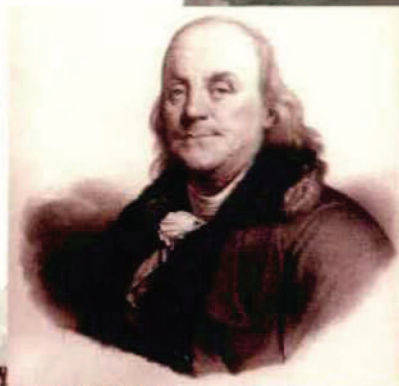


Color Scans

2/5/2003

D-156



General Management Plan

Independence National Historical Park
Pennsylvania

INDEPENDENCE
NATIONAL
HISTORICAL PARK



Planning for the Future.
Preserving the Past.

ON MICROFILM

PLEASE RETURN TO:

TECHNICAL INFORMATION CENTER
DENVER SERVICE CENTER
NATIONAL PARK SERVICE

SUMMARY

This *General Management Plan* is a compilation of data taken from the *Draft General Management Plan / Environmental Impact Statement* of August 1995, a newsletter published in September 1996, and the *Abbreviated Final General Management Plan / Environmental Impact Statement* of February 1997. Together the three documents make up the *Independence National Historical Park General Management Plan / Environmental Impact Statement*.

Under the Council on Environmental Quality (CEQ) guidelines, it is permissible to produce an abbreviated final general management plan / environmental impact statement when only minor changes were made to the draft plan following public review. The abbreviated final plan tiered off of, but did not repeat, data provided in the draft plan. Changes were made to the final by means of page number notations requesting that the reader refer to a page of the draft document and change a word, sentence, or paragraph to reflect new data or altered wording. Although permissible under CEQ guidelines, this resulted in a document that is difficult to use on a daily basis. In such cases, a summary of the selected alternative and appropriate background material can assist with implementation. Hence, this document.

The *General Management Plan* is intended to serve over the long term to guide management of Independence National Historical Park. It provides a vision and management objectives for the entire park. Six alternatives for achieving these were described in the *Draft General Management Plan / Environmental Impact Statement*, which included a no-action alternative, a preferred alternative, and four other alternatives. The environmental consequences of each were described. All alternatives continued protection of the cultural, natural, and human environments, cooperative regional efforts for information distribution, and reliance on cooperative activities to support the goals of the park and community.

The preferred alternative was modified to reflect public comments and the results of internal review. It was selected as the plan for Independence National Historical Park because it presents the most feasible means to best meet the goals of the park and the community to enrich interpretive and educational opportunities, improve visitor orientation and services, and enhance heritage tourism.

This plan will reinforce the park's identity and basic mission of preservation and interpretation by fostering synergy between it and the historic neighborhoods and cooperating institutions that surround it. The park and community will cooperate in strengthening Independence National Historical Park as the centerpiece of the larger Old Philadelphia District, which includes the area from Eighth Street to the Delaware River between South Street and the Vine Street Expressway (I-676). Partners will extend the park's mission and impact into the city and region, and historical and physical links will be emphasized.

A new sequence of arrival and orientation will bring visitors first to Independence Mall, where they will find a new, jointly operated regional visitor center to orient them to the park, city, and region. The mall will become the pivot point for a visit to the park and historic Philadelphia. The mall also will be redeveloped to include other new educational and interpretive institutions — the Independence Park Institute and the National Constitution Center — and gathering places for civic and festive events.

Contents

Introduction 1

- Purpose of the Park 1
- Significance of the Park 1
- Description of the Park 2
 - Location and Access 2
 - Properties with Memorandums of Agreement 3
 - Historical Context 4
 - Urban Context 5
 - Regional Visitor Facilities and Services 7
 - Management Zoning 7

Management Goals and Strategies 10

- Planning Issues and Management Concerns 11
- Resource Management and Building Uses 12
- Interpretation and Visitor Use 12
- Facilities Use and Development 13
- Independence Mall 15

The General Management Plan for

- Independence National Historical Park 18
- Vision 18
- Concept 19
- Identity 19
- Sustainable Development 19
- Urban Design Principles that Guided Development
of the General Management Plan 19
- Parkwide Actions 23
 - Cultural Resource Management 23
 - Natural Resource Management 25
 - Visitor Experience 25
 - Interpretive Themes 26
 - Interpretive Approach 32
- Operations and Administration 33
 - Management Options for New Development 33
 - Concessions 33
 - Facilities 34
 - Staffing 34
 - Partnerships and Cooperative Agreements 34
 - Circulation 35
- Local Use 36
- Site-specific Actions 36
- Socioeconomic Environment 40
- Further Research Needs 40
- Costs 41

Implementation Schedule 43

Preparers and Consultants 44

Correspondence with the State Historic Preservation Office 46

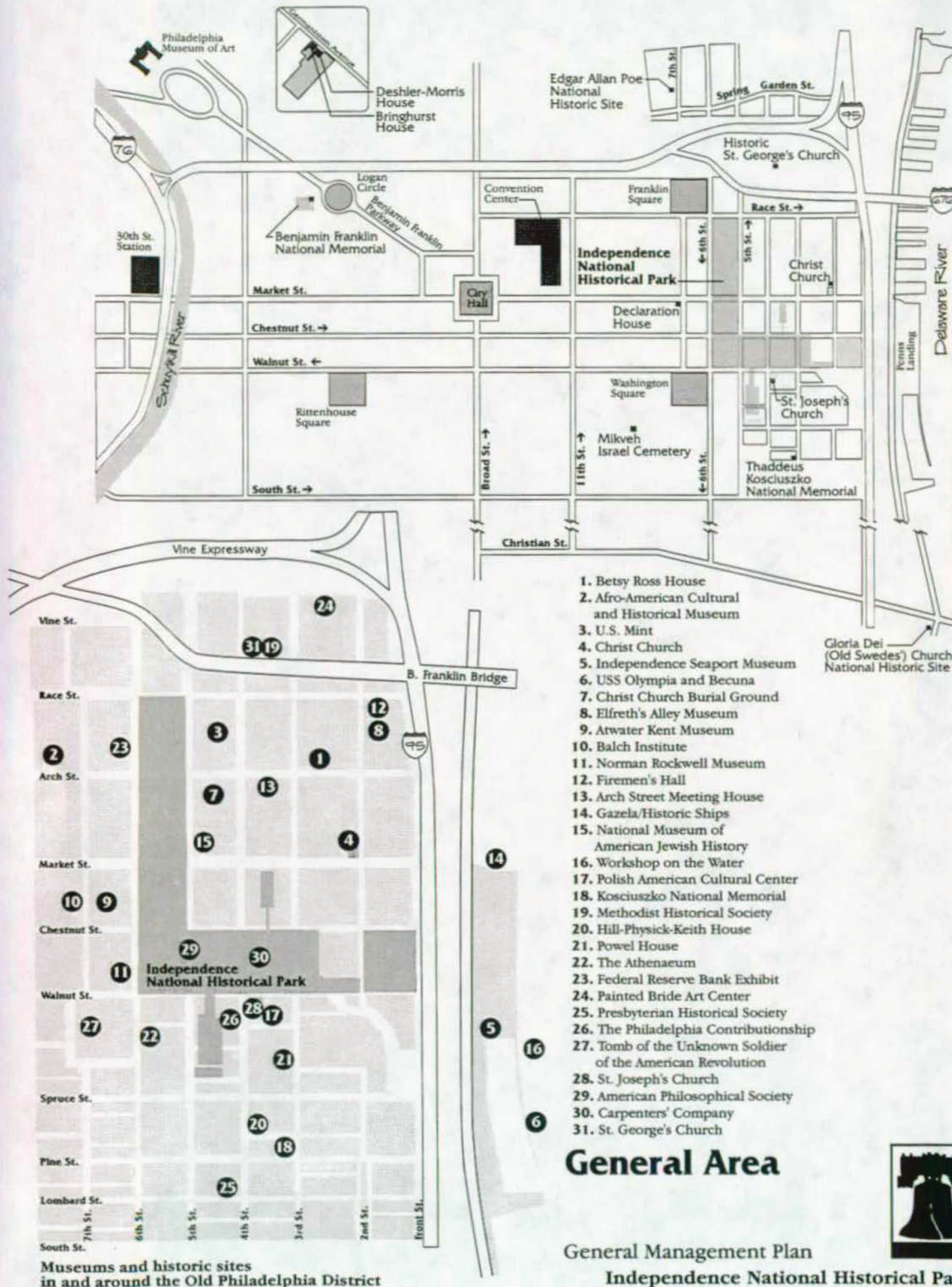
Index 51

Maps

General Area viii

Management Zoning 9

The Plan 39



1. Betsy Ross House
2. Afro-American Cultural and Historical Museum
3. U.S. Mint
4. Christ Church
5. Independence Seaport Museum
6. USS Olympia and Becuna
7. Christ Church Burial Ground
8. Elfreth's Alley Museum
9. Atwater Kent Museum
10. Balch Institute
11. Norman Rockwell Museum
12. Firemen's Hall
13. Arch Street Meeting House
14. Gazela/Historic Ships
15. National Museum of American Jewish History
16. Workshop on the Water
17. Polish American Cultural Center
18. Kosciuszko National Memorial
19. Methodist Historical Society
20. Hill-Physick-Keith House
21. Powel House
22. The Athenaeum
23. Federal Reserve Bank Exhibit
24. Painted Bride Art Center
25. Presbyterian Historical Society
26. The Philadelphia Contributionship
27. Tomb of the Unknown Soldier of the American Revolution
28. St. Joseph's Church
29. American Philosophical Society
30. Carpenters' Company
31. St. George's Church

General Area



General Management Plan

Independence National Historical Park

U. S. Department of the Interior/National Park Service
391/20093A/November 96/DSC

Museums and historic sites
in and around the Old Philadelphia District

ON MICROFILM

INTRODUCTION

Congress authorized Independence National Historical Park on June 28, 1948 (Public Law 80-795, 62 Stat. 1061 16 USC 407 [1988]). The park was formally established on July 4, 1956. The most recent previous management plan for Independence National Historical Park was the master plan completed in 1971. Many changes have taken place in the interim: the boundary was expanded to incorporate Independence Mall State Park and other land, the visitor center and maintenance facility were completed, and visitation increased. Historic buildings have shown the effects of time and use, and the needs and expectations of visitors and park personnel have changed. In order to best manage the park, the staff needs a more up-to-date general management plan. This plan seeks to fill the requirements of park managers, reflect the needs of visitors and the community, and provide for the continued protection of the park's resources. In order to satisfy the requirements of federal law and NPS *Management Policies*, an environmental impact statement accompanied the draft of this plan.

PURPOSE OF THE PARK

To ensure that planning and management decisions are consistent with the original intent of Congress in establishing the park, a purpose statement was developed. This purpose statement is derived from ideas expressed in the park's authorizing legislation as they have been shaped by a half century of visitor use, management direction, and interpretive and historical research.

The purpose of Independence National Historical Park is to preserve its stories, buildings, and artifacts as a source of inspiration for visitors to learn more about the ideas and ideals that led to the American Revolution and the founding and growth of the United States.

SIGNIFICANCE OF THE PARK

The park is significant nationally and internationally for many reasons. The park contains Independence Square World Heritage Site and national historic landmarks (First Bank, Second Bank, American Philosophical Society Hall, Carpenters' Hall, Christ Church, and Deshler-Morris House). It is listed on the National Register of Historic Places for national significance. The park structures are tangible remains of some of the momentous events that shaped this country.

The park was the site of meetings of the first and second Continental Congresses, which gave direction to the American Revolution and the confederation government.

It was the site where the founding documents of the United States of America were debated and written.

It was where Congress met from 1790 to 1800 and created the first laws under the Constitution.

It was the site of the Washington and Adams presidencies (1790-1800).

It was the site of the first decisions of the United States Supreme Court.

INTRODUCTION

Philadelphia was the home of Benjamin Franklin, who personified the spirit, ideals, curiosities, and ingenuity of a developing America.

The park represents the founding ideals of the nation and is a national and international symbol of democracy and liberty.

The park provides a platform for demonstrating many of the freedoms described in the Constitution.

Resources in the park are tangible links to the past; they are authentic and have direct associations with the people and events of the early American republic.

The park is significant to the commonwealth of Pennsylvania and the city of Philadelphia:

Present park development is evocative of colonial Pennsylvania and Philadelphia, which were founded on principles of intellectual, religious, philosophical, and scientific tolerance and provided a supportive atmosphere and model for the revolutionary ideas of the 1770s.

The park is an integral element of Philadelphia — symbolically, historically, visually, and economically.

The park is a clean, safe, open, and green space in the heart of Philadelphia's urban environment, and it is the primary historic attraction of the city.

