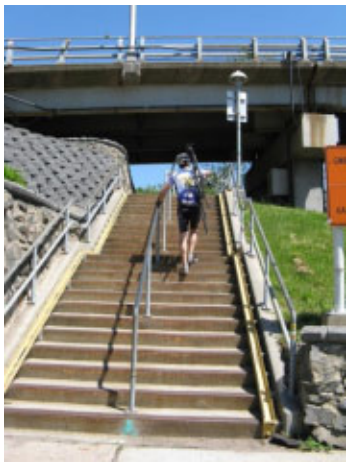
The speed limit is 20 miles per hour. Henry Hudson Drive is approximately 20 feet wide and accommodates traffic in both directions, although there is no striping that divides the road into two lanes. There is one bridge built over Greenbrook Falls. There are at-grade intersections with Alpine Approach Road, Dyckman Hill Road, Englewood Circle and Ross Dock Circle.

Photographs depicting the Parkway and Henry Hudson Drive can be found at the end of this chapter.

## ACCOMMODATING ALL USERS

### *Bicycle and Pedestrian Facilities*

Scenic byways are encouraged to offer bicycle and pedestrian access. Although bicycles are not permitted on the Palisades Interstate Parkway, there is bicycle access on Henry Hudson Drive. Henry Hudson Drive is open to cars and bicycles during daylight hours from mid-April to mid-November. The Drive is occasionally closed to vehicles and bicycles because of rock slides and tree falls.



*GWB Northway*

Bicyclists often use the parallel Route 9W. During the development of this plan, safety concerns were raised about bicyclists riding along Rt. 9W, along with the potential to develop bicycling facilities along the Palisades Interstate Parkway to reduce bicycle traffic on Route 9W. The Palisades Interstate Park Commission conducted feasibility studies that identified significant obstacles to the development of a continuous bicycle facility. The addition of bicycling facilities would also compromise the parkway's original design.

### *Public Transportation*

*Red & Tan Bus along Route 9W*

As early as 1947, buses would take New Yorkers across the George Washington Bridge to the Palisades Interstate Park. Because commercial traffic was not allowed along the Parkway, passengers would be left at the junction of Route 9W and Palisade Avenue and would find their way to the Park entrance by walking towards the Dyckman Street ferry landing. Today, Rockland Coaches' Red and Tan Bus Line No. 9 run along Route 9W in New Jersey for access from Rockland County (Chapter 7 includes further information about public transportation access).

Buses coming to the New Jersey section of the Palisades Interstate Park must have a permit and must enter and exit via Hudson Terrace/River Road or Alpine Approach Road and proceed along Henry Hudson Drive.

### *Water Transportation*

At the Edgewater Marina, Park, and Ferry Landing, there is ferry service to West Midtown Ferry Terminal in Manhattan, offered by NY Waterway. The Ferry Landing is located where Route 5 comes into River Road (approximately 1.36 miles south of the Park entrance at Henry Hudson Drive). It is strictly a "drop and go" facility as no on-site parking is permitted at the ferry landing. Visitors can take the borough-operated shuttle bus that transports passengers to the ferry on a limited first come first serve basis, or on a NJ Transit bus. At the Ferry Terminal in New York, passengers can transfer free to various buses operated by New York Waterways.

### *Trucks and Commercial Vehicles*

As with most parkways in the New York/New Jersey metropolitan area, commercial traffic is prohibited from using the PIP. When the PIP was constructed in the early twentieth century its bridges were designed with very low clearances only intended for automobile traffic; therefore access to the Parkway is limited to passenger cars and motorcycles only. Trucks and cars pulling trailers and cars or pickup trucks with commercial or combination plates or business markings or advertising are prohibited on the Parkway.

## SAFETY AND ACCIDENT REVIEW

### *Traffic Volumes and Crash Summary*

In 2002, traffic along the PIP exceeded 21 million vehicles. An assessment of safety issues along the project limits was based upon review of existing accident data summaries, discussions with PIPC staff, and observations from site visits.

A review of accident data compiled by NJDOT for the three-year period from January 1, 2006 to December 31, 2008 indicated that a total of 365 crashes occurred on the PIP (Route 445) between MP 0.00 to 11.0 (northbound) and MP 0.00 to 11.41 (southbound). The following accident types exceeded the statewide average experienced on similar type roadways:

- The number of accidents involving fixed objects
- Accidents involving animals

Locations where accidents repeatedly involve hitting fixed objects should be more carefully reviewed so that safety improvements can be assessed to eliminate the hazard or lessen the chance of impact. Maintaining a clear zone/recovery zone along the corridor in areas not constrained by steep slopes would lessen the possibility of vehicles hitting fixed objects.

The lack of mile post markers along the southbound PIP makes it difficult for motorists to identify their location in case of an accident and makes it more difficult for police to report accident locations. This data is also important for reporting incidents and identifying locations for improving safety conditions. Mile post markers are recommended for both directions of the PIP.

Based on their experience, PIPC staff identified locations where incidents typically occur because of roadway conditions. These locations concur with the results of crash evaluation and site visits.

**Palisades Interstate Parkway Crash Locations**
**Based on PIPC Staff Experience**

| Location | Sub Location | Issues and Comments |
|---|---|---|
| Linwood Extension | Ramp from 9W NB at yield to Parkway | Accidents resulting from sudden stops at yield sign; Possible site triangle issues. |
| Parkway NB and SB | Service Stations | Gas pump queues occasionally extend to Parkway travel lanes and have obstructed traffic; Potential source of accidents. |
| Parkway NB and SB | Service Stations | Narrow and limited passage around pump canopy for convenience store only patrons; Potential source of minor accidents and compounds queuing issue. |
| Parkway NB and SB | Service Stations | Limited and awkward parking areas; Potential source of minor accidents and compounds traffic flow issue. |
| Parkway NB and SB | Service Stations | Short acceleration lanes; Potential for accidents. |
| Parkway NB and SB | Overall | Insufficient number of turnarounds for PD and emergency responders. |
| Parkway NB and SB | Greenbrook, Exit 4 and State Line Turnarounds | No acceleration or deceleration lanes; Potentially hazardous situations for PD vehicles entering and exiting turnarounds. |
| Parkway SB | Hudson Terrace Exit | Limited space for exiting traffic queue; Occasional interference with Parkway travel lanes; Potential for accidents. |

| Location | Sub Location | Issues and Comments |
|---|---|---|
| Parkway NB and SB | NB Exits 1, 2 & 4<br>SB Exits 2 & 4<br>NB U-Turn | Tight exit ramp geometry leads to loss of control in curve and vehicles leaving travel way; Frequent collisions with signs, delineators, curbing, etc. |
| Parkway NB | Rockefeller Lookout | Short acceleration lane; Potential for accidents. |
| Parkway SB | GWB Toll Plaza | Congestion and limited sight distance; Potential for accidents. |
| Parkway NB | Alpine Lookout | Short deceleration lane; Potential for accidents. |

Below is a summary of high crash locations based on crash statistics and on-site review, along with suggestions for safety improvements. Further study is required to evaluate the most effective and appropriate safety improvements.

***High Accident Locations:***

1. **Exit Ramps**
   - Some have sight distance limitations (crest curve)
   - Short deceleration lane
   - Small curve radii
   - Advance signing for the exit may be inadequate; results in fixed-object crashes (typically the exit signs), and vehicle run off.
     **Potential mitigations**:
     - More advanced signing for the exits
     - Lengthen the deceleration lane if possible
     - Add curve warning signs with advisory speed plaques in advance of the curve of the exit ramp
     - Install rumble strips in the deceleration lanes to slow vehicles as they approach the curve
     - Reconstruct ramp to include superelevation
     - Install "Exit Only" pavement markings in the deceleration lane of the exit ramp

2. **Entrance Ramps**
   - Short acceleration lanes
   - A few ramps with limited sight distance
   - One ramp in particular contained a dangerous weave situation due to a downstream diverge
     **Potential mitigations:**
     - Stripe yield lines at Yield sign locations
     - Stripe/re-stripe merge arrow markings within the acceleration lanes
     - Remove obstructions that restrict sight distance

3. **Gas Stations**
   - Minimal deceleration lanes into the gas stations (vehicles may queue into traveled way of the PIP)

     **Potential mitigations:**
     - Cut back curb on the approach end of the gas station to lengthen the deceleration lane
     - Install presence detection within the area where queued vehicles from the gas station driveway encroach into the traveled way. Connect this detection to an upstream warning sign that would illuminate a warning message of a potential hazard ahead.

4. **Henry Hudson Drive**
   - Consider the use of additional directional signs at specific high traffic rotaries and at the main access ways. Care should be taken to avoid detracting from the road's historic character.

No data sources were available to evaluate crash locations on Henry Hudson Drive. According to Commission staff, there are no specific hot spots for crashes. This may be attributed to low speeds and the presence of bicyclists and pedestrians, which raise motorists awareness and encourage safe driving. Because of the large volume of pedestrians and bicyclists, there are occasional crashes between these modes. However, the incidents do not occur consistently in the same locations. This suggests that the causes are attributable to unsafe behavior rather than road conditions.

## SIGNAGE AND OUTDOOR ADVERTISING

The sign system used on the Parkway is adequate to guide visitors onto, along and off the parkway without confusion except for the entrance to Henry Hudson Drive off of River Road. There are no directional signs in advance of the entrance to the Fort Lee Historic Park along Hudson Terrace. There are directional signs along HHD leading to Fort Lee Historic Park but no signs currently exist along the PIP.

As a designated scenic byway, the PIP is subject to federal regulation of signs on scenic byways. However, the PIPC already prohibits outdoor advertising along the parkway and HHD. As the PIPC supports maintaining the historic character of the Parkway, the use of signs should be minimal. The use of signs should be avoided, including electronic message boards, unless deemed necessary in designated sections, for example, at the approach to the George Washington Bridge. Note that the approval from the Port Authority would be necessary for the addition of signs within their jurisdiction.

New Jersey's Scenic Byways Program has developed a family of byway logos to establish a byway brand that is consistent across the state. The logo shown here has been developed and approved by the PIPC. It is proposed that this logo also be used by New York for consistency and to aid byway visitors. This would require approval by the necessary agencies.

The NYSDOT Scenic Byways Program supports this proposal and intends to use the byway name and logo on print materials and websites. The potential to use this logo in lieu of the maple leaf may be considered in the future as existing PIP signs are replaced.

Agencies with jurisdiction over the designated byways are to install route markers provided by the NJDOT at strategic locations for the benefit of byway visitors. These signs include the approved byway logo and any directional information necessary for wayfinding; the backs of the signs have a brown powder coating to minimize visual impact. The signs also meet standards set by the federal Manual on Uniform Traffic Control Devices (MUTCD).

The NJDOT Scenic Byways Program is in the process of developing standard sign location guidance documents for each designated byway. Signs are to be placed at primary entrances and exits, along with route markers every five miles to assist byway visitors with wayfinding. The New Jersey Scenic Byways Program guidelines for sign placement are intended to minimize the proliferation of signs while meeting MUTCD standards. Sign location documents are reviewed by both NJDOT and agencies with jurisdiction over the designated byways. The proposed sign locations for the PIP and Henry Hudson Drive are within the Park boundaries and are typically at or near existing identity and directional signs.

The PIPC should consider using the byway logo at other locations, such as trailheads, interpretive exhibits, Web sites and print materials. Although encouraged, the use of the byway logo at locations other than the designated roadways is at the discretion of the agencies with jurisdiction over the byway.

## Identity and Directional Signs

## Palisades Interstate Parkway

Photos Courtesy of Paul Daniel Marriott - Center row, Center: Parkway; Center row, right: Parkway; Bottom row, center: Precast stone median

Photos Courtesy of Paul Daniel Marriott - Center row, Center: HHD Wall; Bottom row, left, center, right: HHD gutter and fallen trees

# Chapter Six: Historic Elements

Palisades Avenue

Henry Hudson Drive

PIP approach to toll plaza


Toll Plaza

# CHAPTER 6: HISTORIC ELEMENTS

This chapter introduces the historic elements that were designed for and historically define the Palisades Interstate Parkway (PIP) and Henry Hudson Drive (HHD), and offers a philosophical and practical approach to restoring the historic character of both roads while still meeting needs for utility, safety and function.

While all of the concepts outlined for historic roads in this chapter may be applied to both the PIP and HHD, this chapter will focus more on the parkway due to its high traffic volume and high speeds. Henry Hudson Drive has significant needs for historic preservation and stabilization, but as a low-volume, low-speed road does not experience the same conditions or constraints as the PIP. Both roads will require individual management strategies tailored to their unique history, design and modern use.

## HISTORIC ROAD CHARACTERISTICS

The Palisades Interstate Parkway and Henry Hudson Drive are exemplary examples of parkway design in the United States. The design philosophy of both roads are rooted in advances in engineering, environmental conservation, landscape architecture and transportation planning that were developed during a concentrated period of parkway design and construction during the first half of the twentieth century.

Today, despite incremental and evolutionary changes to both roads, the Palisades Interstate Parkway and Henry Hudson Drive retain a high degree of integrity compared to other parkways constructed in metropolitan New York during this formative period.

### *Definition of a Parkway*

The generally accepted definition for a parkway comes from Norman T. Newton's landmark book, *Design on the Land*: "It is only with completion of New York's Bronx River Parkway after World War I that the modern parkway came into being with its clear set of distinguishing characteristics. The term now denoted a strip of land dedicated to recreation and the movement of pleasure vehicles (passenger, not commercial automobiles). The parkway was *not* itself a road, it *contained* a roadway. The strip of land was not just a highway with uniform grassy borders; it was of significantly varying width, depending on immediate topographic or cultural conditions. The roadway itself differed markedly from that of an ordinary highway in that it was meant for comfortable driving in pleasant surroundings, not merely for getting from one place to another as fast as possible. The alignment was accordingly one of gentle curves, designed for speeds in keeping with the times. Perhaps most important was the distinctive provision that abutting owners had no right of light, air or access over the parkway.[1]"

[1] Norman T. Newton, Design on the Land, The Development of Landscape Architecture, (Boston: Belknap Press of Harvard University, 1971) p. 597.

It is this last sentence that defines the modern concept of "limited access" that was invented by the designers of the Bronx River Parkway and is embodied in the design of the Palisades Interstate Parkway and Henry Hudson Drive.

*View of Palisades Interstate Parkway Bridge from Henry Hudson Drive*

Photo Courtesy of Paul Daniel Marriott

*View of Henry Hudson Drive*

### *Pleasure Driving vs. Commuter Driving*

While the Palisades Interstate Parkway was constructed as a part of a broader regional park, parkway and transportation plan for metropolitan New York, daily commuting was not a driving force behind its design and development. Originally, the parkway was designed for a speed limit of 40 miles per hour. Today, the speed limit for the Palisades Interstate Parkway is 50 mph in New Jersey and 55 mph in New York. Traffic is restricted to passenger cars —commercial vehicles and trucks are not permitted.

Described by its planners as a "continuous park" for pleasure cars, the Palisades Parkway combined conservation efforts with recreational, regional planning and transportation initiatives. The Palisades Interstate Parkway provided metropolitan New Yorkers with convenient access to thousands of acres of parkland while opening Rockland County to development, an added benefit used to leverage public support. It was planned as a major link in a recreation-transportation corridor that stretched from New York City to Bear Mountain State Park. It served to complete New York State's regional system of parks and parkways in the Hudson Valley; in New Jersey it was an important regional planning initiative, encouraging orderly suburban growth while directing development away from the most fragile and scenic areas and preserving them for public benefit.

## HISTORIC ROADWAY ELEMENTS

The Palisades Interstate Parkway (PIP) and the Henry Hudson Drive (HHD) have many historic design elements that contribute to the unique scenic and historic character of this scenic byway. Over time, many of these historic elements have been changed or altered to meet evolving safety standards, which has affected the historic character of the byway. It should be noted that when the parkway opened to the motoring public it represented one of the best-engineered and safest transportation facilities in the metropolitan region. The parkway was engineered and constructed to the highest standards of the period. Over the years, changes in vehicle design, parkway use, advances in highway design and population growth have placed pressures on the PIP. As a result, safety projects have been undertaken to accommodate higher speeds, evolving standards and increased traffic volume.

### *Options and Considerations for Historic Design Elements*

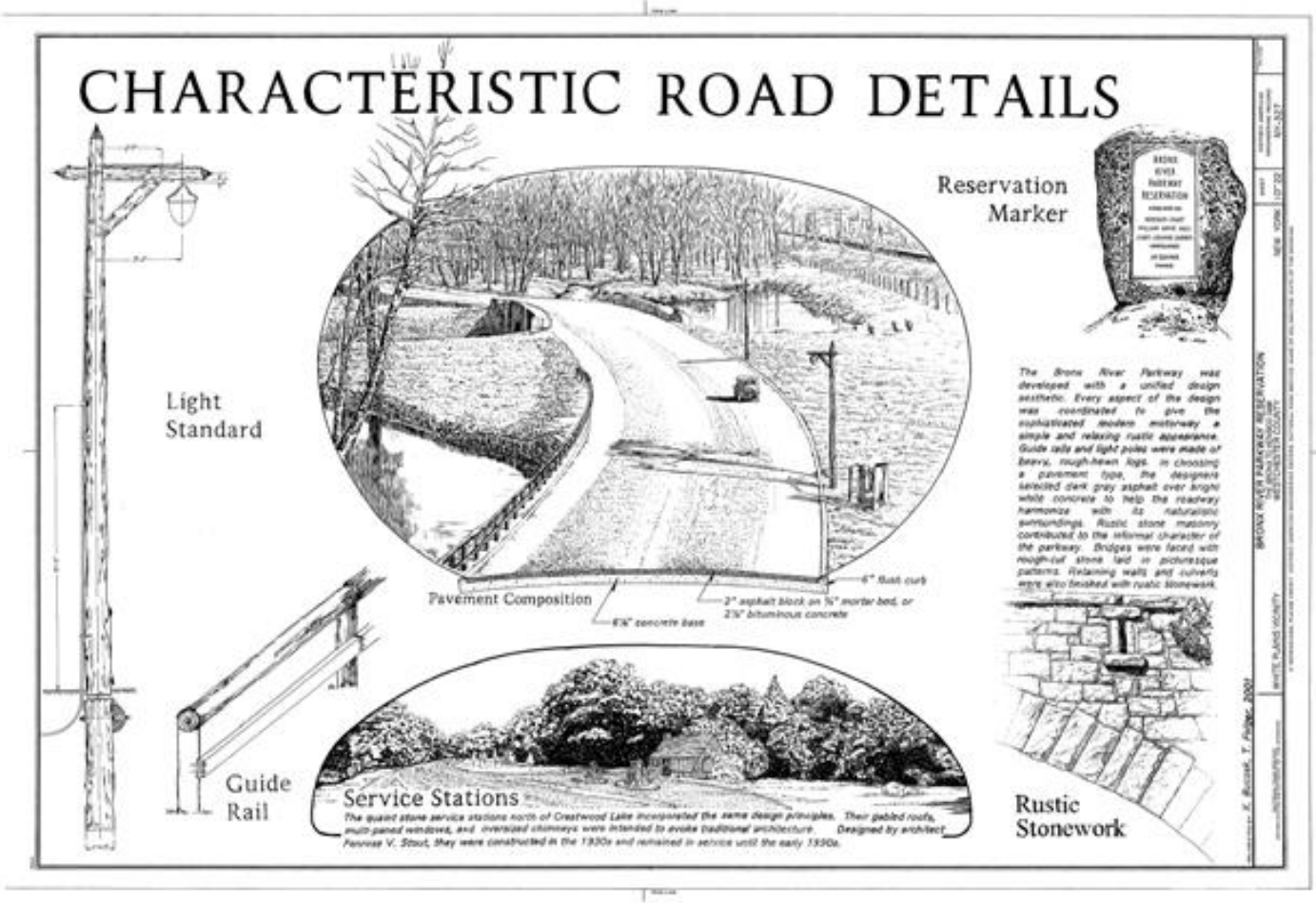
The intent of this chapter is to present some of the original design details for these historic elements, compare them to the current Parkway details and make design considerations for the management of these historic elements for the future of this scenic byway. Each historic design element has been evaluated in three categories: Historic Precedent, Current Condition and Design Considerations.

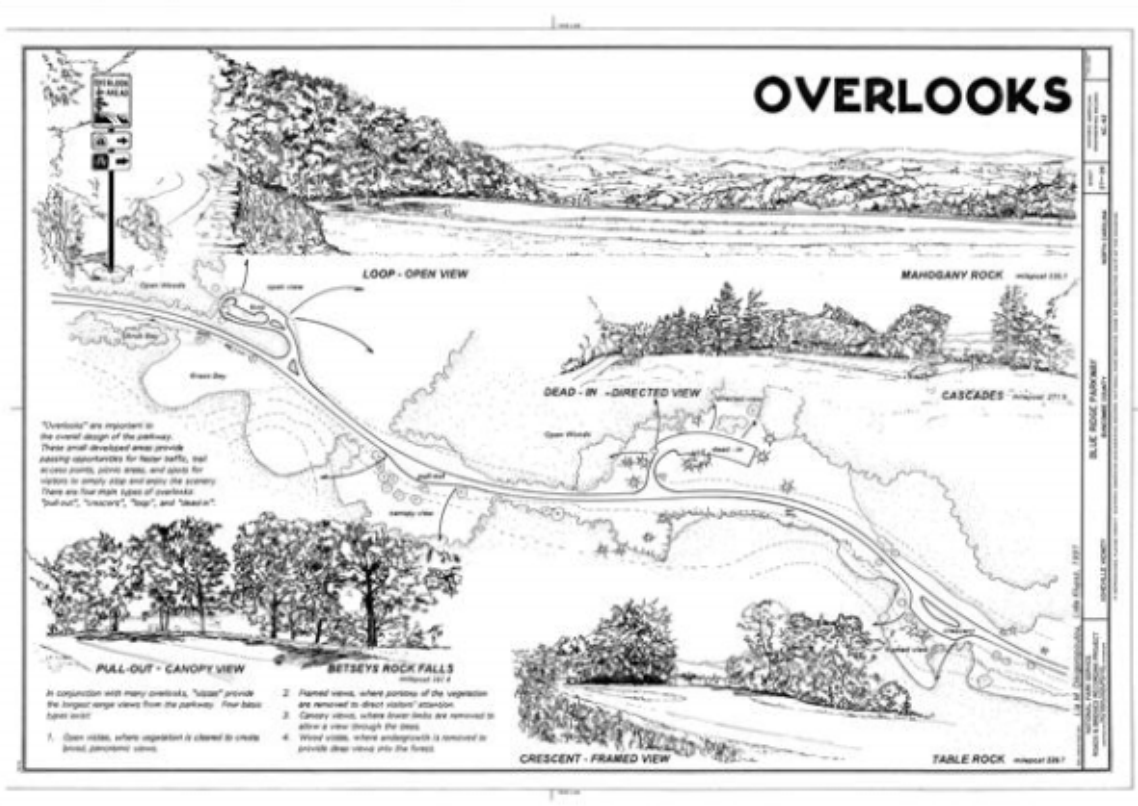
*Historic Precedent*
Historic Precedent describes the historic design intent for park road and parkway details outlined in the original design drawings of record and the annual reports provided by the Palisades Interstate Park Commission (PIPC) dating back to 1912, and reflect the period(s) of significance.