DESCRIPTION OF THE PARK

Location and Access

The park is in the commonwealth of Pennsylvania and in the city and county of Philadelphia. It is in the heart of the historic old city and includes all or portions of 17 city blocks. The park includes 45 acres in downtown Philadelphia in the Society Hill (Walnut to Lombard Streets and Front to Sixth Streets) and Old City (Walnut to Vine Streets and Front to Fifth Streets) neighborhoods. Eleven parcels of land, mostly contiguous, are within the authorized park boundary:

- (1) Independence Square, the block bounded by Chestnut and Walnut, Fifth and Sixth Streets
- (2) the three blocks bounded by Fifth and Second and Chestnut and Walnut Streets, excluding the U.S. Custom House at Second and Chestnut Streets
- (3) the irregularly shaped tract bordering both sides of Locust Street between Fourth and Fifth Streets and running from Locust to Walnut Street in midblock, containing park residences in restored 18th century townhouses and landscaped open space; and a roughly rectangular plot at Fifth and Manning Streets (the maintenance facility location)
- (4) the roughly rectangular property in the center of the block bounded by Market and Chestnut, Third and Fourth Streets, known as Franklin Court
- (5) the rectangular lot at the southwest corner of Seventh and Market Streets where the reconstructed Graff (Declaration) House stands

(6) the L-shaped tract in the center of the block bounded by Front and Second, Walnut, and Chestnut Streets that contains Welcome Park, the parking garage, and the Bond House (the area bounded by Chestnut, Walnut, Front, and Second Streets, referred to as area F).

(7) Independence Mall, which consists of the three landscaped blocks north of Independence Hall between Chestnut and Race Streets and Fifth and Sixth Streets

The third block of the mall is a portion of tract 04-111 and is leased by the National Park Service from the commonwealth of Pennsylvania. The lease continues from year to year until title to the land is vested in the United States. The land is scheduled to be conveyed to the National Park Service when the general state authority bonds are retired and cancelled, which is currently anticipated in 1998. The act (number 187, July 20, 1974) of the Pennsylvania General Assembly provides that the commonwealth of Pennsylvania is authorized to convey the land in fee simple to the United States for park purposes when the bonds are retired with no further action by the General Assembly.

(8) the northeast corner of Spruce and Darien Streets between Eighth and Ninth Streets adjacent to Mikveh Israel Cemetery

(9-11) the small rectangular lots adjoining St. George's Methodist Church, St. Joseph's Church, and Christ Church at Fourth and New, Fourth and Walnut, and Second and Market Streets

The one remaining park parcel is the Deshler-Morris and Bringham House complex in the Germantown neighborhood 6 miles to the northwest.

The main park access points are interstate highways 676 and 95. From the highway exits, a variety of city streets are used to reach the park. A substantial number of visitors arrive by bus (tour and public) or on foot (see Region and General Area maps). There are two parking lots in the park.

This *General Management Plan* will not affect the nonfederal properties in area F.

Properties with Memorandums of Agreement

The Deshler-Morris House is owned by the National Park Service and is a part of Independence National Historical Park; a memorandum of agreement provides for others to operate and manage the property. There is a similar agreement with the managers of the Free Quaker Meeting House. The privately owned Carpenters' Hall and American Philosophical Hall and Library have signed separate memorandums of agreement of indefinite term with the Department of Interior for access. There are also agreements with the city of Philadelphia regarding Independence Square buildings and agreements with Christ Church, St. George's Church, St. Joseph's Church, Mikveh Israel Cemetery, and Gloria Dei (Old Swede's) Church. While the specific terms of the individual agreements vary in detail, all of the private groups have agreed to permit access to buildings and maintain and preserve the structures and grounds. The National Park Service agrees to include each site in the interpretive program of the park and, within limits of available funding, provide technical assistance in planning, preservation, protection, and restoration. The memorandum of agreement with the city of Philadelphia and Independence National Historical Park allows for the city to retain ownership of the properties on Independence Square while the National Park Service preserves and manages them.

INTRODUCTION

The American Philosophical Society was permitted to build Library Hall under the terms of an agreement.

Historical Context

In the last quarter of the 18th century, Philadelphia was the center of some of the most creative and far-reaching political thought in the world. Within a few square blocks, in buildings still in existence, Americans cast off colonial ties, directed the course of a long and uncertain war for liberty, and instituted a form of government that was more sensitive to the needs of the people.

As the years passed, Philadelphia's influence continued to guide the development of the American republic. The city's influence permeated the politics, arts, and economics of the expanding nation. Structures significant to American architecture and reflective of economic vitality were erected. Commercial, public, and residential buildings were built, used, demolished, and rebuilt in the area that became the park.

In 1824, when preparations were underway for the return of Lafayette, an effort was made to restore Independence Hall to its original appearance. Preservation efforts have been continuous in the years since. Preservationists have continued to actively explore ways to best preserve Independence Hall and develop the surrounding area into a more appropriate commemorative and historic setting. In 1946 Congress authorized the Philadelphia National Shrines Park Commission, chaired by Judge Edwin O. Lewis, to plan for the area around Independence Hall. The commission recommended the establishment of a national historical park in Philadelphia. In May 1949 the commonwealth of Pennsylvania and city of Philadelphia signed a legal agreement to develop a state park on the three blocks north of Independence Hall.

The legislation authorizing Independence National Historical Park "preserving for the benefit of the American people as a national historical park certain historical structures and properties of outstanding national significance . . . and associated with the American Revolution and the founding and growth of the United States" required certain acquisitions before the park could be established. These included the First Bank of the United States, the Merchants' Exchange, Bishop White House, the Dilworth Todd-Moylan House, and the site of Benjamin Franklin's home. The National Park Service had previously acquired the Second Bank of the United States, which is a national historic site and has been incorporated into the national historical park.

On July 14, 1950, the United States Department of the Interior and the city of Philadelphia entered into a cooperative agreement regarding the buildings on Independence Square. All structures remained city property, but the secretary of the interior was to occupy, preserve, and interpret the historic buildings. The agreement remains in effect.

The park completed land acquisition and an official establishment ceremony took place on July 4, 1956. Meanwhile, the city and commonwealth began a demolition and construction program on the three blocks north of Independence Square that culminated in 1969. In the early 1970s the commonwealth approached NPS officials concerning transfer of the property. These discussions eventually resulted in the Pennsylvania Assembly passing a bill in 1973 favoring relocation of the Liberty Bell to the mall and another bill in 1974 officially transferring the mall to the National Park Service. It was determined subsequently that the transfer could not take place until the general state authority bonds that had financed mall construction were retired in 1998. At that time the mall will be transferred automatically to the park without additional legislation. In 1974, when the decision was

made to construct a Liberty Bell Pavilion on the first block, it was determined that sufficient amounts of the bonds had been repaid by the commonwealth to allow transfer of that ground to the park. The park has leased the remainder of the mall from the commonwealth for \$1 a year and has full responsibility for management and maintenance.

Since the 1950s the National Park Service has restored and reconstructed some of the buildings in the park based on extensive historical research and architectural and archeological investigations. Also undertaken were a series of cooperative agreements with private religious and cultural institutions within park boundaries to ensure the continued preservation of their structures. The national historical park has been designed to include lawns, gardens, walkways, and outdoor museums. These open spaces were created for interpretation, recreation, aesthetics, and preservation rather than in an attempt to portray Philadelphia's urban scene in the Revolutionary and early national period.

Urban Context

Independence National Historical Park lies at the heart of the fifth largest American city, with a regional population of 5.9 million. The park's 18th century buildings have witnessed many changes and periods of urbanization. The park itself is completely intertwined with the city.

In the 18th century the neighborhood around the park was the only heavily populated area in the province of Pennsylvania. Less than a century after its settlement in the 1680s Philadelphia was exceptionally prosperous due to its position as the link between the rich farmland of the interior and Caribbean-European commerce. The port city was densely developed, with houses and small industrial structures, artisans' shops, stables, taverns, and stores of every kind. Piers, chandleries, boatyards, warehouses, and other features of a thriving port crowded the waterfront. There were Quaker meeting houses and churches of many denominations. Market Street was the widest and contained a market shed that stretched from Front to Fourth Streets. By 1732 the Pennsylvania State House (now Independence Hall) was built at Fifth and Chestnut Streets, near the western edge of the densest urbanization. Dock Creek ran through the center of the district, flowing from a wetland near Fourth and Market Streets. Another branch of the creek flowed from Washington Square. The creek was treated as an open sewer until the 1760s, when it was covered.

By the mid-19th century the neighborhood had developed as a financial center anchored by the First and Second Banks and the Merchants' Exchange. Chestnut and Walnut Streets were lined with banks and insurance company buildings. Market Street retained its original commercial uses, although the market shed was gone. When both the state and federal governments left Philadelphia around 1800, the statehouse began to serve as the seat of municipal government. There were fewer residences in the neighborhood, and they were mostly north of Arch Street or south of Walnut Street. By 1800 the more noxious industrial uses, such as slaughterhouses and tanneries, had been relocated to the edges of the city, which were far from the district. As industrialization gained strength, many of the smaller buildings in the blocks north of Market Street were replaced with four- to six-story loft buildings packed with industrial workshops.

In 1895 Philadelphia's new city hall at Broad and Market Streets was completed, and municipal government left Independence Square. This and the accelerated decline of the aging neighborhood sparked a relocation of the banking and insurance houses westward. Many of the formerly grand vacated buildings were divided for industrial workshops similar to those in the loft buildings. Wealthier residents of Society Hill also moved west, trading their smaller 17th and early 18th century houses for large townhouses in newer and more fashionable districts between Washington Square and

INTRODUCTION

the Schuylkill River. For the next 50 years there was little or no reinvestment in the district, and some blocks suffered. Despite its physical decline, Old City was a thriving wholesale and small-scale industrial neighborhood. The gradual decline of Society Hill, however, resulted in the development of slums.

At the close of World War II, after decades of discussion, several civic efforts converged to result in the designation of two parks and the rehabilitation or redevelopment of the neighborhoods. The Independence Hall Association led a successful drive to designate three city blocks as Independence Mall State Park and three full blocks and portions of others as Independence National Historical Park.

As the national and state parks began to take shape in the 50s and 60s, the city used park development as a springboard and implemented a massive clearance and urban renewal program around the three newly cleared blocks of Independence Mall. The mall now is surrounded primarily by modern office buildings such as the U.S. Mint and the Federal Reserve. Any development will be sensitive to the historic scene surrounding the mall.

The National Park Service — focusing only on historic buildings related to its colonial and early federal period of significance — cleared scores of 19th and early 20th century buildings from its holdings, which provided a catalyst for the massive rehabilitation of Society Hill as a premier residential neighborhood.

Old City blocks north of Chestnut and east of Fourth Street were left untouched by such programs. The 1970s and 1980s tax credit programs for historical rehabilitation led to extensive private renovation and reuse of the loft buildings. Congress reduced the credits in 1986, which, together with a depressed real estate market, adversely affected the renovation initiative. A new public and private initiative, however, is leading to comprehensive streetscape and facade improvements on Market Street between Fifth and Front Streets. Old City retains a gritty urban flavor with a mixture of residences, wholesale businesses, restaurants, and art galleries, and it has one of the finest collections of iron front buildings in the nation.

Society Hill and Old City were severely truncated on the east and north by construction of Interstate Highways 95 and 676, for which dozens of blocks of historic buildings were razed. I-95 has severed the connection of the neighborhoods to the waterfront except in the few areas that are bridged. An on-ramp for I-95 and an on-ramp and exit for I-676 are located at the edges of the park, greatly increasing the amount of traffic on the streets that traverse it.

Both neighborhoods contain a wealth of historic and cultural sites that are directly related or complementary to the park's interpretive themes. Among the most visited are the Independence Seaport Museum, Elfreth's Alley (the oldest continuously residential street in English America), Betsy Ross House, a number of historic churches, synagogues, and meeting houses, the National Museum of Jewish-American History, the Polish-American Cultural Center, and several historic house museums. To the west of the park, at the edge of Center City, are the Afro-American Historical and Cultural Center, the Balch Institute (a museum and archive of ethnicity and immigration), the Atwater Kent Museum (of Philadelphia history), and the residential and commercial neighborhood of Chinatown. Many additional historic and cultural sites are found in the city and throughout the region.

The neighborhood developed at a time when people traveled on foot or by carriage, and it continues to be easy to see on foot. The streets retain their historical architectural scale. Some elements of the park that extend into surrounding city blocks encourage and reward exploration by pedestrians. The Rose and Magnolia Gardens stretch south into Society Hill and are based on the pattern of interblock

pedestrian greenways and pocket parks that was established by the Philadelphia City Planning Commission under Edmund Bacon. Franklin Court provides a interblock connection between Chestnut and Market Streets. City Tavern, Welcome Park, and the parking garage are connected to the core of the park by a walkway that runs along a spacious garden. Although the Deshler-Morris House is located 6 heavily trafficked miles north of the park, its location at the center of historic Germantown provides visitors with a sense of the 18th century city that they cannot gain from the core of the park.

The six-block core of the park is surrounded and crossed by busy city streets. The streets are used more by commercial, commuter, and residential traffic than by park visitors, and the traffic brings noise, congestion, pollution, and danger but also vitality to the park. Visitor traffic in the form of tour buses, horse-drawn carriages, and tour trolleys increasingly crowds the narrow streets. The streets around the park are also the site of numerous crimes against visitors and city residents, including robberies, pickpocketing, and car clouting. Many private visitor services, such as restaurants, hotels, and souvenir shops, are located in the surrounding blocks and provide needed occupation of historic buildings. The park is crossed daily by the tides of the city, mutually enriching both, yet creating challenges in the management of a national park that is sometimes indistinguishable from its surroundings.

Regional Visitor Facilities and Services

In 1991, 24 million people came to Philadelphia for business or pleasure. There are many attractions that only major metropolitan areas can offer. The city offers cultural activities, sports, restaurants, shopping, nightlife, popular entertainment, and special events. Of the top 20 most visited attractions in Philadelphia in 1990, six are in or are associated with Independence National Historical Park (Liberty Bell, Independence Hall, Franklin Court, Congress Hall, Second Bank, and Christ Church). Five others are within walking distance of the park (Betsy Ross House, U.S. Mint, Afro-American Historical/Cultural Museum, Independence Seaport Museum, and Atwater Kent Museum). If time and schedules allow, visitors to the park have immediate access to other historic sites, museums, and recreational activities, many of which can be reached on foot or by public transportation throughout the city.

The Philadelphia Convention and Visitors Bureau promotes the city to attract regional, national, and international visitors to the park and the city. Park resources, especially the Liberty Bell and Independence Hall, are almost always featured in tourism campaigns, as is the image of Benjamin Franklin. The bureau also maintains a visitor center at Sixteenth Street and JFK Boulevard and a visitor information desk at the park's visitor center.

Within the Old Philadelphia District, all the services that visitors require are available, including parking, transportation, food, and housing. Restaurants for all budgets, hotels, bed and breakfast establishments, shops, public transportation, and other amenities are available.

Management Zoning

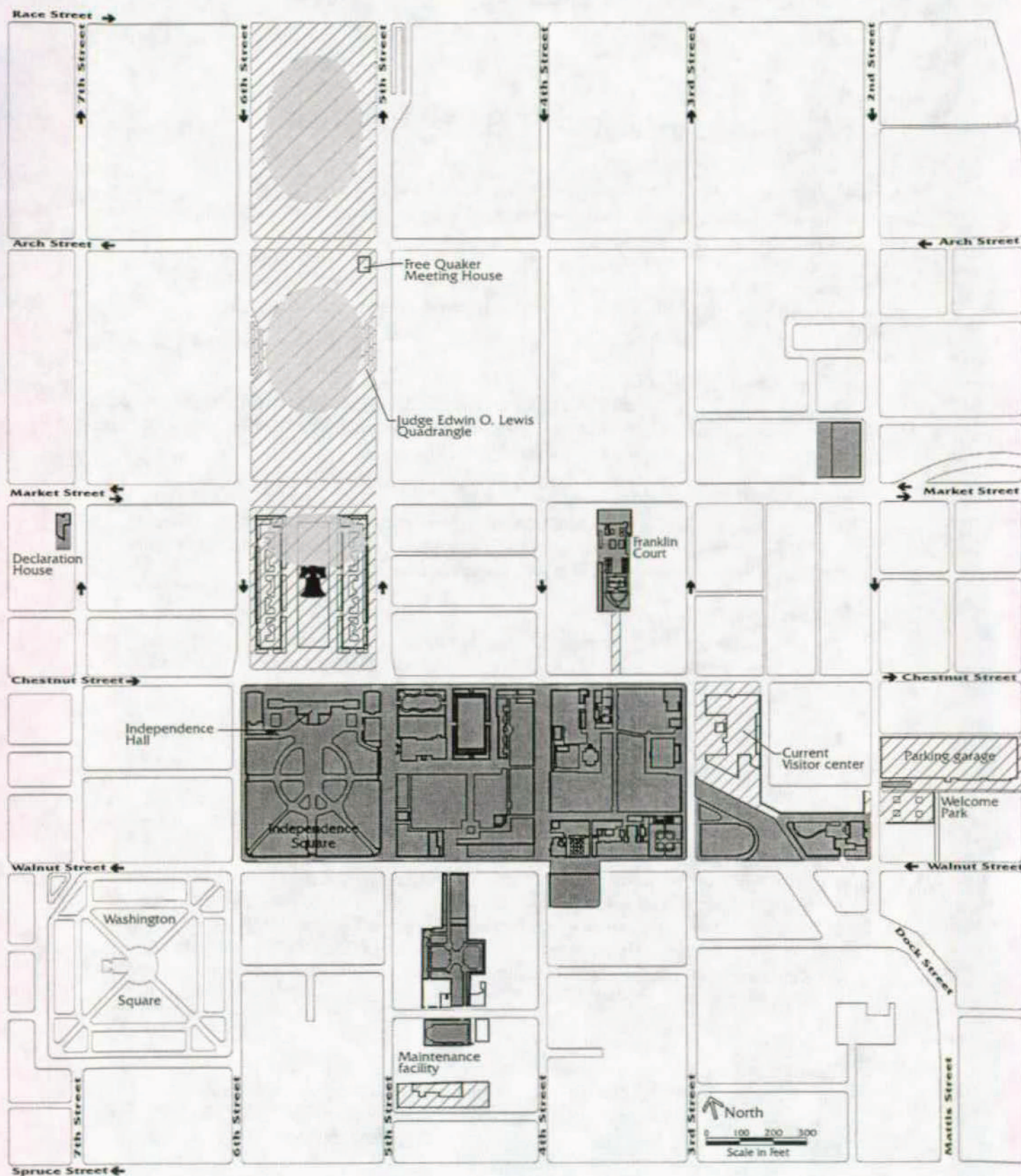
The management zones delineated in the *General Management Plan* for Independence National Historical Park are based on an evaluation of the congressionally established purposes of the park; cultural and natural resource concerns; past, present, and anticipated uses; and the park management objectives as provided for in chapter 2 of *NPS Management Policies* and chapter 5 of the *Planning Process Guideline*, (NPS-2). *NPS Management Policies* requires general management plans to

INTRODUCTION

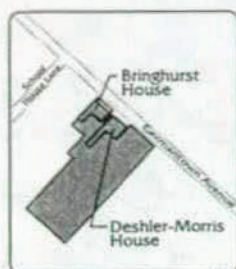
prescribe a system of management zoning for park lands to designate where various strategies for management and use would best fulfill management objectives and achieve the purpose of the park. The management zoning system used by the National Park Service recognizes that land within a park has different purposes and consequently should be managed differently. The definition of management zones can be found in NPS *Management Policies* and is described below. These descriptions may or may not correspond to local zoning.

Cultural Zone. The historic zone is managed to preserve, protect, and interpret cultural resources and their settings as defined by historic structure reports, historic resource studies, and cultural landscape reports. This designation is applied to land containing significant cultural resources. Appropriate activities in this zone include sightseeing, strolling, and history interpretation and study. NPS development is limited to that necessary for protection and interpretation; however, structural rehabilitation for new uses is permitted, provided that the historic resource significance and integrity is not adversely affected. Appropriate development includes historic structure and associated interpretive exhibits, kiosks, and restrooms. This zone is primarily within the blocks running from east to west and the first block of Independence Mall.

Development Zone. The development zones in the park are located on the second and third blocks of Independence Mall. These zones are managed to serve the needs of management and visitors and includes land where nonhistoric park development and intensive use substantially alter the environment. These zones could be the location of visitor centers, concession facilities, maintenance and administrative areas, parking areas, picnic areas, and ranger offices.



- Cultural zone
- Park development zone
- Park development special events zone (approximate location)



Management Zoning

General Management Plan

Independence National Historical Park

U. S. Department of the Interior/National Park Service
391/20,076C/June 97/DSC

ON MICROFILM



MANAGEMENT GOALS AND STRATEGIES

Goals and strategies for the future were identified, articulated in newsletters, and modified through incorporation of public comments and consideration of technical issues, legislation, and policy. The goals and strategies have been a guiding force in the development of this *General Management Plan*.

(1) The park will use its interpretive themes and programming to provide an educational and inspirational experience that fully conveys the meaning of the democratic ideals that created this nation by:

Making History Compelling

The park will incorporate methods of interpretation that make the park's message relevant to our modern experiences and concerns, personal and meaningful to us as citizens of the nation and the world, and engaging and stimulating to children.

Enriching the Stories

The park will continue to concentrate on the themes and stories of the colonial and early federal period but will add layers of physical and temporal connections to the surrounding city that will enrich every story and every visitor experience.

Broadening the Stories

The park will interpret the stories of diverse people and populations who affected and have been affected by the founding of the nation and the evolution of American freedoms.

Telling the Philadelphia Story

The park will work with the city's community of cultural institutions to provide seamless and integrated interpretation of the city's history.

(2) The park will share in creating outstanding visitor experience by:

Orienting Visitors

The park will work with state, city, and private partners, to provide pre-arrival and onsite visitor orientation and information that provides a comprehensive view of the park and city. Orientation will recognize the varying needs of visitors and their multiple arrival points to the park and Philadelphia, help manage the flow of visitor traffic throughout the park and the associated NPS sites in the city, and inform visitors about the other cultural institutions, entertainment, lodging, and other aspects of a complete experience.

Strengthening Independence Mall

The park will initiate short- and long-term planning for the mall that will respect the historical significance of Independence Hall and the Liberty Bell and provide a dignified setting for both, provide orientation and visitor services in accordance with law and policy, and establish physical and programmatic links with the surrounding neighborhood.

Emphasizing Pedestrians

The park will clarify circulation routes and will reinforce a pedestrian environment that will strengthen the character of the park and increase safety and will work with city and private partners to extend a high quality pedestrian environment into the neighborhood.

Fostering Special Uses

The park will continue to provide a setting for First Amendment rights demonstrations, ceremonies, and other activities that are directly related to its purpose, significance, and management philosophy. Locations for other activities that enliven the experience of the park and do not denigrate park resources will be designated.

Securing the Visitor Experience

The park will work with neighborhood organizations and the city to foster public safety so that visitors can fully enjoy their park experience and the surrounding urban environment.

Enhancing Heritage Development

The National Park Service will play an appropriate role in working with state, city, and community partners to develop the Old Philadelphia District as a cultural destination that is recognized for the quality of its resources, its historical authenticity, and its accessibility.

- (3) The park will act as a leader and advocate in historic preservation by:

Stewarding Our Resources

The park will implement a proactive utilities infrastructure program and a comprehensive facilities management program for the park's buildings and grounds, using sustainable design concepts to protect and maintain the exceptional and irreplaceable historic resources.

- (4) The park will use administrative and management techniques that uphold the mission and these goals by:

Concentrating on People

The park will continue to build a skilled, dynamic, and diverse staff that reflects the nation's multicultural population. Turnover will slow, morale will be improved, and professional growth will be encouraged in order to provide the highest quality services to visitors and the best protection of the resources.

Working through Cooperative Initiatives

The National Park Service will work with the community to establish and meet common goals for interpretation, preservation, and the visitor experience.

PLANNING ISSUES AND MANAGEMENT CONCERNS

A range of issues has been identified by the park, regional office, and the public. These points are addressed by the *General Management Plan*:

Resource Management and Building Uses

The park's annual operating budget in recent years has not permitted funding of all full time equivalent positions, needed contracts, and supplies. Every year the park is faced with reducing services, such as closing or limiting hours of public use buildings and limiting programs, patrols, and maintenance. Creative approaches are needed to more cost effectively provide quality visitor services and resource management in a time of expanding visitation.

The move of park offices into the Merchants' Exchange building and the utilities improvement work ameliorated some of the problems facing Independence National Historical Park. There are other space and visitor use issues, and there are questions in regard to the best uses of certain park buildings, including the historic ones.

Current storage arrangements are inadequate for the growing collections of artifacts and archival materials and do not provide appropriate environmental controls for their protection, preservation, and use.

Lack of information about significant park cultural landscapes affects the evaluation of the potential impacts of actions.

Air pollution from the eastern urban corridor produces sulfuric acid deposition (among other pollutants) that causes discoloration and deterioration of park buildings. Diesel emissions from idling buses may exacerbate this condition.