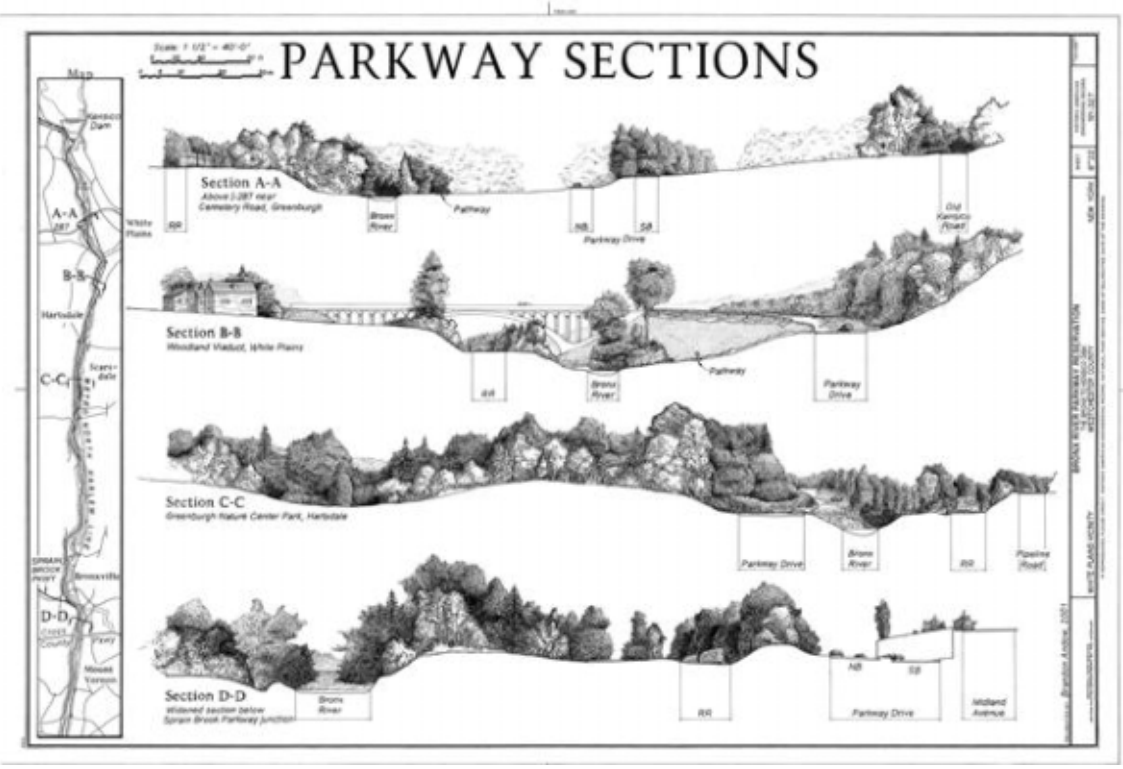
*Current Condition*
Current condition is an objective summary listing the changes, alterations or losses to historic parkway and design elements over time. The purpose of the current condition section is not to serve as a criticism of past activities or actions, but rather to present, over the historic period that defines the PIP and HHD, the evolution from or alteration to the original design elements.

*Design Considerations*
Design Considerations identify opportunities that through further study, site investigation and environmental and historic preservation review may be eligible for federal and other funding grants or programs. Many historic design elements may be maintained as character defining features through rehabilitation. Rehabilitation suggests options to update parkway and park road design elements, based on current needs for safety, use and environment that will respect the historic design intent while meeting modern goals. For example, the replacement of the original design rough-cut timber guide rail with a steel-reinforced wooden barrier would be an example of rehabilitation. Identifying non-invasive plant materials that have the similar color, texture and form of historically planted invasive species would be another example of rehabilitation. These considerations are not necessarily intended to represent projects or activities that will be implemented as a result of this plan.

Documentation is needed to understand original historic elements before rehabilitation can be undertaken. A base line reference needs to be established before moving forward with any design considerations. The Historic American Engineering Record (HAER) was established in 1969 by the National Park Service, the American Society of Civil Engineers and the Library of Congress to document historic sites and structures related to engineering and industry. Appropriate subjects for documentation are individual sites or objects, such as a bridge, ship, or steel works; or larger systems, like railroads, canals, electronic generation and transmission networks, parkways and roads. HAER combines drawings, history, and photographs to produce a comprehensive, multidisciplinary record that ranges in scope with a site's level of significance and complexity. A black-and-white drawing set can include an evolution of the site plan; typical plans, sections and elevations; exploded details and interpretive and axonometric drawings. The HAER drawings displayed in this chapter document characteristic road details, overlooks and parkway sections. The characteristic road details and parkway sections HAER documents are for the Bronx River Parkway and is representative of what could be documented for the Palisades Interstate Parkway. The overlooks HAER document for the Blue Ridge Parkway, shown below, is also very applicable for the PIP.




OVERLOOKS
LOOP - OPEN VIEW
MAHOGANY ROCK
DEAD - IN - DIRECTED VIEW
CASCADES
PULL-OUT - CANOPY VIEW
BETSEYS ROCK FALLS
CRESCENT - FRAMED VIEW
TABLE ROCK


PARKWAY SECTIONS
Section A-A
Section B-B
Section C-C
Section D-D

Several historic design elements have been lost including original white-on-black destination signs, wooden guide rails and rustic lighting fixtures. Some of these features have been replaced due to FHWA and AASHTO guidance for elements, such as the steel guide rails, and MUTCD standard signing practices. Others have been replaced due to routine maintenance.

There is no comprehensive plan in NJ for accommodating safety improvements within the historic context of the parkway or the drive to guide these changes. However, there is a comprehensive plan for retaining historic features of the parkway while addressing safety improvements that was developed for the NY segment. Applying the same treatments to both segments would create a consistent visual experience for byway travellers. Whenever possible, the historic design features of the Palisades Interstate Parkway and Henry Hudson Drive should be restored to their original design. If this is not possible, these elements should be rehabilitated to meet modern safety standards in a manner that preserves the original design aesthetic.

These historic design elements include:

- Road surface and edge treatment (curbs)
- Guide rail*
- Lighting*
- Parapet Walls on Bridges
- Bridges/Bridge Abutments
- Parapet Walls on Henry Hudson Drive
- Signage: Roadway and Gateway Signage*
- Landscape which includes planting schemes and prominent views and vistas*
- Gas Stations
- Scenic Lookouts*
- George Washington Bridge Approach

**Detailed information sheets for these historic design elements have been prepared to provide additional representational information regarding historic precedent and potential options. The elements have been selected to address broad concepts of parkway design and introduce a more detailed awareness of individual historic design elements. They should not be viewed as more important or significant than the other elements identified.*

Exhibits documenting the historic precedent, current conditions and design considerations for selected design elements are included at the end of this chapter.

## Road

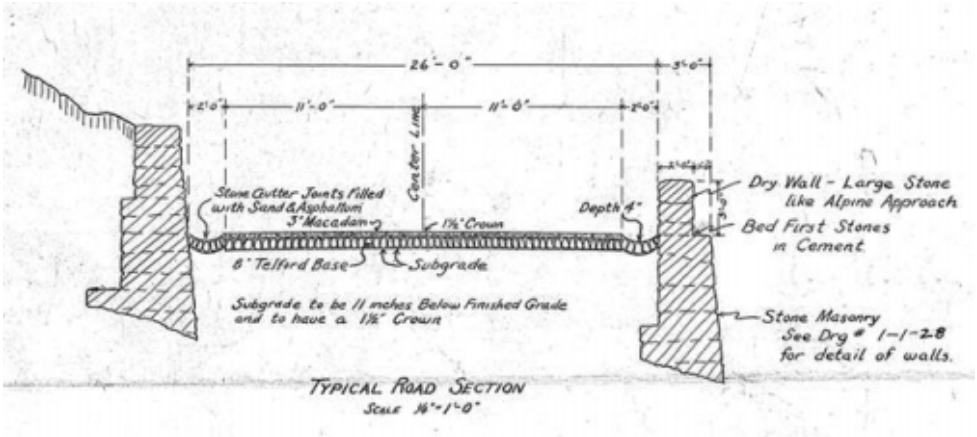
### *Pavement*

Historic Precedent: A 4" reinforced concrete surface and a 6" concrete curb were part of the original demonstration mile (PIP). The surface of Henry Hudson Drive was also concrete (see cross section).

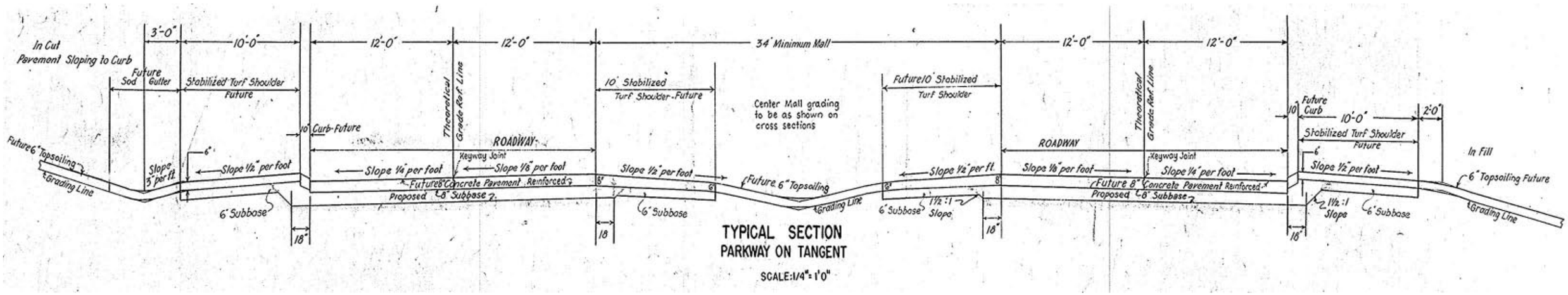
Current Condition: Asphalt replaced the original concrete surface. In addition, The curb was removed from the NJ section during the 1992 rehabilitation project.

Design Consideration: The Palisades Interstate Parkway could be repaved as needed with asphalt as an alternative to the concrete used on the demonstration mile. To mitigate cost, repaving will be completed in sections over time.


*Photo of the original "Demonstration Mile" on the Palisades Interstate Parkway*




*Henry Hudson Drive cross section*




*Typical cross section taken from the original design drawings for the Palisades Interstate Parkway*

***Curb and Gutter:***

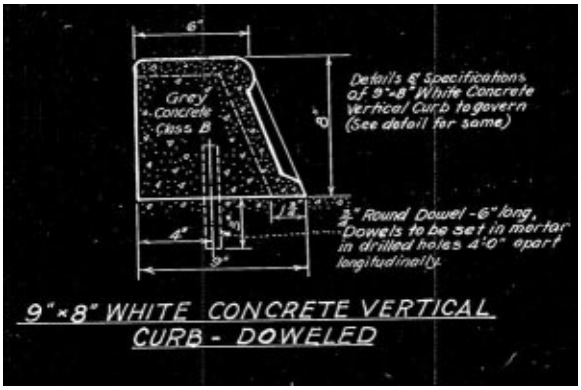
The curb and gutter treatments were very different for the Palisades Interstate Parkway and Henry Hudson Drive.

**Palisades Interstate Parkway**

Historic Precedent*:* A 6" white curb was used along the Palisades Interstate Parkway, a defining detail that characterized the parkway.

Current Condition*:* The curb was removed along the New Jersey section of the Palisades Interstate Parkway. Mountable curbs are present only at the parkway exits in New Jersey. The 6" white curb still exists along the existing length of the New York section.

Design Consideration*:* The Palisades Interstate Park Commission should consider restoring the 6" curb along the Palisades Interstate Parkway in New Jersey to match the existing curb used in New York State. This improvement could be completed in phases over time to mitigate the cost.




*White curb taken from the original design drawings for the Palisades Interstate Parkway*

*Photo of the Palisades Interstate Parkway showing no curb in the New Jersey section and a white curb in the New York section*

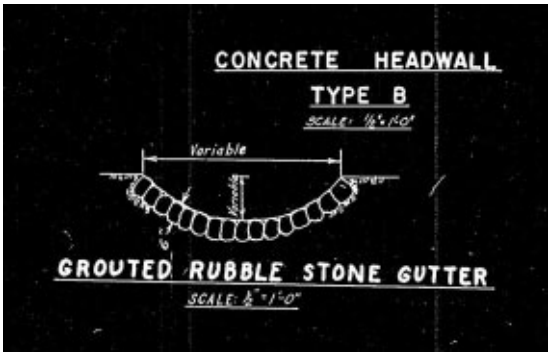
Photo Courtesy of Paul Daniel Marriott

**Henry Hudson Drive**

Historic Precedent: A stone gutter was used along the Henry Hudson Drive.

Current Condition: As a result of the repaving of Henry Hudson Drive, the stone gutters are much lower than the road surface and have become filled with dirt causing drainage problems in some areas.

Design Consideration: The Palisades Interstate Park Commission should consider milling the asphalt and repaving with a 2" asphalt topcoat which would be level with the stone gutter. All the dirt in the stone gutters should be removed to maximize the gutters drainage capabilities and rehabilitate the gutter using appropriate mortar color and profile.




*Stone gutter detail taken from the original design drawings for Henry Hudson Drive*

*Existing photo of the stone gutter along Henry Hudson Drive. Note the raised asphalt surface.*

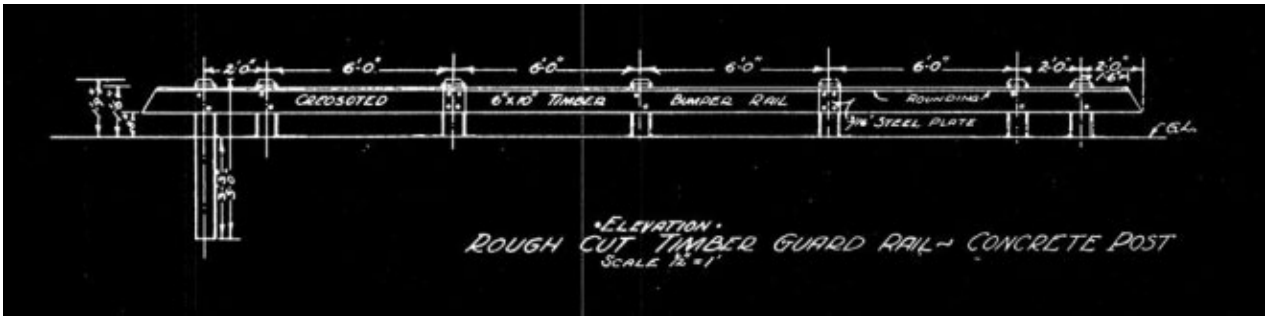
Photo Courtesy of Paul Daniel Marriott

### *Guide Rail*

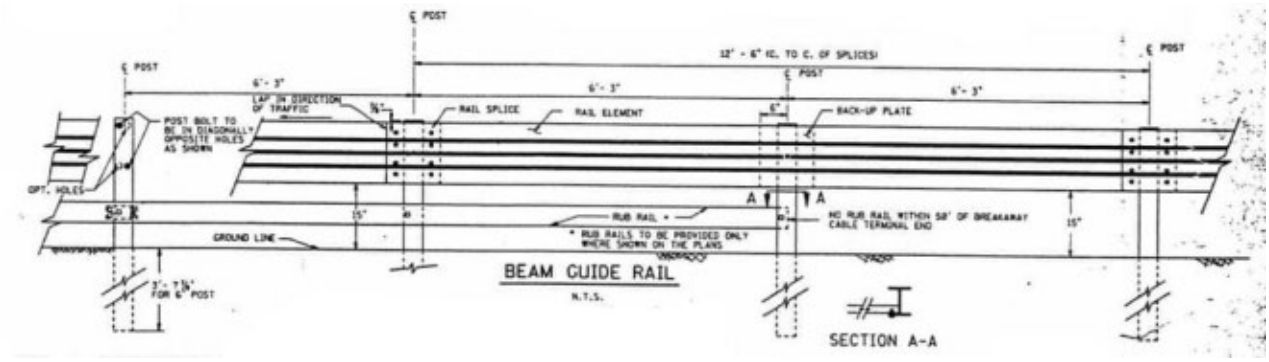
Historic Precedent*:* A rough cut timber guide rail with a concrete post was detailed on the original design plans for the Demonstration Mile and included the Rockefeller Lookout.

Current Condition: W Section with SRT (Slotted Rail Terminal) end sections is currently used on the Palisades Interstate Parkway in New Jersey and in New York from the state line to exit 10. North of exit 10 in New York, a box beam guide rail is used. The post and cable guide rail system is also used in New York State, which is less conspicuous and can be found in landscaped settings.

Design Consideration: Consider using the same type of guide rail along the entire length of the Palisades Interstate Parkway in both New York and New Jersey. Although the steel-backed timber guide rail has been approved by the NYSDOT for historic parkways in New York State and has been crash tested and approved by the Federal Highway Administration, because it is cost prohibitive, NYSDOT has chosen wire or box that will be powder coated.




*Elevation of rough cut timber guide rail taken from the original design drawings for the Palisades Interstate Parkway*




*W-Beam guide rail section taken from the NJDOT design drawings for the Palisades Interstate Parkway*

### *Lighting*

The Palisades Interstate Parkway only had lighting historically near the George Washington Bridge and at gas stations; the rest of the Parkway was always dark. However, lighting fixtures had been used on Henry Hudson Drive.

Historic Precedent: The original lighting design detail was a fourteen foot high wooden light post with a globe fixture and had been used along Henry Hudson Drive. These wooden light posts at an elevated height were used at the toll plaza at the parkway's southern terminus and at the service stations (see photo below).

Current Condition: The wooden light posts were removed along Henry Hudson Drive and at the toll plaza and service stations in New Jersey. They still exist at Bear Mountain State Park parking lot. A black cobra head fixture is used at the New York service station and a galvanized cobra head fixture is used at the New Jersey service stations.

Design Consideration: The Palisades Interstate Park Commission should consider adding pedestrian scale wooden light posts with acorn shaped fixtures at the three lookout areas along the PIP and at the boat dock areas along Henry Hudson Drive. However, care should be taken to minimize light pollution that would interfere with the viewing experience. Current cobra head light posts and fixtures at the service stations and toll plaza should be replaced with the Era Collection fixtures, which resemble the original design detail, and wooden breakaway poles that meet current safety standards compliant with the New Jersey Roadway design manual. In areas where no historic light fixtures were installed, or where the addition of historic-look fixtures would be inappropriate or suggest a false history, minimally designed fixtures of a dark neutral color (black, charcoal, brown or green) should be installed to provide illumination in areas that currently require night lighting.

*Existing light at Bear Mountain parking lot*

*Historic photo of roadway lighting at the toll plaza for the Palisades Interstate Parkway*

*Existing roadway lighting for the Long Island Historic Parkways in New York State*

Photo Courtesy of Paul Daniel Marriott

***Parapet Walls on Bridges***

Historic Precedent: Parapet walls were originally constructed of the same natural stone material that was used on the bridges.

Current Condition: Metal guide rails were placed in front of the original stone parapet walls in many places along the New Jersey section of the Palisades Interstate Parkway to meet current safety standards. New York State uses poured in place concrete faced with stone, which also complies with current safety standards.

Design Consideration: Redesign and reinforce the historic stone features to meet modern safety requirements while respecting the historic appearance of the original design.

*Photo of the metal guide rails in front of the original parapet wall on the New Jersey section of the Palisades Interstate Parkway*

### *Bridges and Bridge Abutments*

Historic Precedent: The original bridge and bridge abutments were built with concrete sub-structure and faced with granite stone quarried from local sources (Yonkers at the time). The Palisades Interstate Parkway has 8 grade separated crossings and 2 pedestrian bridges over the parkway.

Current Condition: Over time, the New Jersey Department of Transportation has made repairs to the bridge abutments and placed concrete over the original stone.

Design Consideration: The historic bridge character should be retained in all bridge improvements including the restoration of the pedestrian bridge. Research should be done to establish the original historic details of the bridges and subsequent modifications. The bridges should be restored as much as possible to their original condition. Any necessary modifications to meet safety requirements should be done in a manner that is sensitive to historic details, is consistent, and is not visible to the traveler. The Palisades Interstate Park Commission should adopt a set of design guidelines to serve as the basis for making detailed design decisions for all future changes to the Parkway bridges and bridge abutments consistent with modern safety requirements. Granite quarried stone of a similar physical and visual characteristic to the original should be used for all bridge repairs and/or adjustments (as done, for example, in NY State at Exit 12).

*An original bridge photo from the Palisades Interstate Park Commission*

*A current photo of the same bridge*

Photo Courtesy of Paul Daniel Marriott

*A pedestrian bridge crossing over the southbound Palisades Interstate Parkway near the State Line Lookout*

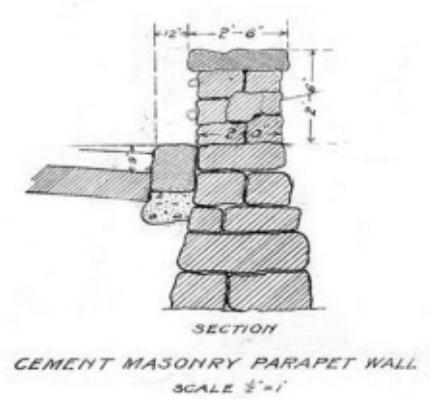
*An arched bridge type taken at northbound Alpine Approach Road*

***Parapet Wall (Henry Hudson Drive)***

Historic Precedent: Parapet walls are located along Henry Hudson Drive. They vary in both length and height and were constructed with natural stone indigenous to the area and serve as barriers and retaining walls along Henry Hudson Drive.

Current Condition: Many rockslides have occurred closing Henry Hudson drive to vehicular traffic. The stone from these rockslides is not always reused to replace the failing walls. Invasive vegetation weakens the parapet walls at the picnic areas by attaching to the facades and deteriorating the mortar.

Design Consideration: The Palisades Interstate Park Commission should develop maintenance guidelines so that when parapet walls are repaired, specifications would be available to ensure compatible mortar color and composition. The fallen stone should be used at multiple locations, such as gateways of the Palisades Interstate Parkway and lookouts. This stone could also be used for customized interpretive signage.

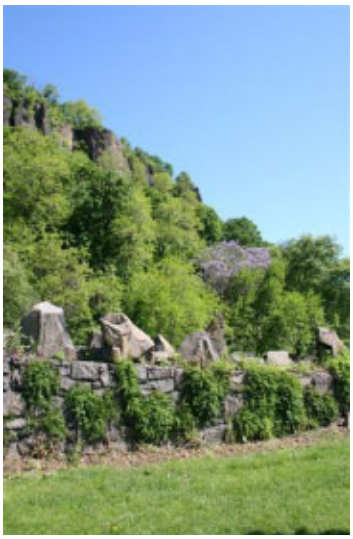



*Historic cross section of the parapet wall along Henry Hudson Drive*

*Photo of Henry Hudson Drive hairpin curve showing parapet walls*

Photo Courtesy of Paul Daniel Marriott

*Parapet wall in New York State*



***Invasive plant material attached to parapet wall***

Photo Courtesy of Paul Daniel Marriott

## *Signage*

*Gateway Signage*

Historic Precedent: Gateway signage existed at the New York State line.

Current Condition: The gateway signage was removed from the median and "Welcome to New York State" and New Jersey signs were added when crossing the state line.

Design Consideration: Gateway signage should be provided at the Fort Lee entrance to the Palisades Interstate Parkway and at the entrance to the PIP from the George Washington Bridge. The original northbound toll booth structure could possibly be refurbished as the gateway element in this area. This gateway signage should be consistent with any used along the Palisades Interstate Parkway in New York State. A joint venture between New Jersey and New York should dictate the design of the gateway signage. The State Line Lookout, Fort Lee Museum and the Headquarters Buildings could all serve as gateways for the Palisades Interstate Parkway.


*Historic photo of gateway signage at the New York State line*


*Existing "Welcome to New York State" sign at New York State line*

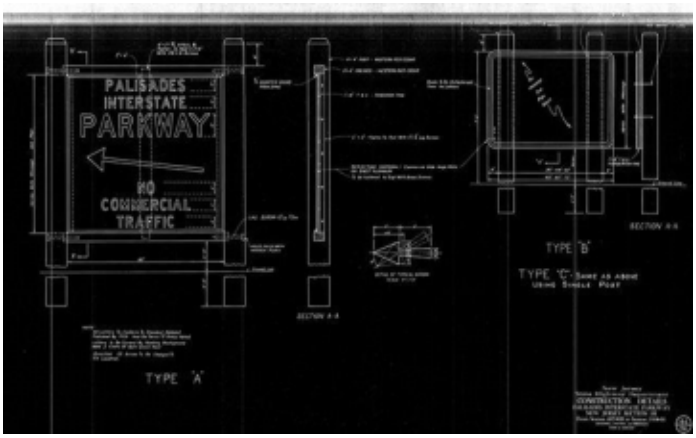
Photo Courtesy of Paul Daniel Marriott

*Road Signage*

Historic Precedent: Original white-on-black destination signs were used and located on the sign schedule from the demonstration mile in the original design drawings for the Palisades Interstate Parkway.

Current Condition: Between 1999 and 2001, new MUTCD compliant signs were added.

Design Consideration: The backs of the existing MUTCD compliant roadway signage should be painted brown to blend in with the surroundings and to match the precedent established in New York State.




*Historic signage elevation and cross section taken from the original plans for the Palisades Interstate Parkway*


*Existing MUTCD compliant signs along Henry Hudson Drive*

*Existing back of sign in New York State that is painted brown to blend in with the surroundings*

Photo Courtesy of Paul Daniel Marriott

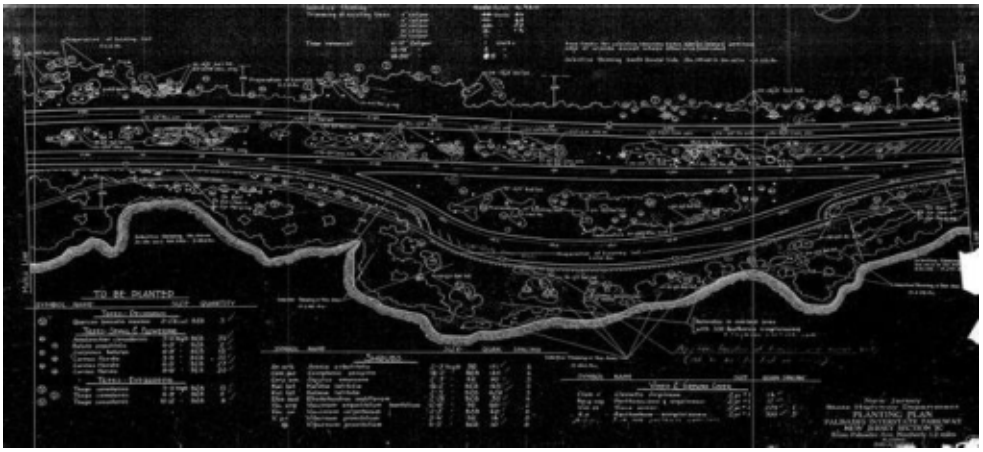
### *Landscape*

*Planting Schemes*

Historic Precedent: A mixture of deciduous and evergreen trees, shrubs, vines and groundcovers were specified on the original planting plans for the Palisades Interstate Parkway. Selective thinning was recommended for specific areas approximately sixty feet from the edge of the woods.

Current Condition: Invasive plant material has taken over in some places. Removing dead trees and selective pruning should be done periodically to preserve view sheds.

Design Consideration: Historically used plants native to the area should be chosen for any future plantings along the Parkway corridor. Secondary plant material may suggest utilizing new and native species installed historically as long as they are replacing non-native or problematic plant species. Alternatives to expansive, non-historical lawn areas should be continually explored. A recommended plant list could be listed in the Palisades Interstate Park Commission Maintenance Manual for use by both New York and New Jersey.



*Original planting plan for the "Demonstration Mile" which includes the Rockefeller Lookout*

**FORESTRY AND PLANTING**

Progress was made in the eradication of poison ivy, about two tons of borax being used for this purpose.

Considerable time was spent in the control of tent caterpillars, Japanese beetles and other pests.

The following were planted along the slopes above both sections of the Henry Hudson Drive and along the shore trail throughout the Park:

Approximately, 300 square yards of sod
2,000 White pine (18 inch)
1,300 Wild flower plants
1,000 Mountain laurel (6 inch)
1,000 Hemlock seedlings
300 Day lilies
200 Scotch broome
1,000 Honeysuckle vines

700 Hemlocks (12 to 18 inch) were planted behind the walls bordering the Park along Route 9-W.

60 Dogwood trees (6 ft.) were planted along the Alpine Approach Road.

70 Willow trees were planted along the shore path between the Englewood and Alpine areas.

*Historic forestry and planting for the Palisades Interstate Parkway and Henry Hudson Drive taken from the annual reports for the Palisades Interstate Park Commission*

*Views and Vistas*

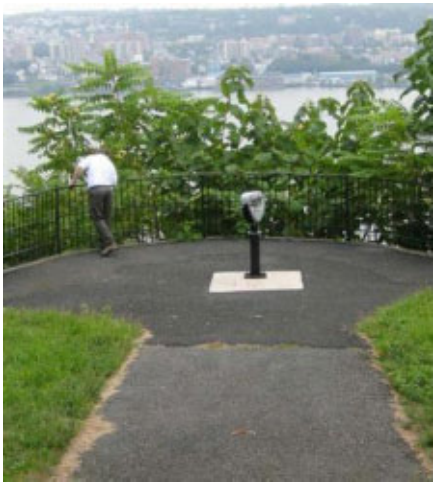
Historic Precedent: The original planting plans for the Palisades Interstate Parkway at the Rockefeller Lookout specify selective thinning at the viewing area to establish broad, open vistas to the George Washington Bridge and New York City skyline.

Current Condition: Over time, invasive species have become overgrown and obstruct the broad, open views at the lookouts.

Design Consideration: Selective clearing should be applied at the lookout viewing areas to maximize the wide views. Vista clearing and ground cover planting is especially needed at Fort Lee Historic Park, Stateline lookout, the Women's Federation monument and along Henry Hudson Drive. Continued maintenance should remain part of the maintenance program for the park.

*Sightseers at Point Lookout in 1952*

*Historic photo taken from the Rockefeller Lookout along the Palisades Interstate Parkway*



*View area which is obstructed by invasives at the Alpine Lookout*

*Weeds and invasives have become overgrown and obstruct views at Lookouts*

### *Gas Stations*

Historic Precedent: 2 gas stations, all one story stone buildings with sloping slate gable roofs, were built along the Palisades Interstate Parkway, both north and southbound lanes; in Tappan, NY; and at the Anthony Wayne Recreation area.

Current Condition: The Anthony Wayne gas station was converted to the PIPC Visitor Center in New York State.

Design Consideration: While respecting current function and use of the facilities, every effort should be made to restore the materials and finishes of the historic architecture and to redesign canopies in a manner that reflects the historic design intent. Signage and planting may also be restored to reflect the original site design.

*Existing northbound gas station along the Palisades Interstate Parkway. Note how the galvanized light fixtures show prominently against the landscape.*

### *Scenic Lookouts*[2]

*Rockefeller Lookout*

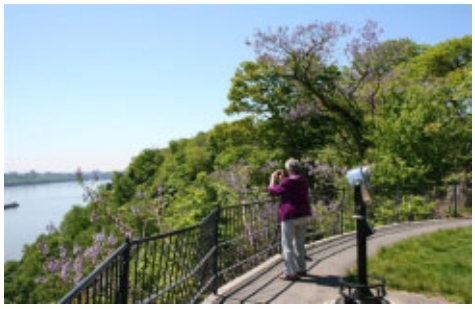
*Existing photo of the Rockefeller Lookout along the Palisades Interstate Parkway*

Historic Precedent: Rockefeller lookout was constructed as part of the original demonstration mile in 1948.

Current Condition: A turnoff in the shape of an elongated crescent with a walkway to the viewing area and with accommodation for approximately 50 cars. Great views of the George Washington Bridge and the Manhattan Skyline can be seen from this lookout.

Design Consideration: Improve visitor amenities at the Rockefeller Lookout including wayfinding signage and site amenities, such as benches, bear-proof trash receptacles, and where appropriate decorative lighting as close to full spectrum light as possible. Note that lighting should be kept to a minimum and placed so as not diminish the viewing experience.

*Alpine Lookout*



*Existing view area taken from the Alpine Lookout along the Palisades Interstate Parkway*

Photo Courtesy of Paul Daniel Marriott

Historic Precedent: Alpine Lookout was constructed as part of the Palisades Interstate Parkway on the site of the old Rionda Estate.

Current Condition: A turnoff in the shape of an elongated crescent with a walkway to the viewing area and with accommodation for approximately 50 cars. The Alpine Lookout offers great views of Yonkers, New York and the Hudson River.

Design Consideration: Improve access to and maintenance of viewsheds. Remove dead trees and prune existing trees and vegetation to preserve the great views.

[2] See "Views and Vistas" in the Landscape Section for additional recommendations

*State Line Lookout*

*Existing view from the State Line Lookout along the Palisades Interstate Parkway*

Historic Precedent: The small restaurant at State Line Lookout, known as Lookout Inn, was completed during the 1930's by the WPA. Closed during the war years, State Line Lookout's Lookout Inn reopened after the war, as shown in this photo from late summer 1949. The entrance road which used the former path of US Route 9W and parking lot were constructed in 1958.

Current Condition: The Lookout Inn is open year-round and has a restaurant, public restroom, and a gift shop. The State Line Lookout provides access to the Long Path and many historic landmarks and offers great views of the Palisades Cliffs.

Design Consideration: State Line Lookout offers a great place for interpretive and educational opportunities. Include interpretive signage that will "tell the story" of the Palisades Cliffs which can be viewed from Point Lookout.

*State Line Lookout in 1949*

***George Washington Bridge (GWB) Approach***

Historic Precedent: The original parkway design was proposed to connect the George Washington and Bear Mountain Bridges and was later planned to connect to the New York Thruway.

Current Condition: A third lane was constructed in each direction for one mile north of the George Washington Bridge. The Port Authority plans to build new ramps between the lower level of the George Washington Bridge and the Palisades Interstate Parkway. Currently, access to and from the parkway is only available to the upper deck of the GWB.

Design Consideration: Historically sensitive design features should be proposed should a new Port Authority ramp connection from the Palisades Interstate Parkway to the lower level of the George Washington Bridge be constructed[3]. The bridge approach could take into account the historic landscape intent for the parkway's design (plant materials, view and vistas).

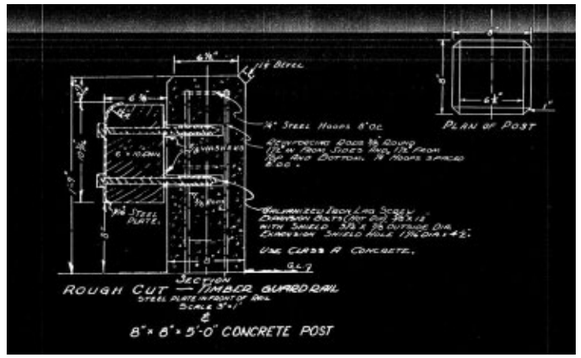
[3] This project was originally scheduled for construction between 2005 and 2009 but has been postponed indefinitely due to other priority projects in the pipeline.

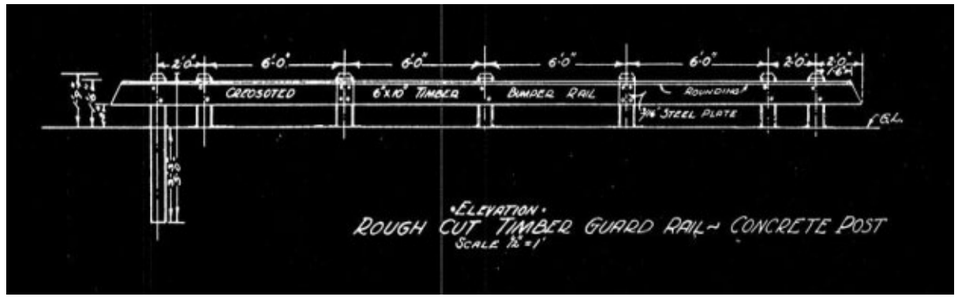
PRINCIPLE: RETAIN OR REPLICATE HISTORIC ELEMENTS WHILE MEETING CURRENT SAFETY STANDARDS.

# HISTORIC ELEMENTS: GUIDE RAIL

## ORIGINAL DESIGN

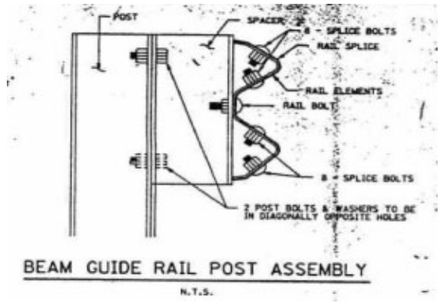
The original guide rail design for the Palisades Interstate Parkway was a 6"x10" creosoted rough cut timber bumper rail with a rounded top edge that was attached to a precast concrete post with a steel plate as illustrated on the adjacent section and elevation. These original guide rail details were taken from the original New Jersey Department of Transportation (NJDOT) construction details for the Palisades Interstate Parkway NJ Section 1H completed in 1954.



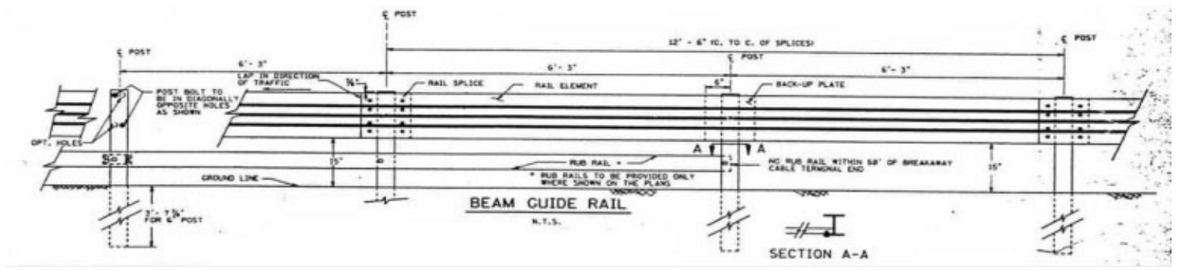




**ORIGINAL GUIDE RAIL SECTION AND ELEVATION**

## CURRENT CONDITION




**NEW JERSEY SECTION**




The current guide rail design is not consistent for the entire length of the Palisades Interstate Parkway. The New Jersey section of the Palisades Interstate Parkway installs the W beam, corten steel guide rail with the SRT end section as shown on the adjacent sections. These sections were taken from the most recent set of New Jersey Department of Transportation (NJDOT) construction drawings for the Palisades Interstate Parkway that were completed in 1995. The New York section of the Palisades Interstate Parkway currently displays three different guide rail details. The W beam, corten steel guide rail that is used on the NJ section of the Palisades Interstate Parkway exists at the state line to exit 10. North of exit 10 the box beam detail is installed. The third guide rail detail found along the Parkway in New York State is the post and cable, which is less conspicuous and can be found in landscaped settings.

**NEW YORK SECTION**

W BEAM

BOX BEAM

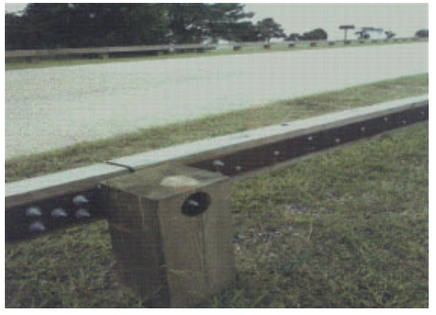
POST AND CABLE

## DESIGN CONSIDERATIONS

Both New York State and New Jersey should consider installing the guide rail which is most representative of the original design which would be the "steel-backed" timber guide rail, which is a wood box beam mounted on precast concrete posts with a blockout mounted between the timber rail and post which protects vehicles from impacting the concrete posts.

The secondary recommendation would be to install the "steel-backed" timber guide rail mounted on wooden posts which has been crash tested and approved by the Federal Highway Administration (FHWA) and has been recently accepted by the New York State Department of Transportation (NYSDOT) for use on historic parkways.

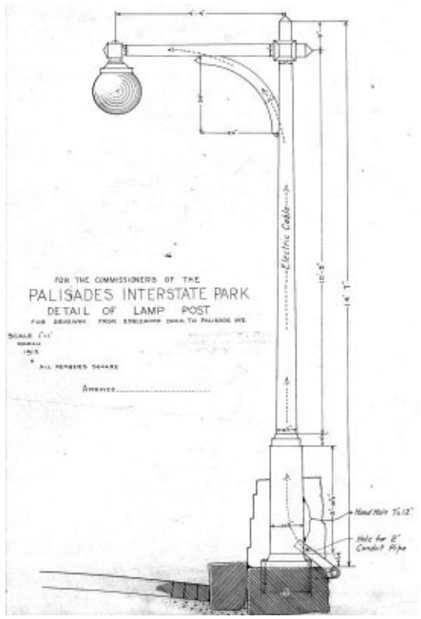
It is important to establish a seamless experience for the traveler when crossing the state line from New Jersey to New York. This can be accomplished by using the same historic design elements along the entire length of the Palisades Interstate Parkway. A design element manual could be developed for both New Jersey and New York. This would provide details and specifications that could be made available to contractors when making parkway improvements.



PRINCIPLE: RETAIN OR REPLICATE HISTORIC ELEMENTS WHILE MEETING CURRENT SAFETY STANDARDS.

# HISTORIC ELEMENTS: LIGHTING

## ORIGINAL DESIGN




The original lighting design detail was a fourteen foot high wooden light post with a globe fixture. This lamp post was used along Henry Hudson Drive. The original lighting detail was also present at the toll plaza at the Parkway's southern terminus and at the service stations in New Jersey and New York.

## CURRENT CONDITION

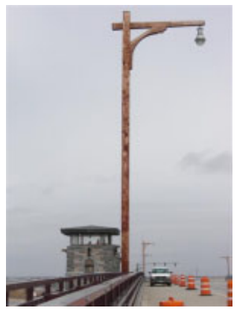
The wooden light posts were removed along Henry Hudson Drive but still exist at the Bear Mountain parking lot in New York State.

**New Jersey** **New York**

A cobra head light fixture exists at the New Jersey and New York State service stations along the Palisades Interstate Parkway. As you can see in the photos above, two different fixture types exist at the service stations. The light fixture at the New York State service station is black while the cobra head light fixture in New Jersey is aluminum.

## DESIGN CONSIDERATIONS

Consider adding pedestrian scale lighting to the three lookout areas along the Palisades Interstate Parkway and replacing the pedestrian lighting at the boat dock areas along Henry Hudson Drive with a cross arm light post and globe fixture similar to the original design. These new fixtures should be "dark sky friendly" using energy efficient fixtures, in accordance with the New Jersey Department of Transportation Roadway Design Manual, preferably LED or white light fixtures as close to full spectrum light as possible.



The recommended design for the service station and toll plaza lighting would be to replicate the original light posts and fixture type while meeting current safety standards and requirements as listed in the New Jersey Department of Transportation Roadway Manual.

PRINCIPLE: RETAIN OR REPLICATE HISTORIC ELEMENTS WHILE MEETING CURRENT SAFETY STANDARDS.

# HISTORIC ELEMENTS: SIGNAGE

## SIGNAGE

### ORIGINAL DESIGN


Gateway signage originally existed at the New York State line as illustrated in the historic photo.

### CURRENT CONDITION

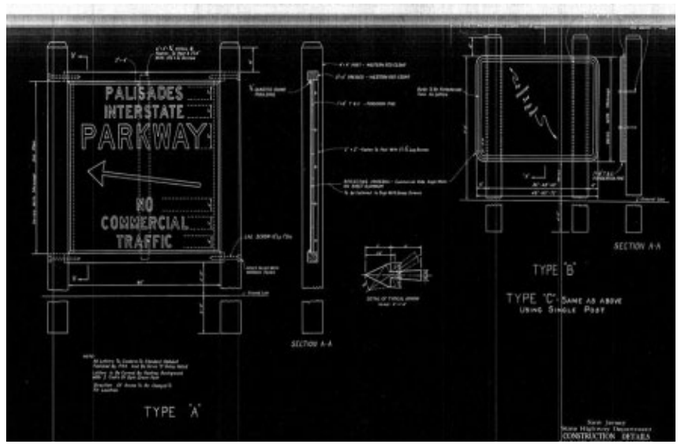

The gateway signage was removed from the median and MUTCD compliant "Welcome to New York and New Jersey signs were added.

### DESIGN CONSIDERATIONS


Gateways can be designed to reflect the scale, materials and look of the original historic gateway signs and be located as close to the historic location as possible. If located within the clear zone, barriers can be provided to maintain current safety standards for the parkway. Gateway signs can be provided at the Fort Lee entrance to the PIP and at the entrance from the George Washington Bridge.

Consider the addition of the PIP logo to directional signs, as shown here (picture note: DCR logo, Boston Parkways, lower right corner of sign), to reinforce recognition of the parkway as a park facility.

## ROADWAY SIGNAGE




The original roadway signage for the Palisades Interstate Parkway (PIP) consisted of 4" high white reflectorized letters on a dark green sheet aluminum background. The signs were mounted on both single and double 6"x6" western red cedar posts.



Between 1999 and 2001, new MUTCD compliant roadway signs were added. These signs include the Palisades Interstate Park Commission logo and are mounted on metal posts.