Interpretation and Visitor Use

Visitors to Independence National Historical Park often do not know that they are visiting a unit of the national park system, generally do not have a strong sense of park entry, and most do not know where to begin their visit. Poor coordination of signs inside and outside the park hampers the ability of visitors to find their way to and through the park. Orientation information is limited, few park resources are well identified, and visitors often do not know if they are in or out of the park. The parking garage on Second Street adjacent to Welcome Park and the visitor center are the official points of entry, but they are ineffective, underused, and create a back door entry experience.

There is no comprehensive and coordinated approach for interpreting the park and the history of Philadelphia.

A lack of focus in interpretive media and programming leads to disjointed messages and a lack of emphasis on primary stories. Visitors lack basic knowledge about the wide variety of park holdings (beyond Independence Hall and the Liberty Bell) as well as about people and events commemorated in the park.

The park contains major national historic landmarks that represent the nation's banking and commerce history. This theme is not interpreted. First Bank is closed to the public; the first floor of the Second Bank is used for gallery space.

Spring and summer overcrowding creates long lines and traffic congestion that affects the quality of the visitor experience, especially at Independence Hall and the Liberty Bell.

The design and the limited size of the Liberty Bell Pavilion mean that the interpretive message is delivered directly adjacent to the Liberty Bell to crowds of visitors who rotate in and out. There is no opportunity for quiet contemplation.

The park has a wide variety of visitor groups, some of whom have special needs. These include the physical access needs of disabled visitors, the foreign language needs of non-English speaking visitors, and the special requirements of school and other educational groups.

In the past, park policies regarding First Amendment, special event, and concessions activities have been inconsistently applied. They may conflict with current park management objectives.

Noise, adjacent modern development, traffic, and local recreational use of the park impact the historical ambience and quality of the visitor experience.

The emissions, noise, and visual obstructions created by buses parked near the major attractions make it difficult to comfortably and safely approach and view the sites.

City traffic in the park, especially around Independence Square and Mall, affects visitors' abilities to have a safe visit and enjoy the park's historical ambience and setting.

Current park design leads visitors to many midblock crossings at busy streets, creating safety conflicts.

Some visitors feel that there are threats to personal safety due to the park's urban setting.

Support facilities, such as restrooms and drinking fountains, do not meet visitor demand, especially during the peak summer visitation.

Facilities Use and Development

Special Events Use. The park has special meaning as a place of freedom and liberty. The new nation's independence from an oppressive motherland was declared here. The Liberty Bell's inscription declares: "Proclaim LIBERTY throughout the land, and to all the inhabitants thereof" and is an international symbol of the struggle for freedom. Most important, the first amendment to the United States Constitution protects Americans' freedom of religion, freedom of speech, a free press, freedom of assembly, and the right to petition the government. Because of these associations, a variety of ceremonies, demonstrations, festivals, and parades are time-honored activities at the park that provide life, interest, and a way of demonstrating freedom in action. These activities generally complement, yet sometimes interfere with, use and enjoyment of the park by individual visitors.

All special events in the park are managed through a permit process that controls the size, noise level, and relationship to ongoing park programs, but in no way controls the content. Ceremonies have marked the visits of many heads of state, the birthday of Dr. Martin Luther King, the independence celebrations of a number of foreign countries, military re-enlistments, and naturalizations. Ceremonies have been held on Independence Square or outside the Liberty Bell Pavilion; other locations have also been requested. Ceremonies that are brief, such as wreath-layings, are permitted inside the pavilion as long as they do not unduly delay regular visitors. Small events sometimes take place in the First Bank.

Depending on the anticipated size of the crowd, it is preferred that first amendment activities take place near the Liberty Bell or on the southern end of the Judge Lewis Quadrangle within sight of the Liberty Bell. Many groups prefer to be close to the bell.

Approximately ten parades a year take place on Chestnut Street and terminate at Independence Mall. The parades generally have an ethnic, social, or political basis — such as St. Patrick's Day, Greek Independence Day, and Puerto Rican Day. The parades attract new and nontraditional visitors to the park. Associated noise from sound amplifiers sometimes interferes with activities in Independence Hall and the Liberty Bell Pavilion. The community has expressed strong interest in holding more events in the park. While the Judge Lewis Quadrangle was originally intended to accommodate events, its facilities are inadequate.

There is a need to continue to accommodate special events that relate to the interpretive themes as well as events that can broaden visitation from a wide array of social and cultural groups that historically do not visit the park. At the same time, the use of the park must be controlled to prevent degradation of the historic resources and the interpretive experience.

Special Use Areas. The park symbolizes American freedom as guaranteed by the Bill of Rights. This *General Management Plan* recognizes the importance of one of the most cherished rights of the American people — free speech — and provides areas for related special events. Parades, rallies, protests, and other gatherings protected by the First Amendment will take place near the Liberty Bell Pavilion, on the Judge Lewis Quadrangle, and at other designated areas. There are areas that serve as a focal point for ceremonial activities of a patriotic or cultural nature that are appropriate to the park's mission. All locations will include an area that could be covered.

Some special events include visiting dignitaries. All the special uses require adequate facilities and space.

The Need for Additional Visitor Facilities. The visitor center at Third and Chestnut Streets and the parking garage and Welcome Park on Second Street were sited at the east end of the park to provide welcome and orientation for visitors who would arrive from a planned interstate highway exit. The exit was never constructed, and most visitors enter the park from a new interstate exit at the north end, where no visitor services are available.

Because it is difficult to navigate the narrow city streets in the historic district, and because the visitor center is located in an out-of-the-way place in relation to the primary park sites, only 31% (Machlis 1988) of park visitors begin their visit there. Little or no orientation is available at other park sites. The result is that many visitors do not discover how many resources and experiences are available in addition to the well-known Liberty Bell and Independence Hall. The park and the community agree that visits to the park and the historic district would be richer, more meaningful, and include more sites and activities if information were available where the visitors tend to go.

The park is visited by thousands of school buses and tour buses each year. On peak days over 125 buses have been recorded on the streets near the park. The visitor center is relatively remote from Independence Hall, and it is difficult for large vehicles to travel the narrow city streets. The visitor center has little loading and unloading space for buses.

To maximize available time bus drivers try to load and unload passengers as close as possible to Independence Hall and the Liberty Bell, in some cases stopping and/or standing illegally to do so. Their presence adds noise, congestion, and fumes. Scores of parked buses line the streets in and

around the park. Existing municipal ordinances and enforcement are inadequate to control such problems, and there are no alternatives for loading and parking available.

Many of the park's restrooms are not accessible to people with disabilities, leaving some of the most popular areas unserved. There are no restrooms on the second or third blocks of Independence Mall, which reduces the attractiveness of these spaces for special events or picnicking.

Independence Mall

Since its authorization almost a half century ago, Independence Mall has been the subject of criticism that focuses on both its design qualities and its perceived lack of utility as a public park. The general management planning process provided the National Park Service with an opportunity to examine the mall and its role in the park and the city.

The mall originally was developed as Independence Mall State Park. Encompassing the three city blocks between Fifth and Sixth Streets, and from Chestnut to Race Streets, it was authorized by the commonwealth of Pennsylvania in October 1945 and constructed between 1952 and 1969. Development of the mall was a joint commonwealth and city of Philadelphia effort based on a legal agreement signed in May 1949. The project required the demolition of a reported 143 buildings on the three blocks north of Independence Hall. The mall has a total of 15.44 acres. The first block comprises 4.15 acres, the second block (the Judge Lewis Quadrangle) comprises 5.84 acres, and the third block comprises 5.45 acres.

Shortly after the mall was completed in 1974 and in anticipation of the Bicentennial of the American Revolution, the commonwealth deeded the mall to the United States Department of the Interior to become part of Independence National Historical Park. The agreement calls for the National Park Service to lease the mall from the commonwealth until the bonds creating the state park are fully repaid in 1998. The 2.11-acre lawn area on the first block, however, was deeded in fee simple to enable the construction of the Liberty Bell Pavilion in time for the Bicentennial celebrations. The transfer was accomplished after the completion of the 1971 *Independence National Historical Park Master Plan*, and there was no formal consideration of the role that the new space would play in the national park.

The Free Quaker Meeting House, which was the sole survivor of the demolition for the mall, was moved 33 feet west of its original location to allow for the widening of Fifth Street and was restored by the commonwealth. It is now managed by the Junior League of Philadelphia under a cooperative agreement with the park.

The parking garage below the second block of the mall is owned by the commonwealth and leased to the Philadelphia Parking Authority. The transfer of the surface area of the mall to the National Park Service will not include the garage.

The revised nomination of Independence National Historical Park to the National Register of Historic Places was accepted on March 4, 1988. The nomination categorized Independence Mall as a noncontributing feature. The Free Quaker Meeting House has been listed on the national register since 1971.

The original program for the mall specified that the first block was to be a setting for Independence Hall. The second block was to provide a place for active and festive special uses, and the third block

was to be a place of rest. The first block fulfills its assignment, providing heavily used seating and viewing areas on shady terraces and a lawn that is popularly called a "Kodak setting" for Independence Hall. In 1975 the Liberty Bell was moved to a new pavilion on the north end of the block on axis with Independence Hall. The location was chosen so that the visual relationship of the bell and the hall would be retained. Their physical relationship makes this block the most heavily traversed space in the park. A successful urban square, it is usually filled with groups of children, workers eating lunch, and visitors from all over the world.

The second block has been less successful in fulfilling its mission of active use. Poorly sized spaces and the lack of services limit the size and type of special events that can be held here. The extensive paved areas and lack of shade make the block unpleasant on sunny or hot days and unattractive for casual users.

Uses on the second block are local in nature and are not necessarily related to the park's preservation and interpretive mission. Many groups are specifically interested in using this space, as opposed to other open spaces in the city, because of its proximity to Independence Hall and the Liberty Bell. An average of 124,000 people attend special events such as festivals, rallies, and performances here each year. The rest of the time, the block goes virtually unused.

Although the space will hold approximately 20,000 people, insufficient power supply and inadequate lighting pose special problems for big events. The power service was not designed for modern lighting and amplification, and generators must be brought in. Poor lighting limits events to daylight hours and impairs cleanup. There are no bathrooms or water service on this block, making cleanup more difficult. The arcades, which were originally intended to accommodate exhibits or vendors of food or crafts, have open rafters that are attractive to pigeons, and there is scant useable space among the dense columns. The many changes in level make the open space difficult to program and very difficult for disabled people to use.

The perimeter of the block discourages potential users from entering. The side entrances at either end of the east/west crosswalks are difficult to find and convenient only to the garage stairwells on the perimeters. The multiple levels and confusing subdivision of spaces obscure north-south circulation through the space.

This block remains an uninviting space with little life and an intimidating scale. Without the attraction of music or large-scale events, passersby do not venture in, and visitors to the Liberty Bell Pavilion or Independence Hall are not likely to stroll north across busy Market Street.

It is considered important to have a space that will accommodate crowds away from the primary park resources in order to avoid crowding and degradation in the historic core. A more useable space also could be programmed for cultural, patriotic, and ethnic events that could attract new and nontraditional visitors, providing them with an introduction to the park's messages of freedom and diversity.

The third block — intended as a place of rest — is a pleasant space with trees, lawn and benches, yet it is substantially unused. During fine weather, workers from surrounding buildings and groups of visitors directed there by park staff use the block for picnicking. The block's remote location, rather than its design, is the primary reason for its lack of use. In addition, there is nothing in or beyond the block to pull people to it. There is no nearby residential neighborhood that might contribute users, and office and institutional uses in the neighboring buildings generate only a small number of lunchtime users.

When the mall was planned, there were two rationales for its creation. As a commemorative gesture, the mall was intended to work with the Benjamin Franklin Bridge Plaza to mark a major gateway into the city and to create a ceremonial approach and setting for Independence Hall. The second rationale was for the mall to act as an anchor for urban renewal in the neighborhood. The creation of a green park was to attract major new development, bringing jobs and new ratable properties into the city. The mall has been successful in meeting both of these goals.

There is a growing demand for public spaces to be "user-friendly." Casual, nonceremonial use of the mall was not a consideration of the state park planners 50 years ago. Now there is a clear need for space and facilities to manage growing visitation and enhance visitor services, interpretation, and operations in a place that can take pressure away from the more sensitive historic core of the park. In addition, there is broad public consensus that the mall should be improved, enlivened with activities, made both greener and more pedestrian-friendly, and redesigned to better accommodate the needs of the park, visitors, and the city.

THE GENERAL MANAGEMENT PLAN FOR INDEPENDENCE NATIONAL HISTORICAL PARK

VISION

The *General Management Plan for Independence National Historical Park* presents a new vision for the park in the twenty-first century. The vision begins with preserving and interpreting the past, the mission articulated by Congress in the park's founding legislation. But it also reaches beyond. For we have learned that the public believes that the park can become a more vital anchor institution, offering visitors an even more memorable and inspirational experience. With this plan, Independence National Historical Park pledges to achieve the even higher standards of excellence that this singular site deserves.

The park is a place that embodies the courage and idealism of a remarkable group of citizens who came together to debate and then create a new government that became a model for modern democracies. The park is a place of value and meaning to all people — so much so that Independence Hall is a world heritage site. Visitors come here from all over the world to experience the place where a new concept of freedom was conceived.

The park also lies at the heart of a great American city — a living museum of historic sites, significant events, and diverse cultures. The city's history, institutions, and neighborhoods provide an invaluable setting for the park. There are unprecedented opportunities to forge spiritual and physical connections between the seminal ideals and historic icons of the park and the broader community.

In the NPS vision, the park and the community will work together to transform the visitor experience in the park and in the historic neighborhood beyond. Together we will foster opportunities for outstanding and memorable experiences that promote reflection, learning, and enjoyment. The park itself will play three key roles that define its relationships with visitors, organizations, and government.

First, the park will continue its role as responsible steward for the precious treasures it holds. It will apply the best preservation and curatorial techniques to the maintenance of its historic places, green spaces, and priceless collections. Through its cultural resources management policies and procedures, the park will ensure that these are preserved for future generations.

Second, the park will continue to serve as an educator and as a place where visitors learn about the people and events that created our nation. A broader menu of interpretation and education will enrich visits for the full range of visitors served by the park. In addition to telling compelling stories about the past, the park and its partners will present the contemporary relevance of these stories and will foster the spirit of reverence that people bring to this national shrine.

Finally, the park will become a more active partner in the life of the city and region. Independence National Historical Park and the community play complementary roles: park staff in achieving quality stewardship and interpretation of the park, and the community in ensuring sensitive preservation and development of the neighborhoods that surround the park. Partnership between the park and the community is essential to realizing the goals of the park, neighborhood residents, and the city, and to ensuring the highest quality experience for visitors.

Steward, educator, and partner — these are the roles that the park plays today and will more powerfully play on the stage of the future. They also guide this general management plan.

CONCEPT

This plan will provide the most effective and feasible means to meet the goals of the park and community to protect cultural resources, enrich interpretive and educational opportunities, improve visitor orientation and services, and enhance heritage tourism.

This plan reinforces the park's identity and mission by fostering synergy between it and the historic neighborhoods and cooperating institutions that surround it. The park and community will cooperate in strengthening Independence National Historical Park as the centerpiece of the Old Philadelphia District. Partners will play substantial roles in expanding the park's mission and impact into the city and the region.

IDENTITY

Based on the cultural landscape reports, design standards will be established for signs, outdoor furnishings, and landscaping to strengthen the park's sense of place and identity. The visitor will recognize the park as a National Park Service area and be able to move from site to site in a more logical and organized fashion. Coordinated signs in and around the park will direct drivers and pedestrians.

The blocks running east to west will become easier to negotiate on foot as design standards are implemented. The second block will include more areas of trees and lawn.

SUSTAINABLE DEVELOPMENT

Sustainable development attempts to minimize human impacts on the earth, recognizing that development practices often destroy natural resources or lead to the destruction of critical cultural resources. Central to this concept is the idea that all decisions from initial concept through design, construction, and operations must be evaluated in light of the principles of natural and cultural conservation.

The National Park Service will promote environmentally sensitive planning and design and use and promote technologies and practices that reduce environmental impacts and produce environmental benefits in energy conservation, solid waste management, transportation, water conservation, and community organization.

URBAN DESIGN PRINCIPLES THAT GUIDED DEVELOPMENT OF THE GENERAL MANAGEMENT PLAN

This plan envisions extensive changes for Independence Mall, the three-block area that comprises about 30% of the park's area, in order to support the vision of transforming the visitor experience. Originally developed by the commonwealth and the city as Independence Mall State Park and transferred to the National Park Service in 1974, the space has borne little physical or functional

relationship to the rest of the national park and also is physically isolated from the neighborhoods beyond. The following underlying framework of urban design principles was developed to guide placement of new development on the mall. Each of the 13 principles responds to at least one of four broad goals for the mall:

- Establish the mall as a setting that is appropriate in size and use for Independence Hall
- Maximize visitor choice
- Reinforce the implicit connection between the park's urban setting and its mission and significance
- Preserve and define the parameters of maximum flexibility for development of the mall

Scale of Independence Hall. Organize buildings, open space, and circulation to maximize understanding of both the scale and the significance of Independence Hall.

Much of Independence Hall's visual and intellectual power derives from the discrepancy between its relative smallness and the enormous impact of the ideas formed in and symbolized by it. Architecturally it is a finely detailed building, and some of the best views of it are oblique, close, and partial — as demonstrated by the satisfying views and setting of the building on its south side. Redevelopment of Independence Mall should ensure that as the visitor experiences the park, a concrete understanding emerges of Independence Hall as a building and a site of real events as well as an abstract symbol.

Views and Vistas. Allow for a variety of long and short vistas and views of Independence Hall and other features on and adjacent to the Mall, consistent with the diminutive scale of those features.

Buildings, open space, and circulation should be organized so as to allow Independence Hall and its environs to be approached and seen from a variety of directions, rather than suggesting that there is an ideal single point of view to Independence Hall. The sense of choice and discovery emerging from having such multiple views available relates directly to the mission and significance of the park.

The Axis. Make the existing axis gentle and commensurate with the size of Independence Hall. Use it as an organizing device for the placement of buildings and spaces.

The axis and its associated shaft of space dwarf Independence Hall and dominate the Mall. The issue is not whether there should be an axis but rather how strong that axis can be and how far north it should extend. Freeing the Mall from a rigidly symmetrical axis allows the creation of flexible and functional spaces and relationships among buildings, a sense of outdoor rooms, a choice of paths, and a variety of views.

Asymmetry. Organize buildings and circulation to respond to the differing characters of the east and west edges of the Mall.

There are genuinely and perceivably different conditions and opportunities along the Mall on Fifth and Sixth Streets. These differences in themselves can influence the placement and treatment of certain activities and functions within and along the Mall. A Mall design that is absolutely symmetrical along its north-south center line precludes the possibility of accommodating these differences and implies a degree of control and conformity that contradicts the message of freedom symbolized by the park.

The Grid. Position buildings and open space in deference to what is suggested by the city's grid plan.

William Penn's grid plan, in which buildings and spaces derive their importance from many factors other than their physical position, is inherently communal and egalitarian and very much in the spirit of the park. As a planning device the grid fosters a community of structures while suggesting choice and freedom to those moving within it. It is possible for the Mall to have its own identity as a place and still be a part of the life and structure of the rest of the city. In redeveloping the Mall, reinforcement of the grid through placement of buildings and open space can reduce the Mall's isolation from the rest of the city's urban fabric.

Sequence. Organize buildings and open space to enable visitors to circulate among them at their own pace and in pursuit of their own interests.

There has been much discussion about whether there is a single appropriate visitor sequence and to what extent the design of the Mall should encourage or even force that sequence. Most visitors are likely to proceed from the visitor center to the Liberty Bell and Independence Hall, later visiting the other attractions offered on the Mall, in the park, and in the rest of the city. While recognizing this pattern, neither the design nor the operation of the Mall should force it. In keeping with the spirit of the park's mission and significance and its urban setting, and with the freedom of possibility implicit in the city grid that organizes that setting, the informed visitor should be free to follow whatever path of discovery and learning he or she chooses.

Outdoor Space. Recognize the open space of the Mall as the key element contributing to a demonstration of the values and significance for which the park stands.

Even if the ambitious development plan for the Mall is fully realized, it will still consist primarily of open space. That open space cannot be treated simply as the decoration or background for the Mall's buildings. Instead, it is the arena in which the vitality and significance of major park themes will continue to take place in full public view. Political demonstrations and assemblies are the most direct example, and appropriate space for them is a fundamental requirement for the Mall. Just as pertinent are the many special events that by occurring in the Mall's open space help maintain the connection between the park and the life of the city. Most powerful is the daily stream of pedestrians visiting and using the park, going about their business, and through their activity exhibiting what a free society looks like.

The Pedestrian Environment. Enhance the Mall's pedestrian environment by reconnecting it with the city around and beyond it.

A pedestrian environment that uses and provides views from the grid's corner crossings, that does not separate pedestrians within the Mall from those around it, and that encourages diagonal circulation across the Mall will support reconnection of the Mall with the city, making it part of the city fabric and civic life. The existing continuous separation of the interior of the Mall from the flanking sidewalks along blocks 1 and 2 not only divorces the Mall from the life of the city but announces that separation.

Vehicles. Integrate a new, logical vehicular system into the Mall design, recognizing that concentrating vehicular arrival concentrates the people and thereby enhances the urban density of the Mall.

Most visitors to Independence National Historical Park arrive by car or bus, so the vehicular circulation system for arrival and departure must go well beyond merely accommodating vehicles and

must also be an integral aspect of the design and the visitor experience. Such a system will recognize that cars and buses, though problematic on many levels, nevertheless deliver most of the people who activate and enliven the Mall. The vehicular system should ensure this activation, minimize negative impact on existing city traffic patterns, and be attractive and understandable enough to discourage undesirable traffic patterns.

Urban Linkages. Place buildings and associated design elements along Market and Arch Streets so as to help reestablish the physical continuity of the street.

The scale and nature of the development under consideration for the Mall provides the opportunity to recapture a sense of the continuity of the street — especially along Market Street, the city's major east-west street and a central component of the plan that determined the city's organization and appearance. Since that plan and the city that emerged from it will be interpreted in the visitor center, it is appropriate to reinforce it through the placement of buildings and open spaces in the development of the Mall.

Proximity. Place the visitor center so that it is close to and has a direct visual relationship with Independence Hall and the Liberty Bell.

Proximity of the visitor center to the park's two primary destinations will maximize the number of visitors who have access to the kind of information that will be available in the center — information that will help explain the park's mission and significance within the broader context of the city and region. Proximity also will ensure that visitors with disabilities will have the best opportunity to see Independence Hall and the Liberty Bell with the full benefit of the orientation provided in the visitor center.

Height. The height of buildings on the Mall may increase the farther north they are from Independence Hall.

While it is premature to specifically define the dimension of any potential height limitations on construction within the Mall, limitations ultimately will be imposed. At present it is clear that such limitations on block 1 must respect the height and scale of Independence Hall, and that if additional height is needed it will be obtained in buildings farther north. Whatever height limitations pertain will derive from careful study of sight lines — especially to and from Independence Hall — and from analysis of the spatial volume that is defined by conditions around the perimeter of the Mall.

Third Block. Concentrate development on the second block, recognizing that such development will alter the character and use of the third block.

This plan recommends a variety of new buildings and open spaces on the Mall. Concentrating them fosters the density and activity that are such desirable aspects of the urban park, while simultaneously reserving undeveloped space on the third block to respond to new circumstances created by the development. Such a response could range from retaining the block unchanged to undertaking additional (and presently unidentified) development. Flexibility is preserved as long as appropriate.

PARKWIDE ACTIONS

Cultural Resource Management

As steward of its priceless collection of buildings and artifacts, the park will continue to reach for the highest standards of historic preservation. A number of structures will be adaptively reused following NPS guidelines, as described under "Site-Specific Actions," below. The park will strive to better house and show its collections. And through the Independence Park Institute, the park will share its knowledge of state-of-the-art preservation techniques and technologies in a series of new programs created in cooperation with area preservation and educational organizations.

Gardens in the park are distinctive, and all but one will be retained. Gardens at St. Joseph's Church, Signer's Park, Christ Church (along Market Street), Bishop White House, Franklin Court, City Tavern, Carpenter's Hall, and Todd House as well as the St. George, Magnolia, Rose, and 18th Century Gardens will be unchanged. The walled Andrew Hamilton Garden on the Judge Lewis Quadrangle will be removed because the walls preclude safe visitor use of the space. The walled garden at the Free Quaker Meeting House could be redesigned to better connect the site with the rest of the Judge Lewis Quadrangle. Partners will be sought to assist in the management of some of the most important gardens.

Additional cultural landscape reports will examine the development history, evolution, and existing conditions of the park landscapes. The reports will also evaluate the integrity of the resources. A full cultural landscape report will be completed for Independence Square in 1997, and part one (historical research) of a cultural landscape report will be completed for Washington Square. The cultural landscape reports will serve as guides for appropriate development and provide context and base data for parkwide design guidelines.

In some cases historical structure reports will be written before development to provide guidance for design. The implementation of the *General Management Plan* may require more study of the needs of ethnic groups.