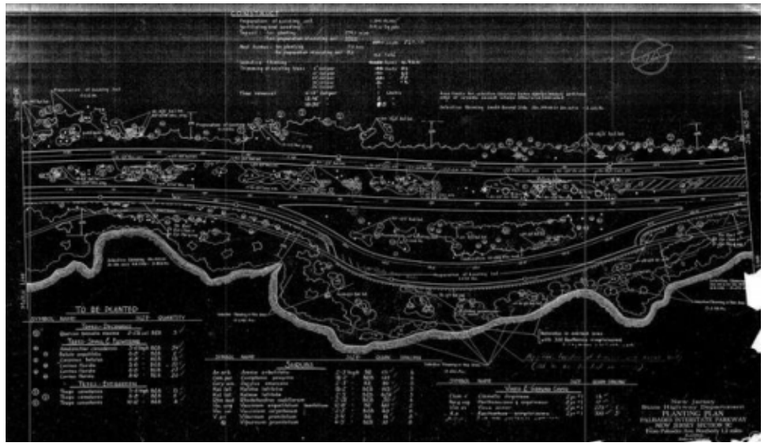
The New Jersey section of the Palisades Interstate Parkway can paint the backs of the existing MUTCD compliant roadway signage to match the precedent used by New York State. Painting the sign backs allows them to blend into the surrounding landscape. Where feasible, roadway signs can be mounted on wooden breakaway posts to replicate the original design.

PRINCIPLE: RETAIN OR REPLICATE HISTORIC ELEMENTS WHILE MEETING CURRENT SAFETY STANDARDS.

# HISTORIC ELEMENTS: LANDSCAPE

## ORIGINAL DESIGN

### PLANT SELECTION



A mixture of deciduous and evergreen trees, shrubs, vines and ground covers were specified on the original planting plans for the original "Demonstration Mile" for the Palisades Interstate Parkway.

### VIEWS/VIEWSHEDS

**Sightseers at Lookout Point in 1952**

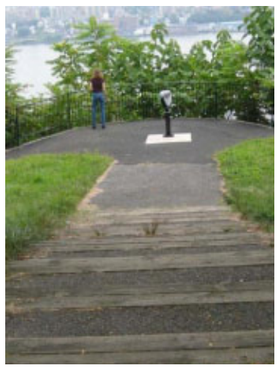
Selective thinning of existing trees is identified in specific areas on the original planting plans for the "demonstration mile" for the Palisades Interstate Parkway. A vista and roadside clearing program was established by the Palisades Interstate Park Commission to cut down and remove dead trees throughout the park and along the parkway. An eradication program was created to remove poison ivy and weeds throughout the park. Borax was used for this purpose. A Maintenance Department was established to clean the park grounds, cut and care for lawn, trees and shrubbery, clean and update all park buildings, playgrounds, bathing beaches, roads and paths.

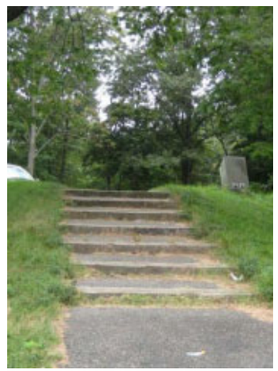
## CURRENT CONDITION

Weeds and invasives have become overgrown and obstruct views at Lookouts.

Dead shrubs and branches should be removed from lookouts and waterfront areas.

Improve pedestrian access to overlooks by maintaining walkways, steps and railings. It is important to remove and prune trees and vegetation that obstruct panoramic views.



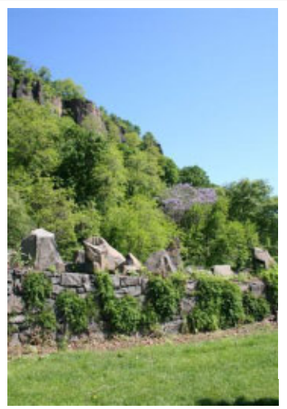


## DESIGN CONSIDERATIONS

As much as possible, provide continuous maintenance for lawn areas, especially at the lookouts and picnic areas. Dead lawn can be replaced with new topsoil and seed, or may even be reduced in size where appropriate. Fertilize lawn areas throughout the year especially in the spring and fall.

Native species should be used whenever possible when replanting lawn areas, roadway medians, and at the lookouts and picnic areas. A recommended plant list containing native species could be listed in the Palisades Interstate Park Commission Maintenance Manual to be used by both NY and NJ when doing replanting throughout the park.

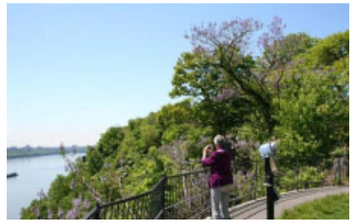
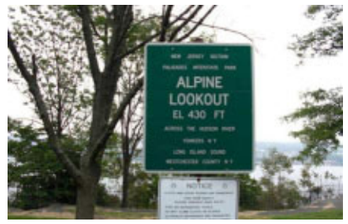
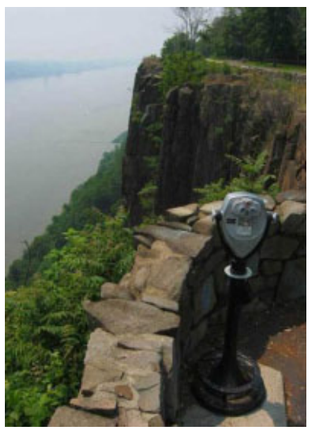
Stabilize steep slope areas with hardy ground covers. Remove poison ivy along trails and pedestrian areas.



Remove vines and invasive plant material from the parapet walls. Vines will weaken the wall structure and should be removed as part of a continuous maintenance program throughout the year.

PRINCIPLE: RETAIN OR REPLICATE HISTORIC ELEMENTS WHILE MEETING CURRENT SAFETY STANDARDS.

# HISTORIC ELEMENTS: SCENIC LOOKOUTS

| | ORIGINAL DESIGN | CURRENT CONDITION | DESIGN CONSIDERATIONS |
|---|---|---|---|
| **ROCKEFELLER** | The Rockefeller Lookout was constructed as part of the "Demonstration Mile" in 1948. It includes parking for 62 cars. It was the setting for a scene from "The Perils of Pauline" filmed in the early 1900s.<br>  <br>The Rockefeller Lookout on the Palisades Interstate Parkway<br>  <br>View from Rockefeller Lookout across the Hudson River to Spuyfen Duyvil |  <br>Small u-shaped turnoff with a walkway to the viewing area. There is a bench and rock formations for seating.<br>  <br>The Rockefeller Lookout offers great views of the George Washington Bridge and Manhattan skyline. | The Rockefeller Lookout could benefit from improved visitor amenities such as wayfinding signage and site amenities including benches, bear proof trash receptacles and historically appropriate or visually non-obtrusive lighting with minimal glare.<br>  |
| **ALPINE** | Alpine Lookout was constructed as part of the Palisades Interstate Parkway on the site of the old Rionda Estate. The lookout has parking for 57 cars and is rarely used to capacity.<br>  <br>View from Parkway Lookout |  <br>Small u-shaped turnoff with a walkway to the viewing area. The Alpine Lookout offers great views of Yonkers, New York and the Hudson River.<br>  <br>The Lookout signage could be interpretive and tell the story of the history of the area. Currently, it is MUTCD compliant but does not offer descriptions of the views or the Palisades Park. | The Alpine Lookout could benefit from improved access to and maintenance of viewsheds. All dead trees should be removed and existing trees and vegetation should be pruned to preserve the great views. Lawn areas can be fertilized and seeded.<br>  |
| **STATE LINE** | The small restaurant at State Line Lookout, known as Lookout Inn, was completed during the 1930's by the WPA. The entrance road and 173 car parking lot that now exist were a part of the construction of the Palisades Interstate Parkway which was completed in 1958.<br>  <br>The Palisades at Point Lookout |  <br>Lookout Inn sells food and gift items and serves as a Visitor Center distributing park brochures and information. State Line Lookout provides access to trails and historic landmarks.<br>  <br>The State Line Lookout offers great views of the Palisades Cliffs, the Hudson River, and the New York riverfront. | State Line Lookout offers a great place for interpretive and educational opportunities. Interpretive signage could "tell the story" of the Palisades Cliffs which can be viewed from Point Lookout.<br>  |

## POLICY GUIDANCE

Managing the historic resources and character of the Palisades Interstate Parkway and Henry Hudson Drive as safe and efficient roadways within a natural, recreational and scenic landscape context has been the ongoing task and challenge of the Palisades Interstate Park Commission since the historic roads were first opened to the motoring public. Many conflicting pressures are regularly addressed including the balance between commuter traffic and leisure travelers, improving roadway safety within an historic environment, and funding for roadway projects and maintenance. After many decades of thoughtful stewardship by the PIPC, federal transportation policy, AASHTO guidance and historic roads research and advocacy are now offering new tools and insights that may assist the PIPC with making the options and considerations outlined in this chapter a reality. Advances in safety analysis, highway management and aesthetic design treatments now offer many more options for historic roads. For the Palisades Interstate Parkway and Henry Hudson Drive such policies may assist with:

- Managing the Palisades Interstate Parkway as a historic road, not a commuter route
- Improving highway safety and efficiency while maintaining historic context
- Distinguishing the Palisades Interstate Parkway as unique among the arterial routes of northern New Jersey
- Establishing a safe, responsible and prudent balance among all parkway users (commuter, leisure, recreational and heritage travelers)

This section provides a brief introduction into some of the policies and resources that may be considered when addressing commuter and safety issues as related to the historic roads, and in particular the Palisades Interstate Parkway. The policies and options outlined here provide practical and approved alternative strategies to maintain safe roadways within unique settings or with distinctive features. The Palisades Interstate Parkway and Henry Hudson Drive represent unique historic roads that may benefit from the careful and thoughtful application of flexible design, Context Sensitive Solutions, scenic byways and design exceptions, and are currently protected by Section 4(f) of the Department of Transportation Act of 1966 and Section 106 of the National Historic Preservation Act of 1966.

### *National Transportation Policy*

*Federal Highway Administration*

The Federal Highway Administration (FHWA) is the division of the U.S. Department of Transportation charged with the development of national policy, goals, objectives and standards for nation's roads, highways and bikeways. The FHWA works in areas as diverse as highway safety and state funding allocation, to the review of impacts on historic resources as a result of federally funded highway construction, and promotion of the national system of scenic byways. To support the National Scenic Byways Program, FHWA has a program office in Washington, DC. Additionally, the Washington, DC headquarters houses the FHWA Preservation Officer. The Preservation Officer is responsible for coordinating agency activities under the National Historic Preservation Act. That would include ensuring that agency policies are consistent with the letter and intent of the

National Historic Preservation Act and its various implementing regulations. Beyond coordinating policy, the Preservation Officer serves as an in-house technical expert in the field, providing technical assistance and training on the historic preservation and related processes, and serves as point of contact for those participants in the process with particular concerns about historic preservation issues, including Indian tribes, SHPOs, preservation advocates, and the public. In addition to their main offices in Washington, DC, FHWA maintains a division office in each state and territory in the United States.

*ISTEA and Flexible Highway Design*

With the passage of the Intermodal Surface Transportation Efficiency Act (ISTEA) in 1991 transportation policy at the federal level has increasingly stressed flexibility in highway design, sensitivity to local cultural, environmental and historic resources and public involvement in the decision-making processes. Regarding flexibility in design and deviation from traditional highway standards, the 1991 act notes:

"If a proposed project…involves a historic facility or is located in an area of historic or scenic value, the Secretary (of Transportation) may approve such project…if such project is designed to standards that allow for the preservation of such historic or scenic value and such project is designed with mitigation measures to allow preservation of such value and ensure safe use of the facility." (Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), Section 1016(a))

The goals and provisions of the original ISTEA (1991-1997) legislation were updated as TEA-21 (Transportation Equity Act for the 21st Century, 1998-2003) and SAFTEA-LU (Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (2004-2009). As of the development of this Corridor Management Plan, the US Congress is debating the next six-year transportation bill.

*SECTION 4(F)*

Section 4(f) of the Department of Transportation Act of 1966, 49 U.S.C. § 303, is a substantive requirement that prohibits federal approval or funding of any transportation project that requires the "use" of any historic site, public park, recreation area, or wildlife refuge unless there is "no feasible and prudent alternative to the project" and "all possible planning to minimize harm to the project" has been addressed. (DOT Act, 1966, Sec 4[f])

The use of Section 4(f), a powerful tool for the preservation of historic roads, was modified in 2005 so that it may be fulfilled in certain situations by the Section 106 process. If there is a finding of "no adverse effect" under Section 106 even with a minor use of an historic property and the SHPO concurs, there is no further requirement for a 4(f) evaluation. An adverse effect finding, on the other hand, requires the agency to seek options/flexibilities for the preservation of an affected historic property, including a historic road (or other historic resources) negatively impacted by a federally funded highway project. In other words, where 106 and 4(f) were once invoked concurrently, 4(f) is now applied only if the Section 106 process results in an adverse effect to the historic property in question. Section 106 is the first course of action for historic properties impacted by federally funded transportation projects.

*AASHTO*

Most state and local safety policies are based on the guidance recommended by the American Association of State Highway and Transportation Officials (AASHTO)—generally referred to by its popular name pronounced "ASH-tow". As an organization of "State Highway and Transportation Officials" AASHTO has been at the forefront of transportation policy for nearly a century. The AASHTO guidance for highway design, *A Policy on Geometric Design of Highways and Streets*, is known most popularly, due to the color of its binding, as the "Green Book." The purpose of the Green Book is to recommend safe and efficient practices for the design of roadways. The recommendations contained in the Green Book are based on extensive research and study, and generally provide a range of acceptable design criteria based on the type of roadway and the expected traffic volume for the facility. The FHWA has adopted the Green Book as the minimum standard for projects on the National Highway System (NHS), which includes the Interstate System and other selected principal routes and connectors to intermodal facilities. The Palisades Interstate Parkway is not part of the NHS. For all other projects, whether developed with Federal-aid funds or not, design is directed by the standards adopted by the state or local government.

The New Jersey Department of Transportation and the majority of local governments in New Jersey have adopted the Green Book in whole or in part for use on their own projects. A common misconception is that AASHTO issues regulations and defines highway standards. AASHTO issues *recommendations*—the guidelines and recommendations contained in the Green Book do not become "standards" until adopted by the State of New Jersey or a local government.

The NJDOT Roadway Design Manual notes:

The American Association of State Highway and Transportation Officials (AASHTO) has published policies on highway design practices. These are approved references to be used in conjunction with this manual. AASHTO policies represent nationwide standards which do not always satisfy New Jersey conditions. When standards differ, the instructions in this manual shall govern except on Interstate highways. The geometric design of the Interstate system shall, as a minimum, comply with the standards presented in the AASHTO publications; but the design of traffic barriers shall conform to the NJDOT Design Manual – Roadway and the design of drainage systems shall conform to the NJDOT Drainage Design Manual. (New Jersey Roadway Design Manual, Section 1.2)

AASHTO has become a national leader in encouraging flexible design in highway design that is responsive to local transportation needs and has been a strong advocate for Context Sensitive Solutions—a new approach to highway design that embraces local community values and concerns as a part of the design process. Through flexible design and CSS many of the historic preservation issues for historic roads can be addressed.

In their publication, *A Guide to Achieving Flexibility in Highway Design*, AASHTO states:

> "Many states and localities have adopted the AASHTO Green Book (1) for use as the basis of their state guidelines with no change. However the intent of the AASHTO Green Book (1) is that **individual states, cities, and counties have the freedom to develop their own design guidelines** and processes based on sound engineering principles that reflect local conditions and needs as well as the needs of the highway users. For such agencies, the design criteria in the AASHTO Green Book (1) can be a starting point or benchmark. Other published design criteria, such as that published by the Institute of Transportation Engineers, may also be referenced by an agency. The AASHTO Green Book (1) is thus a guide, a reference, and a basis for the development of an agency's guidelines. Terrain, climate, **culture and values**, and driving habits differ across the nation; what is good and acceptable in one location may not be satisfactory or practical in another." (A Guide to Achieving Flexibility in Highway Design, p. 8, emphasis added)

*Context Sensitive Solutions*

Context Sensitive Solutions (also known as Context Sensitive Design in many states, including New Jersey) is one of the newest movements in transportation policy and planning. As its name suggests, the movement encourages transportation design solutions that are *sensitive* to the natural and built environment—the contextual setting—of a community or locale. Transportation projects, under this theory, should not merely function efficiently and effectively, but also contribute to and enhance the historic, cultural and environmental characteristics of the community. Context sensitive solutions recognizes that every community and setting is unique and that through thoughtful design and planning traffic, safety and mobility requirements can be accomplished through flexible and creative means.

Under Context Sensitive Solutions, basic transportation needs and function are not divorced from the communities and landscapes which they are designed to serve. Context Sensitive Solutions acknowledges that transportation facilities have a direct impact on the daily use, structure and aesthetics of communities and as such need to respond to the larger "context" when addressing the impacts and design of highway construction. Thus, considerations for historic resources, views, native plant communities and traditional cultural activities are taken into account during the scoping and design process of a new highway project. Ideally, as one administrator for the Maryland Department of Transportation noted, "we get an improved facility, and when we leave it looks like we were never there."[4]

AASHTO and FHWA have been encouraging all the states to adopt Context Sensitive Solutions/ Context Sensitive Design as an overarching philosophy directing all transportation projects. In AASHTO's *A Guide to Achieving Flexibility in Highway Design*, they state:

> "In the view of AASHTO, established processes and design guidance are not in conflict with the movement (Context Sensitive Design). Furthermore, a well-designed *context sensitive* design solution need not increase the risk of tort lawsuit to an agency. AASHTO supports the concepts and principles of flexibility in highway design and feels that all professionals responsible for highway and transportation projects should understand how to accomplish a

[4] Preserving the Historic Road in America conference, Omaha, NE, 2002.

> flexible design solution within current design processes and approaches." (AASHTO Flexibility Guide, p. xv)

Regarding CSS, the FHWA states:

> "The FHWA fully supports the concepts and principles…referred to as "Context Sensitive Design" (CSD). CSD is a collaborative approach to developing and redesigning transportation facilities that fit into their physical and human environment while preserving the aesthetic, historic, community, and natural environmental values. CSD contributes to community, safety, and mobility."

Context Sensitive Design policies and activities are being employed by an ever increasing number of states including New Jersey and New York. The New Jersey Department of Transportation, regarding CSD, states:

> "Context Sensitive Design (CSD) is an approach to planning and designing transportation projects based on active and early partnerships with communities.
>
> While CSD is not a new concept for the New Jersey Department of Transportation: it was formally incorporated into its procedures in 1999. CSD involves a commitment to a process that encourages transportation officials to collaborate with community stakeholders so the design of the project reflects the goals of the people who live, work and travel in the area. Such collaboration results in creative and safe transportation solutions."

The New York Department of Transportation, regarding CSS, states:

> "CSS is not a separate process or set of standards. CSS is a philosophy that guides NYSDOT in all phases of project development, from planning through project scoping, design and into construction and maintenance. CSS strives for outcomes that meet transportation service and safety needs, as well as environmental, scenic, aesthetic, cultural, natural resources, and community needs. Context sensitive projects recognize community goals, and are planned, scoped, designed, built and maintained while minimizing disruption to the community and the environment." (NYSDOT Engineering Instruction, EI 01-020)

Flexible design concepts and Context Sensitive Solutions (or Design) provide many options to enhance safety and function while respecting the historic design features of many historic roads. For some roads (including historic roads) the options available under flexible design or CSS may still not be sufficient to meet desired goals. Under such circumstances a "design exception" from standard FHWA and AASHTO guidance may be sought. Design exceptions have been used for many historic roads, including the Merritt Parkway in Connecticut.

*Design Exceptions*

Design exceptions are documented approvals allowing a legal divergence from standard road design and management policies. For any road exhibiting unique resources or special characteristics, such as the Palisades Interstate Parkway and Henry Hudson Drive, a design exception documents the reason for the departure from standard design, outlines the analysis process for the proposed design alternative and identifies how safety considerations will be accommodated. A well researched,

thoughtfully considered, and thoroughly prepared design exception can serve as a powerful legal tool should any future liability claim cite the non-standard design.

A design exception does not exempt any road from necessary safety provisions. However, a design exception does recognize for some unique roads, such as historic parkways, that the standard application of universal standards and policies may not be as effective or prudent as individual site-specific solutions based on the documented use of the roadway facility. For historic roads design exceptions have been granted to allow reduced dimensions for lane widths, clear zone areas and acceleration/deceleration lanes.

A design exception should never be sought as a first solution and cannot be granted as a "blanket" approval for a historic road. The full use of flexibilities within existing standards should always be sought as the first course of action.

Regarding design exceptions, AASHTO notes:

> "Finally there are occasions in which even the most creative use of design criteria produces an unacceptable or infeasible solution. The judicious application of *design exceptions* (the incorporation of design values outside the typical ranges to avoid a conflict or constraint) is appropriate in the context-sensitive environment as long as the safety and legal risks are understood by the designer, are considered acceptable given site-specific conditions, and are documented well." (AASHTO *Flexibility in Highway Design* guide p. xvi)

AASHTO further notes:

> "The need for design exceptions is not new and is not inextricably linked to the concept of *design flexibility*. Designers should understand that design exceptions are an acceptable and indeed useful tool *when evaluated and applied properly*. Just as design exceptions should not be sought routinely, acceptance of a design exception should not be viewed as an admission of failure. It does not mean that the design criteria are inappropriate or that a resulting design is automatically less safe substantively than traditional design. **Finally, in discussing design exceptions and criteria with stakeholders, designers should avoid labeling a value that is outside the norm as "unsafe" in specific circumstances unless he/she has a clear understanding or evidence that it is so."** (AASHTO *Flexibility in Highway Design* guide, p. 11, emphasis added)

As always, whether seeking a design exception or not, it is wise to have documentation demonstrating that historic preservation issues were carefully and rationally weighed with safety considerations in determining the executed design for any historic road. Such documents, should an accident occur, demonstrate that the road's design was not arbitrary and capricious, or based on some vague historic preservation goal, but rather a carefully considered balance between safety and historic preservation. Well-documented design exceptions have held up in many liability cases in courts across the country.

*Scenic Byways*

Scenic byways, or byways, are designated routes that showcase an alternative transportation experience. Such roads are promoted as a peaceful escape to the countryside, lessons in history, or new ways of looking at familiar routes or corridors. Byways may be designated at the local, state, or federal level.

The National Scenic Byways Program of the Federal Highway Administration recognizes outstanding roads in the United States as America's Byways®. Byways are designated based on one or more of the following intrinsic resource categories: scenic, historic, cultural, recreational, natural and archaeological. While the historic characteristics for some national byways are based more on the history of the area than the road, several are designated due to historic road qualities. The Merritt Parkway in Connecticut, the Historic National Road in Maryland, Pennsylvania, West Virginia, Ohio, Indiana and Illinois, and the Blue Ridge Parkway in Virginia and North Carolina are a few of the many historic roads designated as America's Byways®. In New Jersey, the state's two nationally designated byways, Delaware River Scenic Byway and Millstone Valley Scenic Byway both have historic components. In New York three designated byways each have historic road elements: Lakes to Locks Passage along the Champlain Valley, the Seaway Trail along Lake Ontario and the Mohawk Towpath Byway along the Mohawk River.