An increase in funding will be needed to permit some preservation and curation programs to proceed more expeditiously. The ongoing parkwide utility rehabilitation project will continue to upgrade park utility systems and collection environments on a building-by-building basis. Continued implementation is contingent on funding. The schedule calls for work on Independence Hall and associated structures in Independence Square and preliminary design work to be done for Merchants' Exchange. Preliminary design is scheduled for Deshler-Morris House, Bringham House, Pemberton House, and New Hall. Construction is also scheduled for Merchants' Exchange.

The 1994 *Environmental Assessment on the Rehabilitation and Improvement of Utilities for Independence National Historical Park* outlines a procedure for protecting archeological resources that will be used in any ground disturbing activities prescribed by the *General Management Plan*. These procedures are:

Development will be designed to avoid known or suspected archeological resources.

Archeological surveys will be conducted in any previously unsurveyed area where development will occur.

If archeological resources are found during construction, work will be halted and a professional archeologist will make an evaluation following the consultation process with park, region, and state historic preservation office.

Any mitigation measures will be undertaken in consultation with the Pennsylvania State Historic Preservation Office and the Advisory Council on Historic Preservation.

Excavation work will be monitored by a professional archeologist, and if resources are identified the above procedures will be followed.

More than 300 park resource studies have been completed since the 1950s. These studies include items that could serve as components of a historic resource study, such as base maps and the National Register of Historic Places nomination form. However, no historic resource study has been completed for the park, and one is needed to serve as a comprehensive document for cultural resources.

The ongoing parkwide utility rehabilitation project will continue to upgrade park structures and collection environments on a building-by-building basis. In support of the utility rehabilitation program an archeological base map is being developed for the park. The exchange of technical information through the emerging electronic information sharing networks will continue to aid the park's efforts to preserve its collection and resources and provide additional research opportunities.

Washington Square. In 1991 the secretary of the interior and the city of Philadelphia signed a memorandum of understanding to transfer this block to the National Park Service after rehabilitation is completed by the Fairmount Park Commission. The memorial to the Unknown Soldier of the Revolution will remain. Local uses such as strolling, sunbathing, and dogwalking will continue in certain areas of the square.

New Hall Military Museum. The New Hall Military Museum shows the development of the U.S. Army and Navy from 1775 to 1800, celebrates the founding of the Marine Corps and engagements during the Revolutionary War, and houses the Marine memorial. Exhibits and objects include uniforms, dioramas, flags, and weapons.

313–319 Walnut Street. This building will be rehabilitated for administrative uses or historic leasing.

Fifth and Manning Maintenance Facility. This facility will not be changed. It is too small and is poorly located for current storage needs, and additional space will be provided.

World Heritage Site Designation. The plaque designating Independence Hall as a world heritage site will be placed on Independence Square. It cannot be attached to the hall without damage to historic fabric, so a nonhistoric element will be sought for the installation. An appropriate location might be identified in the cultural landscape report for the square. Interpretation of the world heritage designation also will be provided.

National Constitution Center. Public Law 100–433, the Constitution Heritage Act of 1988, mandates the establishment of a national constitution center in or close to the park to increase awareness and understanding of the United States Constitution. Funding for construction and operations will be provided by the private nonprofit National Constitution Center. The center will focus on education and activities emphasizing the history of the Constitution, its dynamic nature, and its impact on the lives of everyday people. It will also look at the connections between the Constitution and related documents throughout the world, establishing an international context for understanding its historical

development and its influence. The size and scope of the center and the NCC's program will be determined through consultation with the National Park Service.

Constitution Memorial. Public Law 100-433 authorizes the secretary of the interior to establish and maintain an appropriate memorial to the United States Constitution as a key document in the nation's history. This memorial will be located on Independence Mall. The specific type and design will be the subject of a future development concept plan.

Natural Resource Management

The vegetation in the park is a mixture of species native to Philadelphia and introduced plants. The landscaping does not attempt to recreate the historic scene but rather to create an attractive, pleasant setting for the important historic buildings. To the extent possible, indigenous species or vegetation introduced to the area before the 18th century are used. The selection of plants in the park is approved by the park's historic architect so that impacts on historic preservation can be determined. Plants that are resistant to disease are preferred.

The park gardens are distinctive, and all but one will be retained. Gardens at St. Joseph's Church, Signers' Park, Christ Church (along Market Street), Bishop White House, Franklin Court, City Tavern, Carpenters' Hall, and Todd House, as well as the St. George, Magnolia, Rose, and 18th century gardens will be unchanged. The walled Andrew Hamilton Garden on the Judge Lewis Quadrangle will be removed because the walls preclude safe visitor use of the space. The garden at the Free Quaker Meeting House will be redesigned to better connect the site with the rest of the Judge Lewis Quadrangle. The fountains in the Rose and Magnolia Gardens will be removed. Partners will be sought to assist in the management of some of the most important gardens.

Air quality is a concern, particularly because of the damage caused by particulate deposition on historic structures. Restoration may be necessary in the future; however, the extent of restoration may be limited by funding. Repairs may also be necessary for safety reasons. Monitoring of the air quality in the park and nearby region would be beneficial. Periodic data collection is contingent on funding. Elimination of bus idling on city streets adjacent to the park and the designation of a remote area for bus parking will reduce air pollution and noise pollution.

Visitor Experience

Visitor experience includes everything visitors do, learn, and enjoy while visiting Independence National Historical Park. The phrase refers both to the experiences people have while at the park and the memories and insights they take away with them. Collectively, visitor experience refers to everything people receive from a visit, including seeing a cultural or natural resource or a response to human contact.

Because of the size and character of Independence National Historical Park, visitor experiences can be as varied and different as visitors themselves. There is no single appropriate visitor experience. People visiting the park have very individual responses to the stories being told at the Liberty Bell, Independence Hall, and other park sites. Providing occasions for people to interact with the stories and enjoy the historic buildings is an important function of this *General Management Plan*.

There are a number of basic conditions that can be reasonably provided and offered to visitors. These visitor experience goals are described in the "Management Goals and Strategies" section. These goals contain various elements of what a visit to this park should be: informative, fun, contemplative, enriching, relaxing, memorable, thought-provoking, safe, secure, and even emotional.

A reservation system for admission to Independence Hall at peak times will be instituted, decreasing the amount of time visitors spend waiting in line, which will allow them to visit more sites. Kiosks will be added near high use areas to provide easily accessible information and orientation.

The proposed Gateway Visitor Center will serve as the gateway to the park, the surrounding historic district, the city as a whole, and the region. Visitors will receive orientation to the significance and features of the park, city, and region. Through personal services, exhibits, and displays, visitors will gain a contextual understanding of the park and its surroundings and will receive information that will motivate them to develop personal itineraries that will take advantage of a variety of resources and services available throughout the city.

The park and partners will develop new visitor amenities, including restrooms on the first and second blocks of Independence Mall, a cafe on the second block of the Mall, and a bookstore and/or gift store at the Gateway Visitor Center. An informal picnic area will be designated within the existing landscape of the third block of Independence Mall. An area for staging festive events will be available on the second block of the Mall.

The city and private sector will improve the physical environment of the neighborhood so that the public will feel more comfortable visiting the city's many historic, cultural, and commercial attractions. Actions by the Greater Philadelphia Tourism Marketing Corporation will increase awareness of the many resources of Philadelphia. The Philadelphia Convention and Visitors Bureau will continue to provide delivery of pre-trip visitor information.

Basic orientation and information also will be available at the Declaration (Graft) House and within a small portion of the existing visitor center at Third and Chestnut Streets. To better serve the public's information needs, the park will place unstaffed orientation kiosks in other high traffic areas.

Interpretive Themes

Primary Themes. The primary interpretive themes listed below are guidelines for telling the stories of Independence National Historical Park. The themes overlap because it is difficult to present one theme without discussing aspects of others. These themes are currently being used as a basis for interpretation in the park. All five interpretive themes will continue to be interpreted.

The themes represent the concepts that all visitors to the park should be able to learn:

Independence Hall and related structures, scene of the central events that resulted in the creation of the United States of America, are physical reminders of the epic struggle for freedom and self-government, not only as they relate to the founding of the United States, but to the birthplace of modern democratic government worldwide.

We live in a cultural environment, comprised of physical as well as social components. Buildings and objects are tangible and at the same time they express ideas. As symbols, buildings and objects can transcend their physical forms to represent ideas as fundamental as freedom, liberty, and self-

government. The places in Philadelphia associated with the establishment of the United States remind Americans of their nation's origins, common enterprise, and group traditions. Through contact with Independence Hall and other buildings, Americans and citizens of other nations can participate in American national traditions. The sights and sounds associated with Independence Hall touch human spirits and bolster hopes for the future.

The buildings preserved in Independence National Historical Park are not only associated with the Declaration of Independence and the U.S. Constitution but other aspects of America's founding and early years as well. Independence Hall was originally the state house for the province of Pennsylvania. Independence Square, or the State House Yard, was the scene of large political rallies held to protest British policies and was the site of the first public reading of the Declaration of Independence. It has been the site of many events commemorating the Declaration of Independence and the Constitution of the United States.

The First and Second Continental Congresses met in Carpenters' Hall and the State House. The Declaration of Independence was read publicly to the citizens of Philadelphia in Independence Square. During British occupation, the State House was used as a barracks and hospital for American prisoners. Congress met mostly in Philadelphia under the Articles of Confederation government until 1783, and the city became the second capital under the Constitution.

The U.S. Congress made Philadelphia the nation's temporary capital for ten precedent-setting years between 1790–1800. Congress met in the county courthouse, today known as Congress Hall. The nation's first two presidents, Washington and Adams, were inaugurated in Congress Hall, and here the Bill of Rights were formally added to the Constitution. For the first time Congress admitted three new states on equal footing with the original thirteen — Vermont, Kentucky, and Tennessee. Congress established a federal bank (the Bank of the United States) and a federal mint to regulate commerce and pay the nation's heavy debts. The controversial vote for the bank established a loose interpretation of the Constitution, which gave government the flexibility needed to survive a turbulent political environment. The Supreme Court moved into Philadelphia's newly completed city hall on State House Square.

Numerous sites and buildings are associated with the signers of the Declaration of Independence and the U.S. Constitution, including the reconstructed Graff House, where Thomas Jefferson wrote the Declaration. Seven signers are buried in Christ Church's yard and burial ground. The Second Bank, incorporated in 1816, was one of the most influential American financial institutions until its demise in 1836. New Hall, Philadelphia Exchange, Bishop White House, Todd House, Mikveh Israel Cemetery, and other sites in the park all have associations with early American government and its people.

The current landscape of the park is quite different than it was in the 18th century. The grassy open spaces reflect the parklike settings that were chosen in the 1950s for the significant historic structures in the new national park.

The tangible resources of the park also speak to us of how past generations have seen fit to venerate and commemorate the stories the park has to tell. While the momentous events of the Revolution were in progress, Charles Willson Peale recorded the images of the founders for future generations. In the next century these paintings served as icons of the age as the "Hall of Independence" came to be revered as a national shrine. Each succeeding generation has had its own ideas about how best to honor the founders, educate its children, and pay homage to the ideals of self-government. These ideas have found expression in the landscape that has evolved around Independence Hall. Statues, walks,

bronze tablets, brick walls, colonial lamps, and interpretive exhibits all have something to say about the story of the founding or about previous generations' interpretation of that story.

The evolution of the American idea of democratic or representative government articulated in the Declaration of Independence, Articles of Confederation, the U.S. Constitution, and the Bill of Rights took place during a period of world change. The founding documents of the United States, crafted by people with varying ideas, agendas, and talents, brought together and applied two important political ideas: (1) the idea of limited, or constitutional, government (which had a long history reaching back into the ancient and medieval worlds), and (2) the idea of popular sovereignty, (a relatively new idea in an age still strongly aristocratic in its thinking).

People had taken their destiny into their own hands, had revolted against the established rulers, and had set up a government and governors of their own choosing. Liberty was the result. Enlightenment ideas — natural equality, inalienable rights, government by consent of the governed, and the ultimate right of revolution — had become part of the new nation through the writings of Thomas Jefferson, Thomas Paine, and others. In addition, Charles Baron de Montesquieu's theory of a separation of powers had been written into the Constitution to prevent potential abuses of power and the development of a despotic ruler.

The American Revolution was the first step to realizing the ideals espoused in the founding documents. When the Continental Congress adopted the Declaration in July 1776, the Revolutionary War was over a year old. The war started after the colonists failed to obtain redress from Britain for their economic and political grievances. These grievances coalesced shortly after the French and Indian War (Seven Years' War, 1754–1763). Within a decade colonial gratitude to the British for defeating the French had turned to revolution.

Even though they shared common complaints against the British, delegates to Congress held a wide variety of political opinions about Parliament and its powers. Initially none of the delegates wanted complete independence, and they were reluctant to cut ties with Great Britain. Many hoped for a peaceful reconciliation, but the war intensified and thoughts of accommodation decreased.