The National Scenic Byways Program defines historic quality as follows:

> "Historic Quality encompasses legacies of the past that are distinctly associated with the physical elements of the landscape, whether natural or manmade, that are of such historic significance that they educate the viewer and stir an appreciation for the past. The historic elements reflect the actions of people and may include buildings, settlement patterns, and other examples of human activity. Historic features can be inventoried, mapped, and interpreted. They possess integrity of location, design, setting, material, workmanship, feeling, and association."

To qualify for designation as a National Scenic Byway, a byway must first be designated as a state scenic byway and prepare a corridor management plan (CMP)—a planning document outlining a strategy for the road's management to ensure that the intrinsic qualities presented for designation are sufficiently managed or protected. CMP's may be developed as advisory, recommended or regulatory documents—depending on the byway and its needs. The Palisades Interstate Parkway and Henry Hudson Drive are currently designated as a New Jersey Scenic Byway.

*National Preservation Policy*

Historic roads benefit from many of the preservation policies that have assisted efforts to protect historic buildings and sites. While the recognition of roads as historic resources is relatively new, opportunities to preserve historic roads are well established under existing laws and policies.

Preservation policy at both the federal and state level is not as extensive or complex as transportation policy. Transportation policy has evolved over the last one-hundred years, has a significant body of associated case law, and is administered by departments that are often the largest agency in a state. By contrast, the first significant local preservation laws were not enacted until the

1930s; and most of our preservation laws and policies derive from the law or momentum generated by the National Historic Preservation Act of 1966. Still, despite being a relative newcomer, preservation policies at the federal level and within New Jersey provide significant protections for historic resources—including historic roads. In fact, New Jersey's Historic Preservation Office is a national leader in recognizing historic roads.

*National Historic Preservation Act of 1966*

In 1966, in response to a growing interest in historic preservation and after a series of well-publicized building demolitions, most notably Penn Station in New York City, the National Historic Preservation Act was passed by Congress. Among its many notable accomplishments was the creation of the National Register of Historic Places; the requirement for each state to have a State Historic Preservation Officer, or SHPO, to uphold the requirements of the Act; and a legal review process, Section 106 of the Act, to monitor the impact of federal actions on recognized historic properties. In New Jersey, Office of Historic Preservation is located within the New Jersey Department of Environmental Protection.

*National Register of Historic Places*

The National Register of Historic Places, maintained by the National Park Service, is the principal form of recognition for historic properties in the United States. Historic roads, bridges, buildings, structures and affiliated landscapes are all potentially eligible for listing in the National Register, based on criteria and integrity requirements established by the U.S. Secretary of Interior.

The Palisades Interstate Parkway was listed in the National Register of Historic Places in 1999 and the Henry Hudson Drive is a part of the National Historic Landmark designation of the Palisades Interstate Park in 1965. Therefore all actions involving federal and state funding are subject to the provisions of Section 106 or New Jersey and New York equivalent policies.

*Section 106*

Popularly referred to as Section 106, or simply "106," Section 106 of the National Historic Preservation Act of 1966, 16 U.S.C. § 470f, requires all federal agencies to "take into account" the effects of their actions on historic sites. Section 106 applies only to historic sites (including historic roads) that are listed in or determined eligible (DOE) for the National Register of Historic Places. These actions involve federally sponsored or funded projects, as well as state, local, or private activities and projects that are subject to federal licensing, permitting or other approvals. Whether on the NHS or not, all roads in the United States that utilize, in whole or in part, federal transportation funds, must comply with Section 106 of the National Historic Preservation Act or Section 4(f) of the Department of Transportation Act of 1966.

Under Section 106, if the proposed action will have an "effect" or impact on a historic property, the owner or managing agency (local, state, or federal) is required to undertake a review of the proposed action and consult with the SHPO to determine its effects on the integrity of the historic property prior to approving and funding the project. Often this consultation leads to a modification of the proposed action to protect the historic resource.

In some instances, the historic property can be altered, or even destroyed if there is a compelling reason for the action (a chronic accident site on a historic road, for example). Under such circumstances, mitigation for the loss of historic resources must be arranged in an agreement with the managing agency or owner and the SHPO. Mitigation agreements may take many forms, including documentation of the resource (photos and measured drawings), funding for another historic preservation project in the community, or the development of education and interpretation programs. If an agreement cannot be reached at the state level, the Advisory Council on Historic Preservation, an independent federal agency, may be called on to intervene and render a judgment.

It should be noted that listing or eligibility for listing in the National Register for a historic road does not exempt it from change. It is not the purpose of Section 106 to prevent any change to the road, but rather to ensure that whatever action is finally determined will have recognized any historic resources and "taken into account" the full range of options to preserve those historic resources.

### *Policy Options and Considerations for the Palisades Interstate Parkway and Henry Hudson Drive*

*Background*

Safety goals and expectations continue to change and evolve with technology and driver behavior. With few exceptions, historic roads, such as the Palisades Interstate Parkway (PIP), must meet many of the expectations and obligations of the modern highway network. While the PIP was constructed to state-of-the-art engineering standards, it is likely new safety regulations will govern aspects of the preservation strategy for both the PIP and HHD. Safety options and strategies can enhance the PIPs safety while also respecting preservation goals. Some solutions may be simple—the redesign of the cross timber lights that offers a break-away feature should it be struck by an errant automobile. Others may be more involved (and expensive), such as the placement of a concrete core inside an historic stone wall to meet modern crash standards. Still others may involve cutting edge technology and creativity such as intelligent transportation systems (camera and sensor systems that monitor traffic and regulate flow by electronic devices), speed management and traffic calming.

For the Palisades Interstate Parkway and Henry Hudson Drive every effort must be undertaken to ensure the highest possible safety of the facilities while ensuring the maximum preservation of the roads' historic design legacy and design details.

*Design Guidelines/Maintenance: Establish a Uniform Agreement between New York and New Jersey*

Because the Palisades Interstate Parkway begins in New Jersey and ends in New York State, it is critical that New York State and New Jersey establish a uniform agreement for managing this scenic byway. Currently, New York State Department of Transportation maintains the New York section of the Palisades Interstate Parkway and the Palisades Interstate Park Commission maintains the New Jersey section. This solidifies the need for a comprehensive maintenance manual and design drawings and specifications for the preservation of the historic design elements to be used by both states. By using the same design elements and providing uniform maintenance along the entire length of the Palisades Interstate Parkway the scenic driving experience can be seamless from the George Washington Bridge to the Bear Mountain Bridge.

*Use Context Sensitive solutions for a Design Approach*

As a matter of official Department Policy and legislated intent, all NJDOT projects are developed using the principles of Context Sensitive Solutions (CSS). Context Sensitive Solutions is an approach to planning and designing transportation projects based on active and early partnerships with communities and resource management agencies. While CSS is not a new concept for the New Jersey Department of Transportation: it was formally incorporated into its procedures in 1999. CSS involves a commitment to a process that encourages transportation officials to collaborate with project stakeholders so the design of the project reflects the goals of the people who live, work and travel in the area as well as environmental stewardship and regulatory programs. Such collaboration results in creative and safe transportation solutions. The Congestion Relief and Transportation Trust Fund Renewal Act signed into law in July 2000, requires the New Jersey Department of Transportation to have a CSS program. NJDOT engineers, planners, project managers and community relations representatives, as well as consultants and community leaders have been trained in its techniques: flexible design, respectful communication, consensus-building and community participation, negotiation and conflict resolution.

## CONCLUSION

While the Palisades Interstate Parkway and Henry Hudson Drive are both significant historic roads that require careful stewardship of their historic resources and thoughtful management to ensure the highest degree of safety, they are distinctly different historic roads constructed to different standards during different eras. Historic preservation and safety solutions must be tailored to the unique historic design and modern uses of each of these roads.

The Palisades Interstate Parkway is a post-World War II parkway representing the apogee of parkway design—multiple lanes and sweeping curves at relatively high speeds over long distances—of the mid-twentieth century. Henry Hudson Drive is a response to the Good Roads Era and early scenic touring routes of the early twentieth century—roads of shorter distances and much lower speeds. These functional differences are reflected in the original design details of each historic road.

The historic differences of these two roads are represented by the "functional classification" each has today. The Palisades Interstate Parkway is functionally classified as an urban freeway/ expressway and the Henry Hudson Drive is functionally classified as an urban local road. All highway geometry, requirements for barriers and clear zones, and other safety provisions are based on the functional classification of a road. Many individual options and flexibilities exist between the two historic roads based solely on the functional classification they carry today.

The policy options and considerations outlined in this section provide many flexible and management options to maintain the historic character of the Palisades Interstate Parkway and Henry Hudson Drive. Used wisely, creatively and proactively, they can not only maintain the design details and landscape setting of the past, but also enhance the safety and function of each roadway.

# Chapter Seven: Byway Marketing and Tourism Potential

Ross Dock

"Lookout Inn" at State Like Lookout

Englewood Boat Basin & Picnic Area


Alpine Boat Basin & Picnic Area

# CHAPTER 7: BYWAY MARKETING AND TOURISM POTENTIAL

## INTRODUCTION

A key recommendation of the New Jersey Palisades Interstate Parkway Scenic Byway Corridor Management Plan is for its sponsor, the Palisades Interstate Park Commission (PIPC) to pursue federal designation of the full extent of the Palisades Interstate Parkway under the Federal Highway Administration's National Scenic Byways Program. Therefore, the strategies presented in this chapter address the entire Palisades Interstate Parkway corridor – both the New Jersey and New York segments – and builds upon recommendations contained in the Corridor Management Plan developed for PIPC in 2002.[1]

The Palisades Interstate Parkway rewards visitors with a wide variety of recreational opportunities along its entire length, and welcomes both area residents and tourists from around the world to enjoy day trips and overnight stays. Although the parkway can easily be traversed end-to-end in a day's outing, the area also accommodates overnight visitors at hotels, bed and breakfast inns, overnight tent and cabin camping, as well as elegant guest suites at the famous Bear Mountain Inn.

The Parkway is a scenic and direct route to tourism assets in the heart of the Hudson Highlands, providing links to Bear Mountain and Harriman State Parks, as well as quick access to nearby cultural, historic and recreational destinations including West Point, Storm King Art Center, the scenic Hudson Valley communities of Highland Falls, Garrison and Cold Spring, and just beyond, the renowned Dia:Beacon Museum.

*Bear Mountain Inn at the north end of the Parkway*

As such, the Palisades Interstate Parkway should be marketed as a "gateway" route, integral to the experience of the various tourist and recreational attractions the Hudson Highlands offers. The scenic byway designation of the Parkway and Henry Hudson Drive elevates their stature among the Palisades Interstate Park's many attractions. This marketing vision is congruent to the one defined in the 2002 New York State Palisades Scenic Byway Corridor Management Plan to, "*Establish the parkway as the primary gateway to outdoor recreation and tourism opportunities for Orange and Rockland Counties and the Hudson Highlands Region.*"

[1] The New Jersey Heritage Tourism Master Plan (www.state.nj.us/dca/njht/touring/master_plan_table_of Contents.html) has significant and related tourism recommendations along with valuable resources, such as a historic resource inventory analysis, economic trends analysis, bibliography, and an online resource directory.

## BYWAY MARKETING OVERVIEW

Research conducted by America's Byways Resource Center, in partnership with the Federal Highway Administration in 2006 and 2007, concludes that the America's Byways Collection is an "untapped opportunity in terms of stewardship, preservation and economic value for the communities along the designated byways." While less than 10% of Americans surveyed over 18 had traveled one of the byways in the previous two years, 60% of respondents over 18 said they would visit one of the byways after learning more about them, an indication that the added economic value from increased public awareness of these roadways could be substantial.

### *Why Travel the Byways?*

Findings on personal vehicular travel, commissioned by America's Byways® in 2005 and 2007, point to the three types of trips most frequently taken on the Byways. The research indicates the primary motivators for "marketable trips" (those that are not prompted by visiting friends and relatives or by business needs, for example) are the desire for ***touring, outdoor experiences and to attend a special event***. The Parkway and associated destinations offer attractions for all three.

Marketable trips are defined as follows:

- **A Touring Trip** is a trip by car, motorcycle, recreational vehicle (RV), bus or train through areas of scenic beauty, culture or general interest. You may have flown to a destination before beginning your trip.

- **An Outdoors Trip** is a trip whose main purpose is to experience the natural environment, where you may engage in outdoor activities such as camping, hiking, hunting, fishing, rafting, viewing wildlife, eco-touring or outdoor educational activities.

- **A Special Event Trip** is a trip taken primarily for the purpose of attending an event such as a fair, festival, pageant, concert, race, sports meet or a professional or college ball game.

The research also revealed what would make byways travel more appealing, with the following results:

- More information/better publicity
- More rest stops/shops
- Better/smoother roads
- Cheaper gas
- Good locations/destinations
- More signs/maps
- Less traffic
- Tour book/itinerary
- Better/more lodging

Many facilities, amenities, events and festivals are already in place, but with more appropriate marketing, tourism along the parkways and in the parkway communities can be capitalized on more effectively. Holding special events can help to achieve the tourism potential of the parkways, associated destinations and nearby communities. For example, festivals that highlight local foods, crafts, history, personalities and unique attractions draw travelers to communities around the world.

As a designated scenic byway and transportation gateway to the many tourism attractions in the region, the Palisades Interstate Parkway can play a role in realizing the region's tourism potential. This chapter presents strategies that could elevate awareness of the natural, scenic and historic qualities of the parkways as part of a larger tourism and marketing effort that would bring economic benefits to the region.

## EXISTING TOURISM AND MARKETING EFFORTS

- The **Palisades Interstate Park Commission** maintains a New Jersey section-specific Website (www.njpalisades.org) describing in detail features and highlights of the 2,500-acre Bergen County portion of the Palisades Interstate Park.
- The **Palisades Parks Conservancy**, a non-profit intended to support the Palisades vast holdings, has a Website (www.palisadesparksconservancy.org) that includes maps and interpretive material for all of the PIPC's park units, and provides an excellent overview of its vast region. It recently produced a Palisades Interstate Parkway Scenic Byway corridor brochure (http://i1.exhibit-e.com/palisades/09500bec.pdf), which presents the history and significance of the park and roadway, along with a corridor map. The Palisades Parks Conservancy maintains an email outreach program that sends frequent updates on Park's activities to its email subscriber list.
- **Rockland County**, which encompasses the longest single stretch of the Byway, has an active Tourism Department. The department provides a Website (www.rockland.org) and printed visitor literature promoting the County's parks and recreation facilities, historical tourism sites, shopping and overnight accommodations, however none of these materials focus on the Parkway itself.
- An active partner in county tourism and business promotions is the **Rockland Business Association** (www.rocklandbusiness.org). The RBA's Hospitality and Tourism Alliance has co-sponsored a familiarization tour with the county Tourism Department to bring regional motor coach tour operators to see Rockland County attractions, many of which can be accessed from the Byway.
- **Orange County**, at the Parkway's northernmost reach, has an active Tourism Marketing program (www.orangetourism.org). The Byway provides a means of access for significant visitor sites within the county, including the US Military Academy at West Point, Fort Montgomery, the Storm King Highway and Arts Center. However, the county's tourism website access directions do not mention the Parkway's direct path to its Hudson Valley attractions. The New York State Thruway (which parallels the Parkway to the west) is the primary travel link to the rest of county, and is cited as the principal means of visitor access to the county's attractions.

- **Putnam County**'s Visitors Bureau (www.visitputnam.org) is engaged in marketing the attractions along State Route 9D, a proposed Scenic Byway that would extend from the Bear Mountain Bridge north along the east shore of the Hudson River to Cold Spring. Like Orange, Putnam County's tourism website does not offer driving directions via the Palisades Interstate Parkway.
- **Dutchess County**'s Tourism Office markets the county's attractions, and directs visitors to access the county via either the Taconic State Parkway, east of the Hudson River, or the New York State Thruway, west of the Palisades Byway corridor. However, one of the county's premier visitor attractions, the **Dia:Beacon Art Museum** (www.diacenter.org), directs visitors from New York City by car specifically to travel the Palisades Interstate Parkway.

## STRATEGIC APPROACH

The mission of this Tourism, Promotion and Marketing Plan is to help develop a coordinated and dynamic program, including promotional media, strategic alliances, and outreach programs to promote tourism activity along the Palisades Scenic Byway network. The strategies presented in this chapter aim to position the Palisades Scenic Byway as a destination unto itself for tourists as well as local residents, as well as a gateway to recreational and historic attractions within the byway corridor and greater Hudson Valley region.

Extensive research, including discussions with PIPC officials and stakeholder groups, revealed the most pressing issues regarding tourism and promotion of the parkway and associated resources. These findings are listed below.

Main Issues:

- Gaps in marketing and promotional strategy between the New York State and New Jersey sections of the Parkway, including different standards for interpretive materials and directional signs
- Overcrowding of the roadway, park sites and parking facilities and underutilization of alternative sites and parking facilities during peak seasons
- Lack of transit connections to parkway and associated attractions from nearby transit hubs in New Jersey and New York City
- Need for increased awareness of park and parkway importance and attractions among local residents

The key strategies suggested below should be implemented as agency staffing and budget constraints allow. This plan takes into account the overwhelming cost of a traditional approach to marketing and promotion in the New York City marketplace, and proposes a creative approach to maximizing available budgets. The key marketing strategies for the Palisades Scenic Byway are to:

- Collaborate with partner organizations to establish and promote a cohesive Palisades Scenic Byway brand identity.
- Promote the development of tourism support facilities, such as visitors' centers, information kiosks and signs along the Parkway, to encourage visitation from tourists as well as local residents.
- Access the international tourism market (captured by New York City) to support PIPC's application to designate the Parkway as a National Scenic Byway and an All-American Road.
- Develop modern travel-assist tools, such as a Web Portal and real-time traffic updates as a service to inform park visitors of Parkway traffic and Henry Hudson Drive and Park attractions conditions.
- Enhance transit connections from transit hubs in New York and New Jersey to the Parkway to encourage visitation by travelers without access to private vehicles.

**Strategy: Collaborate with partner organizations to establish and promote a cohesive Palisades Scenic Byway brand identity**

Central to growth and development of the Palisades Scenic Byway is the establishment and promotion of a compelling and creative identity, which accurately reflects the experience of visiting the parkway. The Palisades Interstate Parkway benefits from its relationship to the America's Byways brand, and its identification of the destination's character as part of a national network of significant destinations.

Unlike privately operated tourism destinations, a public facility such as the Palisades Scenic Byway has the benefit and the challenge of an existing sense of ownership among many interested parties. Designation of the Parkway as a federal Scenic Byway offers the opportunity, and challenge, of presenting these multiple identities as a coherent, "branded" whole. This approach will also serve to bridge the current gap in marketing strategy across New Jersey and New York, effectively creating a bi-state strategic marketing approach.

The following list provides an overview of the resources and potential partners available to collaborate on the development of an effective and strategic Palisades Scenic Byways brand and outreach campaign. It is not intended as a complete and comprehensive list of potential partners, but establishes a framework for initial outreach and involvement efforts:

- The **New York-New Jersey Trail Conference** (www.nynjtc.org) maintains a volunteer workforce with an interest in maintaining the Palisades Interstate Park's trail system, as well as other significant parklands throughout the metropolitan region.
- The New Jersey section of the Park, and the most heavily travelled portion of the Parkway, benefits strongly from the support of Palisades Interstate Park Commission staff-

coordinated volunteer efforts by **conservation organizations or employee groups** from neighboring corporate offices in support of the maintenance and upkeep of park facilities.

- Both residents and municipal officials in adjacent **local communities**, particularly Fort Lee, maintain a keen interest in the Park, and seek greater integration of their own efforts at expanding recreational and historical programming in relation to the Park. Representation from local communities the length of the corridor could assist in fostering cooperative relations, highlight areas of common concern, and expand local access to and public appreciation of the Parkway's wealth of recreational, historical and cultural resources.
- Smaller New York park units within this network have volunteer support groups, such as the **Friends of Rockland Lake and Hook Mountain** (www.rocklandlakeandhookmt.org), which focus on specific park sites and interests.
- Within the New York section of the Palisades Interstate Park System (which incorporates some 20 park units and eight historic sites as a regional division of the **New York State Office of Parks, Recreation and Historic Preservation** (OPRHP), the PIPC oversees some 110,000 acres of parkland, many of these units far beyond the byway corridor, though most are accessible utilizing the parkway as a primary access route.

Many Hudson Valley tourism interests collaborate informally to create a regional tourism information infrastructure. In addition to those mentioned above, these groups include:

| **Organization** | **Focus** | **Website** |
|---|---|---|
| Hudson River Valley Institute | Heritage tourism | www.hudsonrivervalley.net |
| Palisades Interstate Park Commission | PIPC-NJ section Website | www.njpalisades.org |
| Bear Mountain Inn | Inn concessionaire | www.visitbearmountain.com |
| Historic Hudson River Towns | Heritage tourism | www.hudsonriver.com |
| Rockland County Tourism | County tourism office | www.rockland.org |
| Orange County Tourism | County tourism office | www.orangetourism.org |
| Dutchess County Tourism | County tourism office | www.dutchesstourism.com |
| New York State Tourism | State regional tourism | www.iloveny.com |
| Hudson Valley Network | For profit tourism marketer | www.hudsonvalleyvoyager.com |
| New York State Parks Department | State Parks, Revolutionary War Interpretive guide | www.nysparks.com |

| Organization | Focus | Website |
|---|---|---|
| National Purple Heart Hall of Honor | Armed Forces Memorial | www.thepurpleheart.com |
| Hudson River Valley National Heritage Area | National Heritage Area | www.hudsonrivervalley.com |
| Hudson-Fulton-Champlain Quadricentennial Commission | Commemoration of Henry Hudson/Robert Fulton Hudson River centenary | www.exploreny400.com/home.php |
| New York-New Jersey Trail Conference | New York area trails organization | www.nynjtc.org/ |
| Parks and Trails New York | State-wide parks organization | www.ptny.org |
| Friends of Rockland Lake and Hook Mountain | Friends group for two Rockland County PIPC units | www.rocklandlakeandhookmt.org |
| Reserve America | Camping reservations | www.reserveamerica.com |
| Artists in the Parks | PIPC sponsored arts promotion organization | www.artistsintheparks.org |
| Hudson River Greenway | State agency promoting Hudson Valley trail | www.hudsongreenway.state.ny.us/ |
| nyrides | NYSDOT map/directory of public transit services | www.nyrides.com |
| Fort Lee Chamber of Commerce | Non-profit economic, civic, cultural professional interests | www.fortleechamber.com |
| Englewood Cliffs Chamber of Commerce | Non-profit economic, civic, cultural professional interests | |
| Tenafly Chamber of Commerce | Non-profit economic, civic, cultural professional interests | www.tenaflychamberofcommerce.com |
| Englewood Chamber of Commerce | Non-profit economic, civic, cultural professional interests | www.englewood-chamber.com |
| Closter Chamber of Commerce | Non-profit economic, civic, cultural professional interests | www.closterchamber.com |
| Crossroads of the American Revolution Association | Cultural and heritage tourism | www.revolutionarynj.org |

**Strategy: Promote the development of tourism support facilities, such as visitors' centers, information kiosks and signs along the Parkway to encourage visitation from tourists as well as local residents**

### *Visitors' Centers*

Visitors' centers offer the opportunity to orient casual visitors to sites and activities along the Parkway, and can serve as distribution points for marketing and tourism materials.

*Visitors' Center and Bookstore*

The PIPC currently operates a bookstore/visitors' center near the north end of the corridor, a bookshop and information area at the State Line Lookout facility, and the Fort Lee Historic Park visitors' center and gift shop at the southern end as well. Where appropriate, other PIPC-facilities, could be branded, enhanced and promoted as designated outlets for parkway tourism information.

Marketing and promotion materials that could be distributed at visitors' centers and other tourist locations include:

- Brochure: A promotional brochure could be developed to focus on Palisades Interstate Parkway Scenic Byways packages, tours and experiences.
- Rack Card: A rack card for marketing of a Scenic Byway excursion should be developed and can also be placed at rental car desks, hotels and city locations with significant tourist visitation.
- Email Postcards: A series of email postcards promoting the Parkway and associated attractions could be produced for site visitors to send to family and friends.
- Poster: A poster highlighting the corridor could be created, featuring photos of scenic byway attractions.

### *Wayfinding*

The development of a consistent, seamless approach to wayfinding for visitors to the Palisades Interstate Parkway has been a longstanding concern for the Parkway's managing agencies (also cited as a concern in the 2002 New York State Corridor Management Plan). Part of the challenge is that the parkway passes through two states with different standards, and signs must conform to the needs of a heavily trafficked highway facility. Discussions involving PIPC, NYSDOT, NJDOT and partner organization should uncover opportunities to bring brand clarity and visual unity to wayfinding and signs, for the benefit of travelers, the PIPC and both states. Unified gateway features at the north and south entrances of the parkway will reinforce the scenic byway brand and create a sense of arrival for visitors entering and exiting the corridor. In addition, a specific recommendation

is that signs should be placed along Henry Hudson Drive and Palisades Interstate Parkway to better direct visitors to waterfront access.

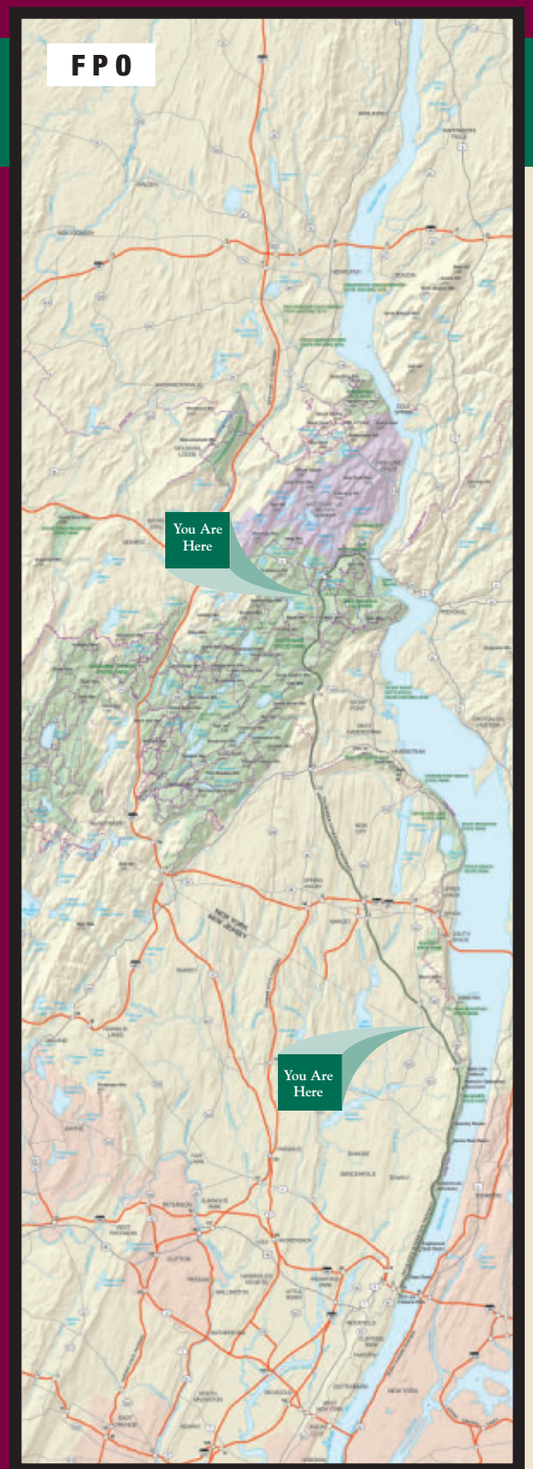
### *Interpretive Signs*

Interpretive signage is closely related to directional signage, which provides visitors with contextual information on the significance of the Parkway's key features. Interpretive signs should be placed at all three lookouts along the parkway.

PIPC has recently created interpretive panels that bring the Parkway's story to its visitors. These panels are an opportunity to reinforce a brand association, and project the same "look and feel," as other parkway marketing and promotional materials. Byway identity should be reflected in all public materials such as motorist directional signage, as well as both online and printed maps and brochures. In this way, visitors will begin to associate the Scenic Byway identity with the Palisades Interstate Parkway and Park. Interpretive themes are explored in greater detail in Chapter 4, "Interpretation."

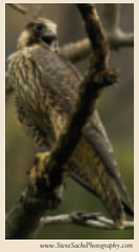

*Interpretive Sign at the Ross Dock Area*

# The Palisades Interstate Parkway Scenic Byway Corridor




## It Began with a Boom

Just over a century ago, more than a thousand cubic yards of the Palisades Cliffs were being blasted away every day for a growing New York in need of roads and foundations. The constant explosions could be felt and heard for miles, and a cloud of dust hung over the entire area. What began as an effort by New York's wealthiest families to preserve their views from across the river quickly attracted the interest of New York Governor Theodore Roosevelt and New Jersey Governor Foster Voorhees, and in 1900 one of the first interstate institutions formed solely for the conservation of scenic features was established. Since its inception, the Palisades Interstate Park Commission has maintained its leadership in protecting wildlife habitat, cultural and recreational resources, funded by private and government donations both large and small. The Commission manages over 110,000 acres in 21 public parks and 8 historic sites, and welcomes over 9,000,000 annual visitors.


www.SteveSachsPhotography.com

From the 730 foot summit of Hook Mountain, the Audubon Society Hawk Watch counts as many as 10,000 eagles, hawks, osprey, and falcons during their Fall migration down the Hudson river ridges.



### The Parkway Today

Today's 42 mile parkway from the George Washington Bridge to Bear Mountain embodies the best features of the limited access automobile parkways designed in the first half of the twentieth century. These include restricted access, broad, landscaped right-of-ways over rolling terrain, smooth driving surfaces, elimination of cross traffic, fully separated driving lanes at different heights, generously banked curves and contrasting tones of pavement and curbs. Its landscaping and rustic stone faced bridges are noted throughout the world for their elegance. Although early accounts heralded the parkway for its state of the art transportation and safety features, the PIP was never conceived as an expressway, but rather, as a "drive through a park." Thus, from the beginning speed limits were set at modern derate levels because the road was intended for pleasure driving rather than high speed transportation. Those sharing primary responsibility for developing the concept, route, and design of the parkway included Major William A. Welch, a nationally known engineer and park designer who served as the PIPC's general manager for almost forty years, the various planners and engineers of the Regional Plan Committee (including Jay Downer, chief engineer for the Bronx River Parkway), the well-known engineering firm of Amman and Combs, and the influential landscape architects and parkway designers Clarke, Rapuano and Holleran. In 1998, the National Park Service listed the Palisades Interstate Parkway on the National Register of Historic Places.

### George W. Perkins, Sr.

Appointed in 1900 as the Palisades Interstate Park Commission's first President and one of its ten commissioners, this rags-to-riches multi-millionaire combined his own funds with those of fellow business moguls John D. Rockefeller Sr., and J. Pierpont Morgan in the purchase or donation of the first tracts of land. Widely admired for his relentless passion and tenacity, he led the Palisades for twenty years through countless real estate transactions, and had an active hand in every aspect of inventing a new type of park for an urban population. Setting a tone for philanthropy that has endured for more than a century, the unwavering backing from the Perkins' and countless other families allows the Palisades Interstate Park Commission to continue its grand work on one of the nation's first public/private conservation partnerships..

### Stony Point State Historic Site and Lighthouse

The Stony Point Battlefield preserves the site of the last major battle of the American Revolution in the Northern States. Soon after the British captured the high, rocky peninsula in May 1779, Generals George Washington and Anthony Wayne devised a plan for its capture. On July 15-16, 1779, in a daring midnight assault, 1,150 well-trained light infantrymen, chosen specifically for the mission and led by Wayne himself, surprised and captured the 560-man garrison, gaining control of the fort within an hour. Also located at the site is the Stony Point Lighthouse that was built in 1826 among the ruins of the old British fort. Designed to aid navigation of the entrance to the Hudson Highlands, it was one of 14 lighthouses eventually protecting mariners on the Hudson River.

### John D. Rockefeller, Jr.


Courtesy of Rockefeller Archives

In 1909, horse drawn carriages far outnumbered the first cars. But the notion of limited access roadways designed to rest easily on the land was beginning to take root. While the shoreline and cliffs were safe from further development, preservation did not extend inland, and the summit of the Palisades remained in private hands. Through intermediaries, John D. Rockefeller Jr. quietly began purchasing the land atop the cliffs, and by 1934 had spent nearly nine million dollars acquiring most of the 14 mile ribbon of land extending from Ft. Lee to Piermont. He offered this to the Palisades Interstate Park Commission with the hope that it be developed as a parkway. Today's 42 mile Palisades Interstate Parkway connects the George Washington and Bear Mountain Bridges, provides a direct and convenient route between New York City and the region's parks, and beautifully links the themes of conservation, recreation, and transportation.

### New Jersey Section


Quarry Area, c. 1895 near Ross Dock


Fort Lee Historic Park


Dedication, PIPC
Alpine Headquarters, NJ, September 27, 1909


NJ State Federation of Women's Clubs Memorial
Dedication Ceremony, April 30, 1929

### New Jersey

In 1896, as quarrying operations along the lower Hudson River were in full swing, a group of New Jersey women defied the odds stacked against them and took on the task of saving the cliffs. Through intense lobbying, letter writing campaigns, and ceaseless tenacity *The New Jersey State Federation of Women's Clubs*' voice was heard by politicians, the press, and philanthropists. In 1929, their efforts were recognized at the dedication of the Watch Tower, set atop the Cliffs they fought so hard to preserve. Today, Rockefeller, Alpine, and State Line Lookouts provide sweeping views of the Hudson and New York City from above, while Ross Dock and the Englewood and Alpine Boat Basins offer picnicking and recreational facilities at water's edge. In the shadow of the George Washington Bridge lies the Fort Lee Historic Park, where Washington's Continental Army placed its batteries over the Hudson. It is one of eight historic sites now managed by the PIPC. The Kearney House at Alpine Boat Basin, once the site of a fishing village and later a bathing beach, marks the site of the dedication of the Palisades Interstate Park Commission in 1909. At the ceremony, George W. Perkins, Sr. commented that

> *"Here, within sight of our great, throbbing city is a little world of almost virgin nature, which has been rescued for the people and now stands as a permanent monument to the discovery of the river by Henry Hudson".*

> *We hear afar the sounds of war, as rocks they rend and shiver; They blast and mine and rudely scar the pleasant banks of the river.*
>
> – Rudyard Kipling

### Rockland Lake


Nyack Beach State Park


Hook Mt. Recreational Area, 1928


Steamboats at Hook Mt.


Ice harvesters at Rockland Lake, circa 1880

### Rockland Lake

Rockland Lake State Park, along with adjacent Hook Mountain and Nyack Beach State Parks, incorporates more than 1800 acres of some of the most dramatic landscape in the Hudson Valley. Visitors enjoying its 2 golf courses, 4 swimming pools, and miles of nature trails only see scant signs that this area was the site of heavy industrial activity less than a century ago. Those watching the annual hawk migration atop the cliffs of Hook Mountain do so above one of the last of the quarrying operations along the Hudson River. Once again, through a combination of public and private funding led by Palisades Interstate Park Commissioner Laurance Rockefeller, this land was purchased in the 1950s for the benefit and enjoyment of the people. Today, they are among the most visited parks in the entire state.


Historical Society of Rockland County

### High Tor

From the Dutch word "tor" for "peak", High Tor State Park's 650 acres and miles of hiking trails occupy the highest headlands in the Palisades region. The Tor has been a perennial inspiration for artists, playwrights, poets, and historians, including the painter Henry Varnum Poor and playwright Maxwell Anderson. When the Van Orden estate became available for $12,000 in 1942, members of the Rockland County Conservation Association sought a $1000 donation from wealthy art collector Archer Huntington. He gave the money – with one stipulation – that they also accept his 474-acre property next door.

### Harriman Group Camps

Early in its existence, PIPC realized its special position to be socially responsible. The Commissioners believed that parks should be for all people, particularly for the underprivileged, who had little leisure time and no easy access to fresh air. Beginning in 1926, the commission established the Group Camps – tents and cabins, with waterfront facilities, to make the outdoors more accessible. The Commission provided land and funds to construct the first of nearly 100 camps around 13 mountain lakes, which coincided with the construction of a series of dams designed to create larger bodies of water from existing lakes and swamps. Early supporters of the Group Camps included social reformers like Jacob Riis, and Jane Addams, the YMCA, the YWCA, almost every religious denomination, and the Boys and Girl Scouts of America. Today, the 32 remaining children's and family camps, run by hiking, canoeing, civic and church organizations, in collaboration with the Commission, bring hope, learning, environmental awareness, and a wilderness experience to more than 5,000 children every day.

This sign was made possible by a grant from New York State Scenic Byways, and funding by the New York State Office of Parks, Recreation, and Historic Preservation and the Palisades Interstate Park Commission. Visit us again on the Web at www.palisadesparksconservancy.org and www.nysparks.com.

**Strategy: Access the international tourism market (captured by New York City) to support PIPC's application to designate the Parkway as a National Scenic Byway and an All-American Road**

One of the qualifying criteria for receiving federal *All-American Road* status is the ability of a Scenic Byway to attract international visitation. The Palisades Interstate Parkway Scenic Byway is uniquely positioned to access this market; more than 8.7 million international tourists visited New York City in 2007 in addition to 37 million domestic tourists, according to the City's official tourism Website (http://nycgo.com/), making New York City the leading US destination for overseas visitors. Tourists desiring access to recreational opportunities at a relaxed pace need only cross the George Washington Bridge to access the Palisades Interstate Parkway Scenic Byway and the Palisades Interstate Park system.

A breakdown of the latest demographics of these visitors (2007 figures) is shown below. One third are native English-speakers, followed in order by Spanish, German and French. At a minimum, key marketing materials and main Web pages should include translated versions aimed at the largest of these groups, or smaller groups that are determined especially receptive to Byway visitation itineraries.

**Top Five International NYC Market Visitors - 2007 (thousands)**

| Country | Visitors (thousands) | Language |
|---|---|---|
| TOTAL INTERNATIONAL | 8,760 | |
| United Kingdom* | 1,237 | English |
| Canada | 881 | English |
| Germany* | 547 | German |
| France* | 423 | French |
| Scandinavia* (Sweden, Finland, Norway, Denmark) | 365 | Various |

**Source**: NYC & Company

Developing marketing strategies that tap into the city's vast tourism infrastructure can bring large rewards in terms of overnight visitations and day-trips that broaden a New York City tourist's experience, understanding and appreciation for the city within its natural environs. Offering a glimpse of the New York metropolis as the early Americans might have experienced it is a time-travel option that few American cities can offer.

**Strategy: Develop modern travel-assist tools, such as a web-portal and real-time traffic updates as a service to inform park visitors of conditions along the Parkway, Henry Hudson Drive, and Park attractions**

***Website***

Key to an effective identification of the Parkway as a unique "interstate" facility should be the development of a bi-state web portal, either as a standalone site, or within the Palisades Interstate Park Commission's Website structure. The website should be the potential visitor's first stop in planning their byway experience and should relate the experience of the byway, virtual tours, links to other attractions in the region, maps and other travel-planning tools.

The renovated site should be developed with the overall markets in mind, including the surrounding communities, schools/institutions, tourism industry, media outlets and travelers. In addition, specific materials should be posted that are directed toward target markets with materials and information such as separate sample itineraries for tour groups, families, couples, schools and seniors.

As noted previously, key portions of the site should be offered in other languages to target international visitors. The website may also include a newsletter sign-up or some other opt-in function to encourage site visitors to receive promotion and information about the Palisades byway corridor. It should also be updated frequently with new information pertaining to the byway and corridor-based events and activities.

Reservations Online

Other real-time website tools can help position the Byway as an easily navigated "must-see" for visitors. Parkway attractions, including overnight lodging and camping facilities, should be inventoried in order to develop an online reservation system to enhance the ease of securing reservations at parkway attractions and overnight facilities. In addition to serving to promote greater utilization of tourist facilities during non-peak periods, this reservation service could help reduce congestion (and visitor disappointment) when popular lodging, camping and day-use facilities are at capacity, and direct users to available alternatives in the vicinity.

Search Engine Optimization

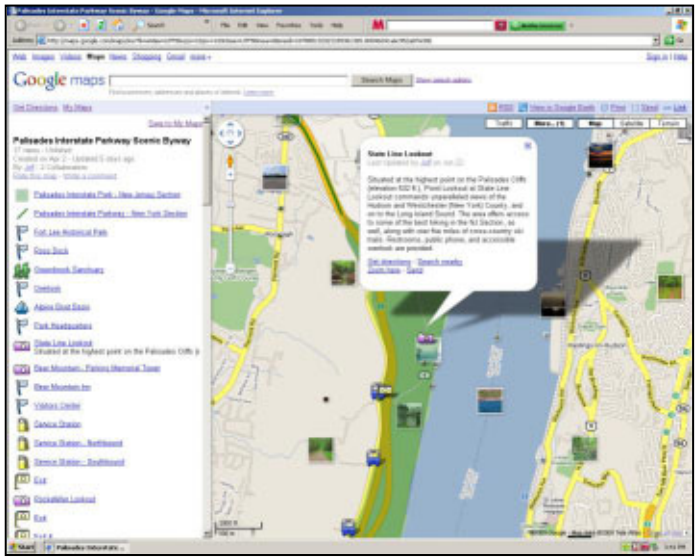
To maximize the discoverability of the website, search engine optimization should include links with the key internet search engine sites.

These include:

- Umbrella tourism promotion websites (e.g. those focused on US tourism, New York City/State tourism, New Jersey tourism, etc.)
- Special interest travel-focuses sites (e.g. AAA – national and state chapter websites)
- Individual regional tourist attraction/accommodation websites

Online Maps

The rapid evolution of online mapping resources such as Google Maps and MapQuest, has made these a first resource in tourism itinerary planning. Due to its dominance in the marketplace, the development of a Scenic Byway-specific Google Maps API (application programming interface) should be explored.




*Screen shot from Google Maps of Palisades Interstate Parkway Scenic Byway*

An example of such an application would be a searchable map product that would provide descriptive highlights of the Byway's unique features, such as the State Line Lookout area of the New Jersey unit of the Park, shown in the example to the right. This map, interfacing with Google's search and direction-finding/route information features, could provide precise travel directions and facility descriptions to allow visitors to build custom itineraries that focus on their particular interests within the Byway corridor and its environs.

***Real-time traffic updates***

In addition to a high level of competition for the regional, national and international traveler in this market and limits on transit options, prospective visitors to the Palisades Scenic Byway may be reluctant to make the trip due to the challenge of potential traffic and congestion not encountered on more rural byways.

Fortunately, the predominant direction of tourism-related traffic tends to be against the large volume of daily commuter traffic that the Parkway accommodates. Traffic updates, such as those provided through New York State's new 511 system (http://www.511ny.org), could support the recreational visitor in avoiding traffic conditions at a chosen destination. In combination with other wayfinding tools, 511 might also be used to facilitate trip planning and visitation to less crowded facilities. Exploring a collaborative outreach with the 511 NY marketing team would be an advantageous first-step in maximizing this new service as an additional marketing tool for the Palisades Interstate Parkway Scenic Byway.

Overcrowding at popular destinations, such as at Harriman State Park and Bear Mountain can lead to major traffic, parking and environmental quality problems particularly during summer months. At the same time, the Park system's vast expanse offers visitors the opportunity for alternate venues, if this information is readily available and updated.

As suggested in the New York State Corridor Management Plan, the use of the Highway Advisory Radio (HAR) system, for real-time updates on both traffic and site-use conditions should be

explored. Other emerging technologies to provide real-time data on traffic and site conditions (e.g. Google Map's traffic feature) could be integrated into the scenic byway website.

### *Digital Tours*

Digital tours could engage visitors in personal stories related to the history of communities and natural areas of the Palisades Interstate Parkway corridor. A story map with identified locations would direct visitors to call a number from their cell phones to learn about that site's relevance and history from community figures and historians. A "Story Map of St. John's" (http://www.batteryradio.com/Heresay/AboutUs.html), is an example of an innovative digital interpretation program.