The independence movement began in the provincial assemblies and moved into debates in Congress. On June 7, 1776, in Philadelphia, Richard Henry Lee called for all political connections between the colonies and the Crown to be cut. On July 2 Congress approved the Resolution of Independence; this was during a time of dramatic change in world thought. Even though the American republican experiment was almost singular (there were few other representative democracies in existence), and the classical democracies in Athens, Sparta, and Rome were fraught with failures, there was hope that this experiment would succeed. It was a time when advanced political thinkers throughout the world hoped that tyranny could be defeated and rational governments could be established. Even though monarchies in Europe were still strong, there was hope for representative constitutional governments.

Written by Thomas Jefferson in about two weeks, the Declaration of Independence furnished a moral and legal justification for rebelling against an unjust king. The Declaration's political philosophy outlined the fundamental premises of national doctrine: that "all men are created equal," that they are "endowed by their creator with certain inalienable rights," and that they had the right to overturn an unsatisfactory government and establish a replacement. Jefferson did not credit anyone for these ideas, although scholars have traced them to 18th century philosophers Francis Hutcheson and John Locke. The ideas of Hutcheson, Locke, Montesquieu, and others were known to the founders of the republic, and Jefferson's radical thoughts were not foreign to the American Whigs gathered in Philadelphia.

The enlightenment in America was a reflection of 18th century Europe, but there was a cultural lag in the transmission of ideas of about 50 years. Hamilton, Adams, Paine, Jefferson and the other Declaration framers adopted ideas that were 50 to 100 years old and applied them to their colonial experience. The language of the Declaration was practically all Jefferson's. It was an eloquent application of the ideas that had emerged from a century and a half of American experience. It expressed the underlying theories that buttressed the American will to fight: the origin of government in the consent of the governed, its obligation to protect the inherent rights of men and the duty of a people to alter a government that failed to fulfill its obligation.

The rebellion of Britain's mainland colonies presaged international conflict. France recognized the United States of America, and concluded treaties of alliance and commerce in the process. French actions were not in sympathy with the ideals espoused by the Declaration of Independence but out of hostility to Britain. Both France and Spain eventually declared war on Great Britain.

The American Revolution was more than a military victory. The bells of freedom rang for the end of tyranny and oppression and the American potential. People in other places, including Europe and South America, shared these dreams. The revolution's triumph marked progress toward the goal of liberty. Stable government, based on enlightened principles of limits, balance, consent, and participation, was harder to achieve. When government under the Articles of Confederation faltered, another form of government took shape in the American Constitution.

The Constitution provided a new frame of government, one which strengthened the central government and gave it the power to protect its people by raising an army and by raising funds through taxation. It created a flexible written set of guidelines that could be amended by the people for the people. It did not address the needs of slaves, Native Americans, or women, which reflects the dominant values of that century. In fact, the Constitution's weakest aspect by today's standards — its silence on the future of slavery in the United States — is indicative of the deeply divisive and sectional nature of a subject that ultimately was resolved in the Civil War. The Constitution has been a timeless and evolving framework for over 200 years of national growth. Flexibility has been the key to its survival. Judicial interpretations and amendments have adapted the document to meet the evolving understanding of the ideals of equality and freedom.

In his opening *Federalist* paper Alexander Hamilton mused that the American people had to decide whether they were capable of establishing good government "from reflection or choice," or whether they were destined to depend on government generated "on accident and force."

Benjamin Franklin was a self-made and self-educated intellectual colossus whose interests far transcended politics. He won international renown as a printer, publisher, author, philosopher, scientist, inventor, philanthropist, diplomat, elder statesman of the revolution, and oldest signer of both the Declaration of Independence and the Constitution. Franklin was a towering figure in Philadelphia and in the founding of this nation.

Born poor in Boston in 1706, Benjamin Franklin died in Philadelphia in 1790 wealthy, respected, and venerated. Franklin was an American original. His vision knew no limits, his spirit was unhampered, and his intellect was insatiable. Yet, in all the pursuits he followed, he remained a practical man, a follower of natural instincts, and a believer in self-reliance.

Benjamin Franklin was principally self-taught. Apprenticed at an early age in the printing business, Franklin became a master of his craft. His annual *Poor Richard's Almanac* was second to the Bible in popularity in the colonies and was also sold overseas. Through Poor Richard he spoke frankly and

openly, gave advice, and told stories, all in simple prose and with pointed humor. Franklin was an energetic and tireless intellectual. His long and varied career in science, politics, publishing, printing, journalism, writing, business, and diplomacy brought him honor at home and in Europe.

Franklin's apprenticeship as a boy drove him to flee Boston. The early struggle to liberate himself from tyranny probably influenced his sympathetic positions toward Native Americans, women, and African Americans. Franklin as a Pennsylvania assemblyman came to admire the political structure of the Iroquois Six Nations, which, he noted in 1750, had "subsisted Ages, and appears indissoluble." Given their success in uniting politically, Franklin proposed a union for "ten or a Dozen English Colonies," a plan eventually adopted formally in 1754 at the Albany Conference (but never seriously followed). Franklin was a proponent of fair and equal treaties and trade with the Indians at a time when colonial relations with the western tribes tended to be devious and corrupted.

Franklin kept an open mind to the potential of women in society. He appointed his sister-in-law, Mary Franklin, as postmistress in Boston. Franklin's daughter, Sarah, was devoted to her father and to the Revolution. An ardent patriot, she organized a women's group that made more than 2,000 shirts for American soldiers. Although Franklin's reputation with women has been fashioned by myth in modern times, he had a very realistic appreciation of women, beginning with his wife, Deborah, whom he credited for her part in making his commercial enterprises profitable and for her care of the family and property during his prolonged absences abroad.

Franklin, as a young man, owned and even sold slaves, but he had a change of heart after he met English abolitionist groups. Through the Bray Associates, an evangelical group of the Anglican Church, Franklin helped to organize the first school for blacks in Philadelphia in the early 1740s. He promoted the establishment of such schools in other communities throughout the colonies on his travels as postmaster general. By the close of his long life Franklin had become an active proponent of abolition, and he died the president of the Pennsylvania Society for the Abolition of Slavery, having presented the first petition against slavery to the United States Congress.

Perhaps his greatest asset was his ability to win peace — between individuals as well as between nations. Franklin's diplomacy, conciliation, accommodation, tolerance, and reasonableness served his city and country well. Other men involved with the forming of the new nation, such as Washington, Jefferson, and Adams, should be remembered in Philadelphia, but they have significant monuments elsewhere and their homes (Mount Vernon, Monticello, and the Old House in Quincy) have been preserved. Other founding fathers can be interpreted at the portrait gallery or other locations, but Franklin Court should be the place to interpret Franklin.

Eighteenth century Philadelphia was the political, economic, and cultural center of colonial America. Centrally located, it provided the setting for the break with Great Britain, the crafting of a new form of government, and the seat of American government for 26 years. Founded on the Quaker principles of freedom and tolerance, Philadelphia boasted a diverse population that contributed to its dynamic and cosmopolitan character.

Pennsylvania was, next to Virginia, the most powerful of the colonies. The people of Philadelphia were tolerant of a wide range of religions and political beliefs. The irony is that they were, like people everywhere, subject to social, political, economical, religious, and sexual hierarchies — and still produced the ideal of equality.

Philadelphia, founded in 1682 by William Penn, was the largest city in the colonies, growing from 30,000 in 1776 to 42,000 by 1790. It was cosmopolitan and sophisticated and the center of American

commerce, science, medicine, and culture and was also one of the intellectual centers of the nation. There was a strong abolitionist element in Philadelphia, which was also the home of a vigorous free African-American urban culture. It was also the home of the American Philosophical Society, the College of Physicians, and the University of Pennsylvania.

Merchants ran Philadelphia in the best tradition of Franklin's intellect, generosity, and social involvement. Still reflecting Quaker influence, Philadelphia was probably the cleanest, best-governed, and most elegant of all American cities. It looked solid and prosperous. It had fine churches, the largest public building and public market, and the most bookshops, printers, publishing houses, and banks. It had a planned street system, street cleaning, a water supply, and a tradition of civic responsibility. Most of Philadelphia's streets were paved, with brick sidewalks, gutters, and curbs. However, Philadelphia's streets also had the trash, insects, sanitation problems, and noise common to urban areas in the 18th century.

Philadelphia's population included lawyers, merchants, tradesmen, farmers, slaves, freedmen and women, sailors, and tavernkeepers. There were Anglicans, Lutherans, Catholics, Quakers, Methodists, and Moravians. The cosmopolitan and tolerant spirit of Philadelphia shaped the attitudes and decisions of the Continental Congress and Constitutional Convention delegates as they mingled, thought, wrote, discussed, worked, played, and established a new nation.

The Liberty Bell, an international icon and one of the most venerated objects in the park, became a symbol of liberty because of its association with various struggles for freedom and not solely because of its association with the events of 1776–1787. It is irreparably damaged, it is fragile and imperfect, but (like the republic it symbolizes) it has weathered threats and has endured.

The Liberty Bell has a strong association with the concepts of civil and personal liberty and freedom. It is recognized worldwide and is matched only by the Statue of Liberty for its association with the rights of humankind. After arriving from England in 1752, the bell cracked during testing and was twice recast by local workmen. It was rung to proclaim important public occasions in the state house (Independence Hall) bell tower until it cracked again, and over the decades its history became a blend of fact and fiction. The inscription on the bell, *Proclaim LIBERTY throughout all the land unto all the inhabitants thereof*, contributed to its status as an icon.

Over time the bell became a representation, most recently of world peace. Its image has been adopted as a symbol by those struggling for more than two centuries for individual and collective rights. To the enslaved, the bell stood for freedom from bondage. To the worker, the bell stood for the right to improved working conditions and a 10-hour day. To the voter, the bell stood for the freedom to choose. To the disenfranchised, the bell stood for the goal of suffrage. To the censored, the bell stood for free speech. To the politically oppressed, the bell stood for freedom from arbitrary government. To the oppressed, the bell stood for the rights of self-development and self-determination. Wherever rights are denied, the bell still stands for hope.

Secondary Themes. Secondary themes interpret stories that are not primary to the park's enabling legislation but are also significant. These themes will be interpreted as staff and funding become available.

American Architecture, 1727-1834

This will include the churches, public buildings, and homes within the park boundaries that are particularly representative of the rich architectural heritage of Philadelphia.

Historic Preservation

Many of the park's resources and the park itself have a close association with the development of the historic preservation movement in the United States.

Banks of the United States

There are important financial stories associated with the First and Second Banks of the United States.

People of Philadelphia

Park resources reflect the contributions of Philadelphia's diverse populations (religious, ethnic, and racial).

Interpretive Approach

These stories will continue to be told primarily by the park, which will strengthen its core interpretive and educational programs. Interpretive rangers will use the park's historic core — principally the blocks between Third and Sixth Streets and Market and Walnut Streets — as the places where the stories will be told.

The northern two blocks of Independence Mall will carry the story of independence to current times by serving as the site for large First Amendment activities, special events, exhibits, and participatory learning. The Mall will be the site for two educational institutions — the Independence Park Institute and the National Constitution Center — that will develop programs and exhibits to add to the park's stories and link them to the larger community.

The Independence Park Institute, a new self-supporting, cooperatively developed and operated education center, will sponsor public programs designed to inspire intellectual and emotional connections with the park's interpretive themes. Working with neighboring academic, historical and multicultural institutions, the institute will expand the methods, scope, and availability of interpretation. Special attention will be given to exhibits, classes, and conferences that explore the nation's cultural diversity.

The National Constitution Center, privately developed and operated, will house permanent and changing exhibits, programs, and media productions on the U.S. Constitution. These will interpret the ways in which the United States Constitution has shaped the path of the nation since 1800 and will enhance visitors' understanding of the meaning of the Constitution.

The park will work with partners to provide guided and self-guided tours, special events, and programs for children and adults that will invite visitors to explore their interests. These will take place in the Independence Park Institute and in sites throughout the park and Old Philadelphia District, which includes the area from Eighth Street to the Delaware River between South Street and I-676.

OPERATIONS AND ADMINISTRATION

Management Options for New Development

All facilities called for in the plan will be owned by the National Park Service. Six possible options are available to manage these facilities — a range that reflects the tightly interdependent and mutually beneficial partnerships integral to this plan. The options include action by the National Park Service, local government, a concessioner, a nonprofit organization, a cooperating association, or a legislated commission. There are two nonprofit options: an educational and cultural organization with ties to the National Park Service (such as a friends group) could be created, or a cooperative agreement could be reached with a group to develop and manage interpretive programs and facilities. A college, university, or other cultural institution with a mission similar to that of the park could also operate as a cooperating association. Federal legislation creating a commission and authorizing appropriations to develop and manage programs and facilities could be pursued. The legislation could incorporate ties to the park and provide legal authority for any income-producing activities.