**Strategy: Enhance transit connections from transit hubs in New York and New Jersey to the Parkway to encourage visitation by travelers without access to private vehicles**

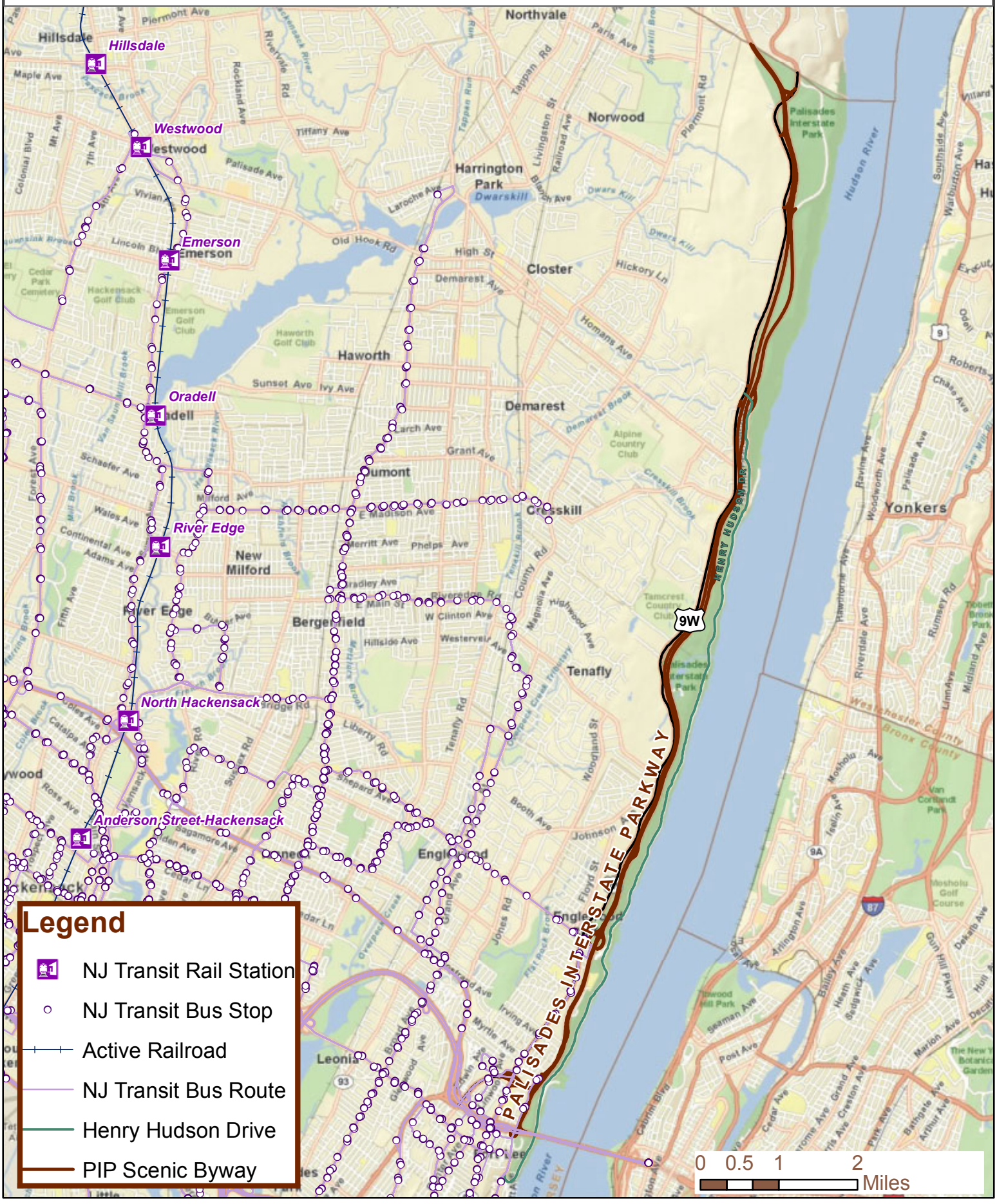
Since its inception, the Parkway was designed solely for private automobile use. Generally speaking, all commercial vehicles, including tour and transit buses, are prohibited from the Parkway. Single use permits may be obtained in advance for special passage. This policy is supported by the argument that the intrinsic experience of the Parkway depends, in part, on commercial vehicle exclusion. However this policy does raise issues of equitable access for non-motorists, as well as imposing impediments to expanded tourist visitation and the expansion of more environmentally sustainable modes of transportation over single-occupancy vehicles.

### *Bus Access*

Bus access to the Parkway corridor is available along the Park's western boundary (River Road and Route 9W) in New Jersey from the Port Authority and George Washington Bus Terminals in Manhattan. Fairly convenient transit access is available to Fort Lee Historic Park and Greenbrook Sanctuary, as well as the scenic overlooks via the park's service road and trail network. Access to Henry Hudson Drive along the south cliff face is available at the extreme southern end via buses serving River Road. Transit-accessible visitation to riverside facilities (Ross Dock and the Englewood and Alpine Boat Basin areas) however, requires considerable hikes on steep roadways and/or trails. While bus stops are noted on the New Jersey park unit map, no such information is available for New York State park unit visitors. Regular charter and tour bus operations over the Parkway could be considered in future planning, though policy changes would require formal approval by the Park Commission. The current single-use, advance arrangement permit system discourages regularly scheduled excursions, and eliminates the potential of tourism marketing to the byway by tour group operators.

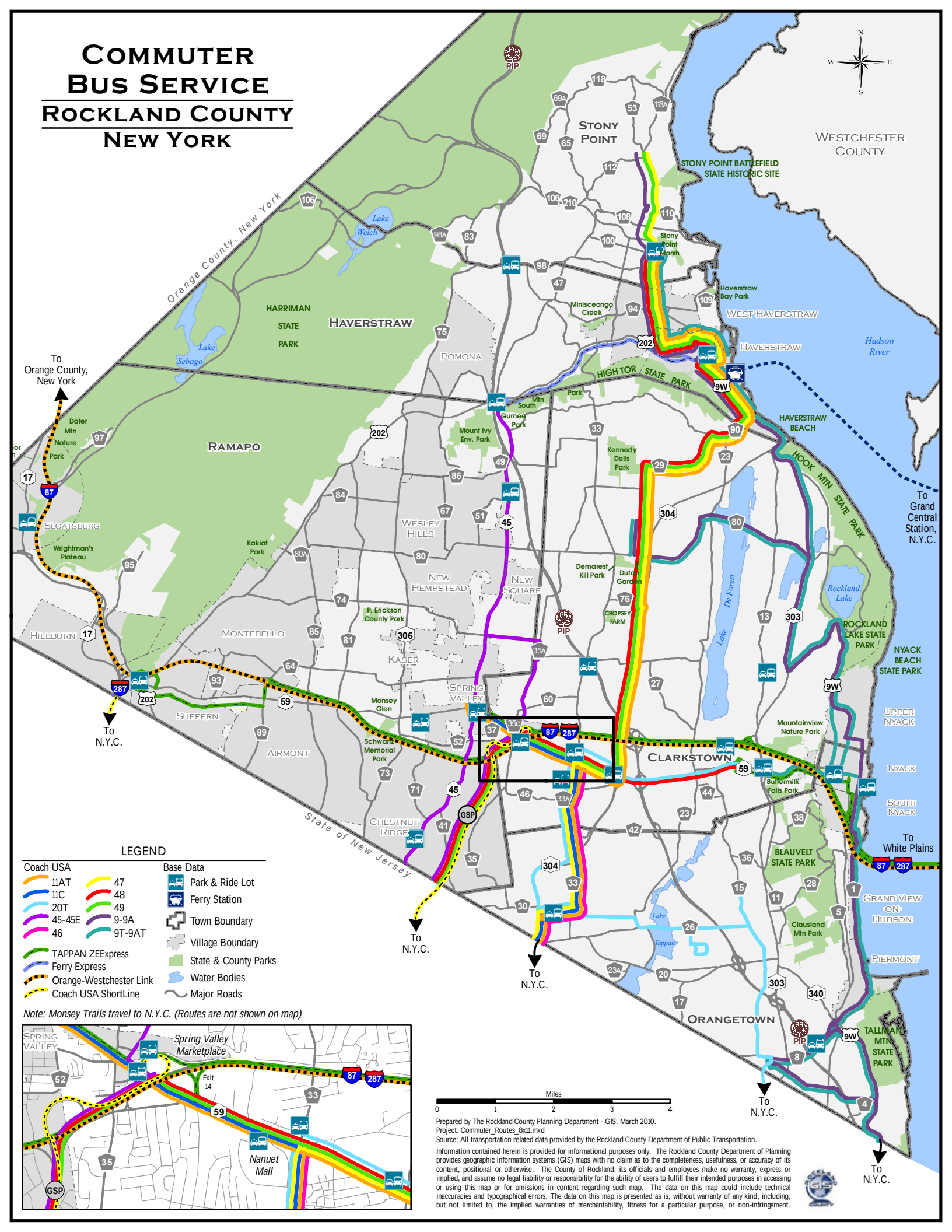
Transit access throughout the corridor could be assisted by shuttle van services (currently limited to 14-passenger vehicles on the Parkway) that could operate throughout the Byway facilities to connect to public transportation (rail and bus) nodes. New York State Byway locations are essentially inaccessible by bus except at certain interchanges (such as Exit 13/US 202 in Mount Ivy), which happen to intercept the car-only Parkway. The Bear Mountain Inn is the only other parkway visitor destination in New York State that is conveniently served by bus.

# Transportation Facilities
# Palisades Interstate Parkway and Henry Hudson Drive



# Commuter Bus Service

## Rockland County New York




### LEGEND

**Coach USA**

- 11AT
- 11C
- 20T
- 45-45E
- 46
- 47
- 48
- 49
- 9-9A
- 9T-9AT
- TAPPAN ZEExpress
- Ferry Express
- Orange-Westchester Link
- Coach USA ShortLine

**Base Data**

- Park & Ride Lot
- Ferry Station
- Town Boundary
- Village Boundary
- State & County Parks
- Water Bodies
- Major Roads

*Note: Monsey Trails travel to N.Y.C. (Routes are not shown on map)*




Miles
0 1 2 3 4


Prepared by The Rockland County Planning Department - GIS. March 2010.
Project: Commuter_Routes_8x11.mxd
Source: All transportation related data provided by the Rockland County Department of Public Transportation.

### *Ferry Access*

Longer term, the possibility exists to re-establish ferry and river-excursion service at either end of the Byway. Since the mid-century decline of river passenger transportation service (most notably the Hudson River Day Line excursion boats) there have been a few short-lived attempts to revive these services. If supported by integrated Byway marketing and financial sponsorship, ferry service to the New Jersey unit of the Park at Englewood Boat Basin could be established by contract with an existing operator (such as New York Waterway or New York Water Taxi) with service from the West Side Ferry Terminal in Manhattan at 38th Street. This most likely would be a spring-summer-fall, weekend-only operation. The possibility also exists to operate a short cross-river ferry operation from Yonkers ferry landing (adjacent to the Amtrak/MTA Metro-North rail station) to the Park's Alpine Boat Basin.

Another water transit access opportunity could be re-establishing river excursion service from New York City to the Bear Mountain Dock. Recent attempts have been made by private operators to revive a modern equivalent of the historic Hudson River Day Line steamboat service from Manhattan to upriver destinations, calling at the operable dock at Bear Mountain. Currently there are no such regular excursion operations, but a Palisades Scenic Byway branded service, stopping at New Jersey and New York park sections, and coordinated with shuttle van services could create a complete byway transit service.

### *Tour Packages*

Among the marketing tactics that may prove effective in accessing the New York City, as well as the international tourism markets is the development of packaged "Palisades Scenic Byways experiences" that can be inserted into any New York City tourist's itinerary, such as a "green relief" day trip, or an overnight stay away from the city lights.

Joint marketing of the Scenic Byway with, for example, the New York City Association of Hotel Concierges, would offer a natural synergy for promotion of such packages to guests at the city's premier hotels.

# Chapter Eight: Action Plan and Implementation

Ross Dock

George Washington Bridge

Dyckman Hill Trail

# CHAPTER 8: MANAGEMENT STRATEGIES

## SUMMARY OF PRIORITY ACTIONS

The purpose of this Chapter is to summarize the corridor management strategies and recommendations based on the findings in earlier chapters. An implementation summary table proposing organizations to lead actions, along with timelines, is included. In addition, potential funding strategies and sources for many types of initiatives are suggested. These recommendations may be implemented as resources permit, with consideration given to funding, staffing and maintenance constraints.

### 1. Recognize and interpret the Historic Significance of the Palisades Interstate Parkway and Henry Hudson Drive

The PIP and Henry Hudson Drive are not only part of the nationally significant Palisades Interstate Park; the roads themselves have national significance. PIP and Henry Hudson Drive are also the gateways to the Park, providing access to the extensive recreational and historic sites and to spectacular views of the Hudson River, the George Washington Bridge and the New York skyline. The history of the Parkway and Henry Hudson Drive and their role in the evolution of the Palisades Interstate Park are well documented in myriad books, studies and reports. These roadways deserve recognition in their own right.

A key objective of the Byway program is to raise awareness of the intrinsic qualities that are the basis of Byway Designation. Interpreting the history of the Parkway and Henry Hudson Drive through the themes suggested in Chapter 5 will elevate visitor appreciation of their national significance.

1.1 Apply for designation of the Palisades Interstate Parkway in both New York and New Jersey as an All American Road under the National Scenic Byways Program.

1.2 Document the Palisades Interstate Parkway and Henry Hudson Drive for the Library of Congress as part of the Historic American Engineering Record (HAER) (Chapter 6).

1.3 Interpret the historic significance of the Parkway and Henry Hudson Drive to Byway visitors as part of the Palisades Interstate Park story.

### 2. Employ strategies that preserve and enhance enjoyment of the byway's intrinsic qualities while continuing to meet current standards for safety and accessibility.

While the Palisades Interstate Park Commission will continue to prioritize safety improvements to accommodate all users of the Parkway and Henry Hudson Drive, it is important to address current safety issues with consideration for the historic elements that distinguish these roadways from other modern highways and roads. The following safety recommendations are based on field review and discussions with the NJ staff of the Palisades Interstate Park Commission.

*Palisades Interstate Parkway:*

2.1 Install mile markers on the southbound Parkway to improve baseline data for safety evaluation. Although crash statistics are reported to the New Jersey Department of Transportation, the exact location of incidents are unavailable because of the absence of mile markers.

2.2 Where possible, maintain an adequate clearing between the roadway and the tree line as a recovery zone for vehicles. Consider adopting the NYSDOT standards for clear zones (recovery zones), which are compatible with the original Parkway design.

2.3 Conduct a traffic engineering assessment of the entrance and exit ramps, turnarounds and gas station access lanes. These locations are indicated by crash statistics and the direct experience of roadway managers (see Chapter 5 for additional details).

*Henry Hudson Drive*:

2.4 Improve storm drainage on Henry Hudson Drive by restoring the use of the stone gutters through roadway milling.

2.5 Consider additional regulatory signs to improve the safe interaction between pedestrians, bicycles and automobiles; give priority to pedestrians first, bicyclists second, and vehicles last.

2.6 In areas where there is inadequate site distance, consider the limited use of striping to separate pedestrian and bicyclist from vehicular traffic.

**3. Restore and maintain the historic character of the Parkway and Henry Hudson Drive to provide visitors with an authentic experience of the byway.**

The integrity of the PIP and Henry Hudson Drive warrant a high priority. They are representative of the highest and most innovative transportation standards of their day. As resources permit, the Parkway and Henry Hudson Drive deserve to be restored to display their original design features and maintained to the standards of National Park Service roads. Although they retain many of their historic elements, there have been changes that compromise their integrity. This is partly a consequence of management by different entities (NYSDOT and the PIPC); physical discontinuities in New York and New Jersey sections are evident. As much as possible, provide a seamless scenic driving experience from the George Washington Bridge to the Bear Mountain Bridge by using the same design elements and maintenance practices along the entire length of the Palisades Interstate Parkway.

*Restoring*

3.1 Develop a "Design Manual" to provide cohesive design elements along the entire length of the Palisades Interstate Parkway and Henry Hudson Drive.

3.2 Restore the three parkway Scenic Lookouts: Rockefeller, Alpine and State Line (additional sites are identified in Chapter 6); prune existing vegetation to maintain

viewsheds, remove invasive plant material; restore and update service and site amenities that are complementary to the historic design features.

3.3 Evaluate opportunities to improve the gas stations' appearance in keeping with historic character where possible. Modify light fixture canopies to better direct lighting, reduce light intensity and minimize their visual impact.

3.4 Future reconstruction should be consistent with design treatments on the New York segment to make the entire length of the Parkway function visually and aesthetically as one historic road.

*Maintaining (including vegetation management & signing)*

3.5 Improve coordination to achieve cohesive maintenance along the entire length of the Palisades Interstate Parkway. In coordination with NYSDOT, prepare a "Maintenance Manual" that defines the maintenance and restoration treatments for the entire length of the Parkway. Integrate strategies developed by NYSDOT as part of the Rehabilitation & Preservation Project, Phases 1 & 2, which may provide guidance for future maintenance and rehabilitation of the Parkway.

3.6 Future repaving and reconstruction should include consideration for historic elements, and specify appropriate treatments that respect the historic character.

3.7 Provide needed maintenance and stabilization of historic parkway facilities along the Palisades Interstate Parkway and Henry Hudson Drive including drawings and specifications for the preservation of parapet barrier, retaining walls, stone gutter, drainage structures, bridges, aqueducts and storm drains along Henry Hudson Drive. For example, stone should be used for all bridge repairs in keeping with the original design. This would also be consistent with NYSDOT bridge repair treatments on the NY segment of the Parkway.

3.8 Establish vegetation management guidelines to achieve an appropriate and consistent approach, incorporating sustainable planting and maintenance strategies. Where possible and in keeping with current best practices, use plant varieties indicated on the original design plans. As much as possible, eliminate invasive species adjacent to the Parkway and elsewhere in the Park, focusing especially on the overlooks and other active use areas (picnic areas, trailheads, etc.). Consider engaging local landscapers or garden clubs to restore and maintain areas in the park such as gateways, overlooks, picnic areas, etc.

**4. Restore historic structures within the byway corridor that can become venues for historic interpretation.**

Historic preservation and restoration is a high priority for the entire Palisades Interstate Park. The story of the parkway and Henry Hudson Drive are part of a larger story told through the historic venues of the Palisades Interstate Park, the byway corridor. There are significant historic structures within the Park that could be restored and made available to visitors.

4.1 Create an infrastructure inventory and improvement plan documenting the capital needs and goals for the park, including drawings and specifications for structure and area rehabilitation. The inventory should include both historic buildings as well as outside features such as stone trail steps, trails, all pedestrian bridges including the bridge leading to the Women's Federation Monument, etc.

**5. Collaborate with adjacent municipalities to strengthen protection of the byway corridor.**

Ensuring the future integrity of the Palisades Interstate Park requires strategies to buffer the Park from development outside its boundaries. Although there are some protective buffers between the Park and adjacent municipalities, there are opportunities for additional protections that could be put into place by the adjacent municipalities.

5.1 Encourage adjacent municipalities to establish an "overlay zone" to protect the viewshed and mitigate visual impacts from development adjacent to the Park and Parkway, especially on the southern boundaries of the Park.

5.2 Both the Park and adjacent municipalities should consider instituting ordinances/policies to minimize light pollution.

5.3 Encourage adjacent municipalities to establish and enforce building standards that regulate the height and siting of buildings to protect the corridor from further visual intrusions.

5.4 Collaborate with adjacent municipalities to require developers to create and maintain green buffers adjacent to the Park and Parkway.

**6. Promote the Palisades Interstate Parkway and Henry Hudson Drive as both a gateway to and an integral part of the Palisades Interstate Park in both New Jersey and New York.**

The Palisades Interstate Parkway should be marketed as a "gateway" route, integral to the experience of the various tourist and recreational attractions the Hudson Highlands offers as well as a "gateway" to New York City. The scenic byway designation of the Parkway and Henry Hudson Drive elevates their stature among the Palisades Interstate Park's many attractions.

6.1 Collaborate with partner organizations to establish and promote a cohesive Palisades Scenic Byway brand identity. Improve coordination of visitor information provided by NJ and NY. Collaborate with adjacent municipalities to raise awareness of the Park. Ensure that the Palisades Interstate Park is included in regional visitor outreach materials, such as the Hudson River Water Trail Guide and the Hudson River Valley National Heritage Area brochures.

6.2 Promote the development of tourism support facilities, such as visitors' centers, information kiosks and signs along the Parkway, to encourage visitation from tourists as well as local residents. Ensure that the Visitor Center at Fort Lee Historic Park incorporates the byway interpretive themes.

6.3 Access the international tourism market (captured by New York City) to support PIPC's application to designate the parkway as a National Scenic Byway and All-American Road.

6.4 In coordination with New York, develop modern travel-assist tools, such as a web portal and real-time traffic updates, a service to inform park visitors of conditions along the Parkway, Henry Hudson Drive, and Park attractions.

6.5 Enhance transit connections from transit hubs in New York and New Jersey to the Parkway to encourage visitation by travelers without access to private vehicles.

**7. Establish gateways and employ wayfinding strategies that better inform and direct visitors to venues for byway interpretation, park attractions and visitor services.**

It is important to raise the visibility of the Parkway and Henry Hudson Drive as a scenic byway and part of the fascinating history of the Park. As these roadways provide the only access to destinations within the Park, it is also important to direct visitors to interpretive venues and other Park attractions.

7.1 Improve directional signs to direct visitors from the Palisades Interstate Parkway to Henry Hudson Drive, the picnic and boat areas, and to adjacent towns.

7.2 Create a Scenic Driving Map for visitors' to use while experiencing the Palisades Interstate Parkway and Henry Hudson Drive.

7.3 Provide gateway features to mark the endpoints of the byway and create a sense of arrival on entering the Palisades Interstate Parkway and Henry Hudson Drive. The gateway feature should include natural wildflowers and seasonal plantings, displaying the natural environment that the Palisades Interstate Park was founded to protect.

7.4 Primary interpretive sites such as State Line Lookout, Fort Lee Historic Park and visitor center and the PIPC Headquarters Building can serve as "gateways" to orient visitors to the byway and destinations within the Park.

**8. Establish an on-going Palisades Scenic Byway Advisory Group to advance implementation of the Byway in partnership with stakeholder organizations.**

The strategies that are presented in this plan are far-reaching and require actions by many different organizations. To advance plan implementation, it is important to assign one organization with the responsibility to coordinate activities among partner organizations.

8.1 Consider establishing the Palisades Interstate Parkway Commission's Citizens' Advisory Committee as a lead organization in advancing the byway plan. Ensure that representatives from both the New York Palisades Interstate Park and adjacent municipalities are invited to participate in byway coordination meetings.

## Implementation Summary Table

The table below suggests potential lead and partner organizations to advance priority recommendations. Implementation will be dependent on the availability of funding and staffing resources. Short- (1-5 years), medium- (6-10 years), and long-term (10 years or more) designations are estimated both by priority and the likely lead-time and duration required.

| Strategy | Potential Lead and/or Partner Organizations | On-going | Short Term | Med. Term | Long Term |
|---|---|---|---|---|---|
| **1. Recognize and Interpret the Historic Significance of the Palisades Interstate Parkway and Henry Hudson Drive** | | | | | |
| 1.1 Apply for designation of the Palisades Interstate Parkway in both New York and New Jersey as an All American Road under the National Scenic Byways Program. | Palisades Interstate Park Commission | | | X | |
| 1.2 Document the Palisades Interstate Parkway and Henry Hudson Drive for the Library of Congress as part of the Historic American Engineering Record (HAER). | Palisades Interstate Park Commission; Library of Congress; NYSOPRHP/ NJHPO; Private Donors; (potential for funding as a mitigation project) | | | | X |
| 1.3 Interpret the historic significance of the Parkway and Henry Hudson Drive to Byway visitors as part of the Palisades Interstate Park story. | Palisades Interstate Park Commission | | X | | |
| **2. Employ strategies that preserve and enhance enjoyment of the byway's intrinsic qualities while continuing to meet current standards for safety and accessibility.** | | | | | |
| ***Palisades Interstate Parkway:*** | | | | | |
| 2.1 Install mile markers on the southbound Parkway to improve baseline data for safety evaluation. Although crash statistics are reported to the New Jersey Department of Transportation, the exact locations of incidents are unavailable because of the absence of mile markers. | Palisades Interstate Park Commission; NJDOT | | X | | |

| Strategy | Potential Lead and/or Partner Organizations | On-going | Short Term | Med. Term | Long Term |
|---|---|---|---|---|---|
| 2.2 Where possible, maintain an adequate buffer between the roadway and the tree line as a recovery zone for vehicles. Consider adopting the NYSDOT standards for clear zones (recovery zones), which are compatible with the original Parkway design. | Palisades Interstate Park Commission; NJDOT; NYSDOT | X | X | | |
| 2.3 Conduct a traffic engineering assessment of the entrance and exit ramps, turnarounds and gas station access lanes. These locations are indicated by crash statistics and the direct experience of roadway managers. | Palisades Interstate Park Commission; NJDOT | | | | X |
| ***Henry Hudson Drive:*** | | | | | |
| 2.4 Improve storm drainage on Henry Hudson Drive by restoring the use of the stone gutters through roadway milling. | Palisades Interstate Park Commission | X | X | | |
| 2.5 Consider additional regulatory signs to improve the safe interaction between pedestrians, bicycles and automobiles; give priority to pedestrians first, bicyclists second, and vehicles last. | Palisades Interstate Park Commission | | X | | |
| 2.6 In areas where there is inadequate site distance, consider the limited use of striping to separate pedestrian and bicyclist from vehicular traffic. | Palisades Interstate Park Commission | | | X | |
| **3. Restore and maintain the historic character of the Parkway and Henry Hudson Drive to provide visitors with an authentic experience of the byway.** | | | | | |
| ***Restoring:*** | | | | | |
| 3.1 Develop a "Design Manual" to provide cohesive design elements along the entire length of the Palisades Interstate Parkway and Henry Hudson Drive. | Palisades Interstate Park Commission; NJDOT; NJHPO; NYSDOT; NYSOPRHP | X | | | X |

| Strategy | Potential Lead and/or Partner Organizations | On-going | Short Term | Med. Term | Long Term |
|---|---|---|---|---|---|
| 3.2 Restore the three parkway Scenic Lookouts: Rockefeller, Alpine and State Line; prune existing vegetation to maintain view sheds, remove invasive plant material; restore and update service and site amenities that are complementary to the historic design features. | Palisades Interstate Park Commission; NJDOT; NJ NJHPO; volunteer organizations/ landscaping businesses (volunteer contribution) | X | X | | |
| 3.3 Evaluate opportunities to improve the gas stations' appearance in keeping with historic character where possible. Modify light fixture canopies to better direct lighting, reduce light intensity and minimize their visual impact. | Palisades Interstate Park Commission; NJHPO; leasing companies | | | | X |
| 3.4 Future reconstruction should be consistent with design treatments on the New York segment to make the entire length of the Parkway function visually and aesthetically as one historic road. | Palisades Interstate Park Commission; NJDOT | | | | X |
| ***Maintaining (including vegetation management & signing):*** | | | | | |
| 3.5 Improve coordination to achieve cohesive maintenance along the entire length of the Palisades Interstate Parkway. In coordination with NYSDOT, prepare a "Maintenance Manual" that defines the maintenance and restoration treatments for the entire length of the Parkway. Integrate strategies developed by NYSDOT as part of the Rehabilitation & Preservation Project, Phases 1 & 2, which may provide guidance for future maintenance and rehabilitation of the Parkway. | Palisades Interstate Park Commission; NJDOT; NYSDOT | X | | | X |
| 3.6 Future repaving and reconstruction should include consideration for historic elements, and specify appropriate treatments that respect the historic character. | Palisades Interstate Park Commission; NJDOT | | X | | |
| 3.7 Provide needed maintenance and stabilization of historic parkway facilities along the Palisades Interstate Parkway and Henry Hudson Drive including drawings and specifications for the preservation of parapet barrier, retaining walls, stone gutter, drainage structures, bridges, aqueducts and storm drains along Henry Hudson Drive. For example, stone should be used for all bridge repairs in keeping with the original design. This would also be consistent with NYSDOT bridge repair treatments on the NY segment of the Parkway. For example, NYS has used stone on all bridge rails. | Palisades Interstate Park Commission; NJDOT; NYSDOT | X | X | | |

| Strategy | Potential Lead and/or Partner Organizations | On-going | Short Term | Med. Term | Long Term |
|---|---|---|---|---|---|
| 3.8 Establish vegetation management guidelines to achieve an appropriate and consistent approach, incorporating sustainable planting and maintenance strategies. Where possible and in keeping with current best practices, use plant varieties indicated on the original design plans. As much as possible, eliminate invasive species adjacent to the Parkway and elsewhere in the Park, focusing especially on the overlooks and other active use areas (picnic areas, trailheads, etc.). Consider engaging local scout groups or garden clubs to restore and maintain areas in the park such as gateways, overlooks, picnic areas, etc. | Palisades Interstate Park Commission | X | X | | |
| **4. Restore historic structures within the byway corridor that can become venues for historic interpretation.** | | | | | |
| 4.1 Create an infrastructure inventory and improvement plan documenting the capital needs and goals for the park, including drawings and specifications for structure and area rehabilitation. The inventory should include both historic buildings as well as outside features such as stone trail steps, the pedestrian bridge leading to the Women's Federation Monument, etc. | Palisades Interstate Park Commission | X | | X | |
| **5. Collaborate with adjacent municipalities to strengthen protection of the byway corridor.** | | | | | |
| 5.1 Encourage adjacent municipalities to establish an "overlay zone" to protect the view shed and mitigate visual impacts from development adjacent to the Park and parkway, especially on the southern boundaries of the park. | Palisades Interstate Park Commission; adjacent municipalities | | | | X |
| 5.2 Both the Park and adjacent municipalities should consider instituting ordinances/policies to minimize light pollution. | Palisades Interstate Park Commission; adjacent municipalities; International Dark-Sky Association | | | | X |
| 5.3 Encourage adjacent municipalities to establish and enforce building standards that regulate the height and siting of buildings to protect the corridor from further visual intrusions. | Palisades Interstate Park Commission; adjacent municipalities | | | | X |

| Strategy | Potential Lead and/or Partner Organizations | On-going | Short Term | Med. Term | Long Term |
|---|---|---|---|---|---|
| 5.4 Collaborate with adjacent municipalities to require developers to create and maintain green buffers adjacent to the Park and parkway. | Palisades Interstate Park Commission; adjacent municipalities | | | | X |
| **6. Promote the Palisades Interstate Parkway and Henry Hudson Drive as both a gateway to and an integral part of the Palisades Interstate Park in both New Jersey and New York.** | | | | | |
| 6.1 Collaborate with partner organizations to establish and promote a cohesive Palisades Interstate Parkway Scenic Byway brand identity. Improve coordination of visitor information provided by NJ and NY. Collaborate with adjacent municipalities to raise awareness of the Park. Ensure that the Palisades Interstate Park is included in regional visitor outreach materials, such as the Hudson River Water Trail Guide and the Hudson River Valley National Heritage Area brochures. | Palisades Interstate Park Commission; DOS Division of Travel and Tourism; adjacent municipalities; NYOPRHP; Hudson River Valley National Heritage Area; other regional non-profit tourism organizations | X | | X | |
| 6.2 Promote the development of tourism support facilities, such as visitors' centers, information kiosks and signs along the Parkway, to encourage visitation from tourists as well as local residents. Ensure that the Visitor Center at Fort Lee Historic Park incorporates the byway interpretive themes. | Palisades Interstate Park Commission; Fort Lee Historic Park and Visitor Center; NJDOT Scenic Byway Program | | X | | |
| 6.3 Access the international tourism market (captured by New York City) to support PIPC's application to designate the parkway as a National Scenic Byway and All-American Road. | Palisades Interstate Park Commission; New York Department of Economic Development: NYS Tourism; DOS Division of Travel and Tourism | | | | X |
| 6.4 Develop modern travel-assist tools, such as a Web portal and real-time traffic updates as a service to inform park visitors of conditions along the Parkway, Henry Hudson Drive, and Park attractions. | Palisades Interstate Park Commission; NJDOT; NYSDOT | | | | X |
| 6.5 Enhance transit connections from transit hubs in New York and New Jersey to the Parkway to encourage visitation by travelers without access to private vehicles. | Palisades Interstate Park Commission; NJTransit; MTA NYC; Tourism Organizations | | | X | |

| Strategy | Potential Lead and/or Partner Organizations | On-going | Short Term | Med. Term | Long Term |
|---|---|---|---|---|---|
| **7. Establish gateways and employ wayfinding strategies that better inform and direct visitors to venues for byway interpretation, park attractions and visitor services.** | | | | | |
| 7.1 Improve directional signs to direct visitors from the Palisades Interstate Parkway to Henry Hudson Drive, the picnic and boat areas, and to adjacent towns. | Palisades Interstate Park Commission; NJDOT; adjacent municipalities | | X | | |
| 7.2 Create a Scenic Driving Map for visitors to use while experiencing the Palisades Interstate Parkway and Henry Hudson Drive. | Palisades Interstate Park Commission; Palisades Park Conservancy | | | X | |
| 7.3 Provide gateway features to mark the endpoints of the byway and create a sense of arrival on entering the Palisades Interstate Parkway and Henry Hudson drive. The gateway feature should include natural wildflowers and seasonal plantings, displaying the natural environment that the Palisades Interstate Park was founded to protect. | Palisades Interstate Park Commission; Palisades Park Conservancy; volunteer organizations | | X | | |
| 7.4 Primary interpretive sites such State Line Lookout, Fort Lee Historic Park and Visitor Center and the PIPC Headquarters Building can serve as "gateways" to orient visitors to the byway and destinations within the Park. | Palisades Interstate Park Commission; Fort Lee Historic Park and Visitor Ctr | | X | | |
| **8. Establish an on-going Palisades Scenic Byway Advisory Group to advance implementation of the Byway in Partnership with Stakeholder Organizations.** | | | | | |
| 8.1 Consider establishing the Palisades Interstate Park Citizen's Advisory Committee as a lead organization in advancing the byway plan. Ensure that representatives from both the New York Palisades Interstate Park and adjacent municipalities are invited to participate in byway coordination meetings. | Palisades Interstate Park Commission; Citizens Advisory Committee; adjacent municipalities | | X | | |

## FUNDING PROJECTS AND IMPROVEMENTS

The following section is a compilation of possible funding sources that could be used to fund projects and improvements along the Palisades Interstate Parkway. The funding table on the pages that follow suggests major federal, state and private funding sources, program descriptions and links for more information. The list of funding resources is not exhaustive, but aims to identify logical funding sources that potentially can be applied to various projects recommended in this Corridor Management Plan including bicycle and pedestrian facilities, acquisition of parks, open space and billboards, historic preservation, safety improvements and resource interpretation, among others.

Major funding sources include the discretionary grants that are administered under the Safe Accountable Flexible Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). The National Scenic Byway Program and the National Recreational Trails Program are two such programs that have provided recent funding for improvements along the Palisades Interstate Parkway and are briefly described below.

### *National Scenic Byway Program*

Funding for the National Scenic Byways Program is discretionary but the funds have continued in the various transportation bills since the Program's inception in 1991. Approximately $23 million dollars annually have been allocated for projects to move forward the National and State Scenic Byways Programs, and individual State and National Scenic Byways and All American Roads. Eligible projects in this program include:

- State and Tribal Program Development and Implementation;
- Development of Corridor Management Plans;
- Safety Improvements;
- Byway Facilities;
- Access to Recreation;
- Resource Protection;
- Interpretive Information; and
- Marketing Programs.

In New Jersey, the Federal Highway Administration (FHWA) administers the National Scenic Byways Program through the New Jersey Department of Transportation. Each year, FHWA announces a funding round, which allows State Scenic Byway Programs and individual sponsoring byway organizations to apply for funding based on the eligibility categories. Applications are submitted to the agency who administers the State Scenic Byways Program, which reviews them for eligibility and also prioritizes them for submittal to FHWA. The FHWA has a panel of experts, which reviews applications throughout the United States and awards the discretionary funds. Local support is critical for any application to be awarded funds.

In 2010, the Palisades Interstate Park Commission applied for a grant through the National Scenic Byways Program for funding to improve the visitor experience by providing Interpretive Information along the Byway by updating the current exhibit at the Fort Lee Visitor Center with a new "state of the art" interpretive device to promote the Revolutionary Era historic sites along the Byway.

***National Recreational Trails Program***

In New Jersey, the Federal Highway Administration (FHWA) administers the National Recreational Trails Program through the New Jersey Department of Environmental Protection's Office of Natural Lands Management. The trail grants come from the Federal Highway Trust Fund, through gas taxes.

In 2009, the Palisades Interstate Park Commission was awarded funding under this grant for their Southern Trails Extension project.

**Palisades Scenic Byway Corridor Management Plan**
**Funding Sources**

| Funding Program | Agency/ Organization | Program Notes | Source |
|---|---|---|---|
| **FEDERAL PROGRAMS** | | | |
| Transportation Enhancement Program (SAFETEA-LU) | FHWA/NJDOT | TE supports projects that expand transportation choices including safe bicycle and pedestrian facilities, scenic routes, beautification, and other investments that increase recreation, accessibility, and safety. Communities may also use funds to contribute to the revitalization of local and regional economies by restoring historic buildings, renovating streetscapes or providing transportation to museums and visitors centers. | http://www.enhancements.org |
| Surface Transportation Environment and Planning (STEP) Research Program (SAFETEA-LU) | FHWA/NJDOT | Funding available to stimulate research and the development of tools and technologies to advance state-of-the-practice intiatives related to the environment, planning and realty. Research topics must fit into one of the 15 emphasis areas, including historic preservation, environmental stewardship and outdoor advertising control. | http://www.fhwa.dot.gov/hep/step/index.htm |
| National Scenic Byways Discretionary Grant Program (SAFETEA-LU) | FHWA/NJDOT | Scenic Byway funds can be used in the development and provision of tourist implementation, construction of bicycle and pedestrian facilities, interpretive facilities, overlooks and other enhancements for byway travelers. Eligible groups include public organizations, non-profits and Indian Tribes. | http://www.bywaysonline.org |
| Congestion Mitigation Air Quality Improvement Program (SAFETEA-LU) | FHWA/ FTA/ NJDOT | Applicable to a wide variety of transportation projects aimed at improving air quality and reducing congestions. Includes construction of pedestrian and bicycle transportation facilities and nonconstruction projects (such as maps, brochures, and public service announcements). | http://www.fhwa.dot.gov/environment/cmaqpgs/ |
| Highway Safety Improvement Program (SAFETEA-LU) | FHWA/NJDOT | Programs which aim to achieve a significant reduction in traffic fatalities and serious injuries on all public roads, publicly owned bicycle and pedestrian pathway or trails. | http://www.fhwa.dot.gov/safetealu/factsheets/hsip.htm |
| Boating Infrastructure Grant Program (SAFETEA-LU) | FHWA/ NYSOPRHP | Funding to state agencies for the development and maintenance of facilities for recreational vessels. | http://www.state.nj.us/transportation/airwater/maritime/marine_trades_NBIG.shtm |
| Recreational Trails Program (Highway Trust Fund) | USDOT/FHWA/ NJDOT | RTP projects must be legally and physically accessible to the public. Proposed projects must be identified in, or further a specific goal of, a trail plan referenced in the Statewide Comprehensive Outdoor Recreation Plan (SCORP) or the State Recreational Trail Plan. | http://www.state.nj.us/dep/parksandforests/natural/trail_grants.htm |
| North American Wetlands Conservation Act Grants | FWS | Provides matching grants to organizations and individuals who have developed partnerships to carry out wetland conservation projects for the benefit of migratory birds and other wildlife. | http://www.fws.gov/birdhabitat/Grants/NAWCA/index.shtm |
| Land and Water Conservation Fund | FWS | Provides matching grants to States and local governments for the acquisition and development of public outdoor recreation areas and facilities. The program is intended to stimulate non-federal investments in the protection and maintenance of recreation resources. | http://www.nps.gov/ncrc/programs/lwcf/fed_state.html |
| Coastal and Estuarine Land Conservation Program | NOAA | The program provides state and local governments with matching funds to purchase significant coastal and estuarine lands or conservation easements on such lands. | http://coastalmanagement.noaa.gov/land/ |

**Palisades Scenic Byway Corridor Management Plan**
**Funding Sources**

| Funding Program | Agency/ Organization | Program Notes | Source |
|---|---|---|---|
| Historic Preservation Fund, Certified Local Government (CLG) Grants | NPS/HPO | Funding can be used to pay part of the costs of staff salaries, surveys, comprehensive preservation studies, National Register nominations, educational materials, architectural plans, historic structure reports, and engineering studies necessary to preserve historic properties. However, CLG funds can only be used for village preservation commission projects. | http://www.state.nj.us/dep/hpo/ |
| Grants for Arts Funding - Design and Museum Grants | National Endowment for the Arts | Funding is provided to organizations that preserve cultural heritage, projects that extend the reach of the arts to underserved populationsand, and to advance arts education for children and youth in school-based or community-based settings. | http://www.arts.gov/grants/apply/index.html |
| Save America's Treasures | NPS | Grants are available for preservation and/or conservation work on nationally significant intellectual and cultural artifacts and historic structures and sites. Intellectual and cultural artifacts include artifacts, collections, documents, sculpture, and works of art. Historic structures and sites include historic districts, sites, buildings, structures, and objects. | http://www.nps.gov/history/hps/treasures/index.htm |
| American Battlefield Protection Program | NPS | Program awards grants for preservation projects that lead to the permanent protection of endanged battlefield lands. Project areas can be battlefields where armed conflict, fighting or warfare occurred or sites that were occupied before, during, or after a battle at which events occurred that had a direct influence on the tactical development of the battle or the outcome of the battle. | www.cr.nps.gov/abpp |
| Preserve America Grant Program | NPS | Program provides historic preservation fund grants to support planning, development, implementation, or enhancement of innovative activities and programs in heritage tourism, including interpretation/education, planning, marketing, training, and research/documentation of cultural resources; communities must first become a designated Preserve America community to be eligible for grant funding. | www.preserveamerica.gov |
| Preservation Technology and Training Grants | NPS | Program funding is aimed at providing preservation professionals who are looking to develop new technologies or adapt existing technologies to preserve cultural resources. | www.ncptt.nps.gov |
| Various | National Endowment for the Humanties | Provides grants to cultural institutions, such as museums, that develop humanties projects that preserve and provide access to cultural resources, education, research and public programs. | http://neh.gov/grants/grantsbydivision.html |
| Institute of Museum and Library Services | IMLS | Funding available to State and local government agencies, non-profits, libraries, museums and schools for various conservation, public engagement and educational programs. | http://www.imls.gov/ |
| **STATE PROGRAMS** | | | |
| New Jersey Main Street Program | NJ Department of Community Affairs | Provides funds and technical assistance to business improvement districts and not-for-profit organizations that aim to revitalize historic downtowns, mixed-use neighborhood commercial districts, and village centers. | http://www.state.nj.us/dca/divisions/dhcr/offices/msnj.html |

**Palisades Scenic Byway Corridor Management Plan**
**Funding Sources**

| Funding Program | Agency/ Organization | Program Notes | Source |
|---|---|---|---|
| Green Acres Planning Incentive Grant | NJDEP | Provides grants to counties or municipalities looking to acquire parkland. | http://www.nj.gov/dep/greenacres/ |
| Garden State Historic Preservation Trust Fund | NJ Historic Trust Fund/NJ Department of Community Affairs | Funding for the preservation needs of properties throughout the state that include planning exercises that promote effective management at historic sites, for construction expenses related to the preservation, restoration, and rehabilitation of historic properties and associated architectural and engineering expenses. | http://www.state.nj.us/dca/njht/programs/gshptf/ |
| General Operating Support, Arts Project Support and Buidling Arts Participation | New Jersey State Council on the Arts | Provides funding for arts organizations and arts programs throughout New Jersey; Grant support can be for a single arts event that is in keeping with the standards of the Council and provides a significant public benefit. | http://www.njartscouncil.org/grant.cfm |
| **PRIVATE/NON-PROFIT PROGRAMS** | | | |
| National Trust Preservation Fund/Johanna Favrot Fund for Historic Preservation | National Trust for Historic Preservation | Financial assistance available to nonprofit organizations, public agencies, for-profit companies, and individuals involved in preservation-related projects. | http://www.preservationnation.org/resources/find-funding/grants/ |
| National Trust Preservation Fund/Henry A. Jordan, M.D., Preservation Excellence Fund | National Trust for Historic Preservation | Available to organizations that demonstrate a commitment to the protection of natural and cultural resources in Delaware, the District of Columbia, Maryland, New Jersey, Pennsylvania, Virginia, and West Virginia. Awards are between $1,000 and $2,000 and do not require a match. | http://www.preservationnation.org/resources/find-funding/grants/ |
| Keystone Initiative, Charter and Venture Grants | National Fish and Wildlife Foundation | The National Fish and Wildlife Foundation provides funding on a competitive basis to projects that sustain, restore, and enhance our Nation's fish, wildlife, and plants and their habitats. | http://www.nfwf.org/AM/Template.cfm?Section=GrantPrograms |
| Various | Kresge Foundation | Awards grants to nonprofit organizations in six fields of interest: health, the environment, community development, arts and culture, education, and human services, with an emphasis on improving opportunities for poor, disadvantaged and marginalized individuals, families, and communities. | http://www.kresge.org/index.php/what/index/ |
| Various | The Graham Foundation | Project-based grants to individuals and organizations that produces public programs to foster the development and exchange of diverse and challenging ideas about architecture and its role in the arts, culture, and society. | http://www.grahamfoundation.org/foundation/grantguidelines.asp#Mission |
| Various | America the Beautiful Fund | Assists community-level programs and projects to save the natural and historic environment and improve the quality of life. Since 1965 the fund has developed more than 50,000 citizen initiated volunteer projects. | http://www.america-the-beautiful.org/about/index.php |
| Various | Trust for Public Land | Helps communities take action on parks and land conservation by providing objective advice based on extensive experience, the latest technology and analytical frameworks, and a proven approach to realizing parks and conservation goals. | http://www.tpl.org/tier2_kad.cfm?folder_id=3129 |

## Palisades Scenic Byway Corridor Management Plan
## Funding Sources

| Funding Program | Agency/ Organization | Program Notes | Source |
|---|---|---|---|
| **Legend** | | | |
| FHWA - Federal Highway Authority | | | |
| NJDOT = New Jersey Department of Transportation | | | |
| NJDEP = New Jersey Department of Environmental Protection | | | |
| FTA = Federal Transit Administration | | | |
| FWS = U.S. Fish and Wildlife Service | | | |
| USDOT = United States Department of Transportation | | | |
| NOAA = National Oceanic and Atmospheric Administration | | | |
| NPS = National Park Service | | | |
| NYSOPRHP = New York State Office of Parks, Recreation and Historic Preservation | | | |
| HPO = Historic Preservation Office | | | |
| IMLS = Institute of Museum and Library Services | | | |