The Independence Park Institute will be operated through a cooperative agreement with a nonprofit organization, as will the National Constitution Center. The Gateway Visitor Center could be administered by or in partnership with a newly created nonprofit governing entity, on the board of which partners with a direct interest in the center's operations will be represented. If appropriate, the National Park Service could have a representative on the board. Such an inclusive board will respond to the park's intention to provide visitors with meaningful educational and logistical orientation not only in the park but in the city and region beyond.

The range of opportunities and limitations for governance and operation of this facility will be described in a cooperative agreement between the National Park Service and any relevant partner. Also, and to the extent that the partnerships necessary to the new developments require, special legislation could be necessary to authorize their anticipated broad range of activities.

Most of the administrative offices are consolidated at the Merchants' Exchange. The need for additional park staff may increase by up to 10 positions. During the implementation of this *General Management Plan*, detailed staffing analysis will be undertaken to ascertain specific requirements.

Concessions

The plan calls for a substantial amount of new development in the second block of Independence Mall, including the Gateway Visitor Center, the Independence Park Institute, and the National Constitution Center. A major public open space will link them and serve as the primary arrival point to the park as well as the primary site for the special events so important to the park. The dramatically increased urban density envisioned for this block and the associated concentration of visitors and daily users indicates that food service be provided on this block to satisfy visitor convenience and needs. Food service will add vitality to the mall, contribute to reweaving the mall into the surrounding urban fabric, and make private investment in facility development more attractive. As with the management options, to the extent that the partnerships necessary to new development require, special legislation could be necessary to authorize their anticipated broad range of activities.

Facilities

Most of the park's administrative offices will be consolidated at the Merchants' Exchange Building. Additional space for vehicle storage, visitor protection equipment, and bulk storage to augment the undersized facility at Fifth and Manning Streets will be provided within or in conjunction with the National Constitution Center building. The Third Street visitor center will be rehabilitated to house curation activities and park museum storage and study collections. Part of the collection will be on public display. A small orientation and information center also will remain in that building.

Staffing

Additional park staff may be necessary, contingent on further development of Gateway Visitor Center facilities and park programming. A detailed staffing analysis will be undertaken to determine specific requirements.

It is envisioned that the Gateway Visitor Center will be owned by the National Park Service but operated by a not-for-profit, third-party entity that will work with the National Park Service in operating the facility. The majority of the funding associated with the operation of this facility and the personnel necessary to staff it will be provided by the various partners associated with this third-party entity.

Partnerships and Cooperative Agreements

The park will seek a range of partnerships with organizations that share its vision, mission, and common goals, which will offer a number of advantages and opportunities. The park will welcome those proposals that promise to improve visitors' experiences while protecting park resources.

The park will work more closely with agencies, universities, and groups on a variety of joint actions to improve the visitor experience. The Friends of Independence National Historical Park will take the lead on the Independence Park Institute. Other cooperators, in association with the National Park Service, will initiate such new facilities as the Gateway Visitor Center, redevelopment of the second block of Independence Mall, and the National Constitution Center. The park will look to area historical and educational institutions and local government to advance such initiatives as developing a comprehensive interpretive plan for the Old Philadelphia District, inventive educational programs in addition to those that the park provides, and evening events.

The park will work with the city in implementing coordinated initiatives within the park and historic area to improve accessibility and to resolve traffic congestion and parking problems created by the mixture of tour and school buses, city buses, trucks and autos, rubber-wheeled trolleys, carriages, and pedestrians.

These and other partnerships will be evaluated according to their potential to improve the visitor experience and resource protection in the park. Partnerships also could be developed to support programming.

Existing legislatively mandated partnerships and subsequent cooperative agreements will continue to be honored and extended, modified, or concluded on a case-by-case basis as conditions warrant.

Circulation

Most visitors travel to the park by auto, tour bus, or school bus, and most of these vehicles arrive at the Sixth Street exit of Interstate 676. The current serious impact of visitor traffic in the park and historic district will be reduced by a new system of handling vehicles closer to this point of arrival.

More than 40% of park visitors arrive on tour and school buses, and the number is growing. Buses will drop off and pick up passengers at a sheltered area on the second block of Independence Mall before moving on to parking at city-designated remote locations beyond the Old Philadelphia District. The bus area is intended to be a generator of activity rather than a barrier to pedestrian use of the block, and ultimate decisions about its specific location on this block will consider this goal. Additional study by the Philadelphia Parking Authority and the National Park Service is underway to determine the relative feasibility of a location at the north end of the block running east-west or parallel to Sixth Street running north-south. Underground or at-grade siting for this function is also being considered.

The city will ensure that tour and school bus parking will no longer be permitted on city streets in the historic area.

Parking for autos will continue to be available in the underground parking garage beneath the second block of Independence Mall. The garage will have to be renovated. The second block location of the garage and the second block site of the planned bus area will encourage arriving visitors to begin their visits at the Gateway Visitor Center, placing them literally at the center of things. Visitors could walk south to the Liberty Bell and Independence Hall, north to the National Constitution Center, or east or west to the dozens of historic, cultural, and entertainment sites in the surrounding neighborhoods. Redesign of Independence Mall will direct pedestrians to the corners of each block, reducing hazardous midblock crossings on Arch and Market Streets.

Visitors who prefer to ride rather than walk to sites beyond the park will have a number of choices. The park is very well served by public transportation, including a Southeastern Pennsylvania Transportation Authority (SEPTA) subway station stop at Fifth and Market Streets, and by several bus routes. SEPTA also is reconsidering routes and modes for providing shuttles that will link the park to sites as close as Penn's Landing and as far as the Philadelphia Zoo. The system will use restored historic trolleys. The city will be requested to relocate the designated standing area for commercially operated rubber-wheeled trolleys away from the 500 block of Market Street and to move the standing area for commercially operated horse-drawn carriages away from the 500 block of Chestnut Street. New locations for standing areas should be as close as possible to the new Gateway Visitor Center while not interfering with the new traffic patterns necessary to handle tourist-related automobiles and buses.

The National Park Service proposes that the city close the 500 block of Chestnut Street to vehicles in order to protect Independence Hall and to allow visitors to walk between Independence Hall and the Liberty Bell without the threat of moving traffic. This will necessitate rerouting eastbound Chestnut Street traffic north to Market Street via Seventh or Sixth Streets. From Market Street eastbound traffic could turn left on Fifth Street and continue east on Race Street or return to Chestnut Street on Fourth, Second, or Front Streets. Informal midblock pedestrian crossings on Second, Third, Fourth, and Fifth Streets will remain. Gaps in traffic make these crossings generally acceptable, although safety modifications will be made. On Independence Mall changes in site design will discourage midblock crossings on Arch and Market Streets.

To enable closure of the block, eight SEPTA bus routes that travel on the 500 block of Chestnut Street will be rerouted north on Seventh or Sixth Streets and east on Market Street. Routes that normally terminate at Sixth or Fifth Streets will be rerouted north on Fifth Street, west on Arch Street, south on Sixth Street and westbound on Market Street or Walnut Street. Through routes that normally use Chestnut Street could continue east on Market Street and use Fourth, Second, or Front Streets to return to Chestnut Street.

The park will work with SEPTA to eliminate transit bus layover areas from sensitive locations on city streets in and adjacent to the park.

LOCAL USE

The varied uses by local residents will continue. No new facilities will be provided for these uses.

SITE-SPECIFIC ACTIONS

Please refer to the map of the park (and corresponding numbers) for the general locations of these sites.

Independence Mall will become the primary gateway to the park, city, and surrounding region and will have the most visitor activity. On its three blocks visitors will find a rich complement of places to see and things to do.

On the second block of the Mall, a **Gateway Visitor Center** (1) for orientation to the park, city, and region will be located on Market Street. The building will have a significant presence on the street. More detailed planning for the block also will attempt to accommodate views from the center of the second block south to Independence Hall as well as views from the south into the block. New views of Independence Hall will be incorporated from various points on the first block and from the southern end of the second block of the Mall.

The **Independence Park Institute** (2), adjacent to the Gateway Visitor Center, will offer a full palette of educational and cultural heritage programs.

Commemoration of Judge Edwin O. Lewis (3) will be provided by a new feature in the Gateway Visitor Center. It will honor the distinguished citizen who led the effort to establish Independence National Historical Park. The entire second block of Independence Mall will continue to be called the Judge Lewis Quadrangle.

A privately developed **National Constitution Center** (4) will provide exhibits, programs, and activities focusing on the impact of the United States Constitution on the nation. A Constitution Memorial, with design elements interpreting the significance of the United States Constitution and Bill of Rights, will be developed by the National Constitution Center. Both the center and the Constitution Memorial will be developed in conjunction with the National Park Service. If a larger space is required by the National Constitution Center, the facility could be located on the third block of the Mall.

A new grassy outdoor **public space** (5) will accommodate the growing number of groups seeking to use the park for demonstrations, festivals, and other large events. The overall design will provide a pleasant environment for passive recreation. Restrooms and seating areas will adjoin the area.

Visitor enjoyment of the **Free Quaker Meeting House (6)** will be improved through better access and identification from the interior of the Mall to the building. The building, its grounds, and its programs will be better integrated into the park through interpretation, signs, and marked pathways. An effort will be made to keep the building open more often. This will be an appropriate location to develop aspects of the 18th century Philadelphia interpretive theme, particularly the story of religious tolerance and the legacy of the Quakers. Since the building is no longer in its original location, any development must take into consideration those exterior features that are significant and determine the best protection of those features.

The **underground parking garage (7)** will continue to be leased to the Philadelphia Parking Authority, which will rehabilitate and improve it.

A sheltered **drop-off and pick-up area** for tour and school buses (8) will provide an amenable and easily identifiable spot for arrivals and departures. Bus parking will be located outside the historic area.

A modest **maintenance area (9)** for storage of equipment and supplies will be built in or in conjunction with the National Constitution Center.

The first block of the mall will remain essentially the same, with its central open space flanked by allees of trees. The possibility of new locations for some elements will allow a reevaluation of sight lines and circulation. That process will take place whenever funding became likely, and the public will be kept informed.

Options for the **Liberty Bell Pavilion (10)** include enlarging the existing building or demolishing it and constructing a new building closer to the center of the block. Either option will provide better interpretation and protection of the Liberty Bell. Sites both on and off axis with Independence Hall will be considered.

An **area for small First Amendment rights events (11)** accommodating up to 250 people will be located east or west of a Liberty Bell Pavilion. The location will provide proximity to and excellent views of the Liberty Bell and Independence Hall and also will help to avoid interference with daily visitation.

The existing restrooms on the northeast and northwest corners of the block will be demolished to allow better sight lines from the northern corners of the block to Independence Hall. **New restrooms (12)** will be provided in freestanding locations on the terraces and will serve users of this block as well as visitors to Independence Hall and Independence Square, where restrooms cannot be added.

The National Park Service requests that the city close the **500 block of Chestnut Street** (between Fifth and Sixth Streets) (13) be closed to all vehicular traffic for the safety of visitors crossing between the Liberty Bell and Independence Hall and for protection of Independence Hall itself.

Independence Hall (14) and related buildings are being rehabilitated. The west wing will host a new exhibit displaying the Syng inkstand and the park's copies of the Declaration of Independence, the Articles of Confederation, and the United States Constitution. The east wing will continue to be used as a staging area for tours of the hall.

The third block of the mall will remain unchanged for the foreseeable future. If the second block of the Mall is redeveloped as envisioned, the dynamics of use of the third block are likely to change, and its treatment will be reconsidered.

A **gateway element** (15), including signs and architectural, sculptural, and/or landscape features, will be added to the northwest sector of the third block to signal arriving visitors that they have entered the park and historic area.

Within the existing landscape, an informal **picnic area** (16) will be designated, primarily to serve families and the thousands of school children who visit every year.

If the National Constitution Center requires a larger space than is available on the second block, the facility could be located on the third block of the Mall.

The **Declaration (Graff) House's** (17) first floor will become an information and orientation center to serve visitors who approach the park on foot along Market Street. The theater will be converted from its current two story height to one story, and a portion of the second floor will be used for additional exhibits. The present exhibits will be rehabilitated and upgraded. The historically furnished rooms on the second floor will remain.

Washington Square (18) will be transferred to the National Park Service when it is rehabilitated by the Fairmount Park Commission and the American Revolution Patriots' Fund in accordance with a 1991 agreement. In addition to its current uses as a neighborhood park and memorial to the Unknown Soldier of the American Revolution, the square will become a place for interpretation of the 18th century African-American experience.

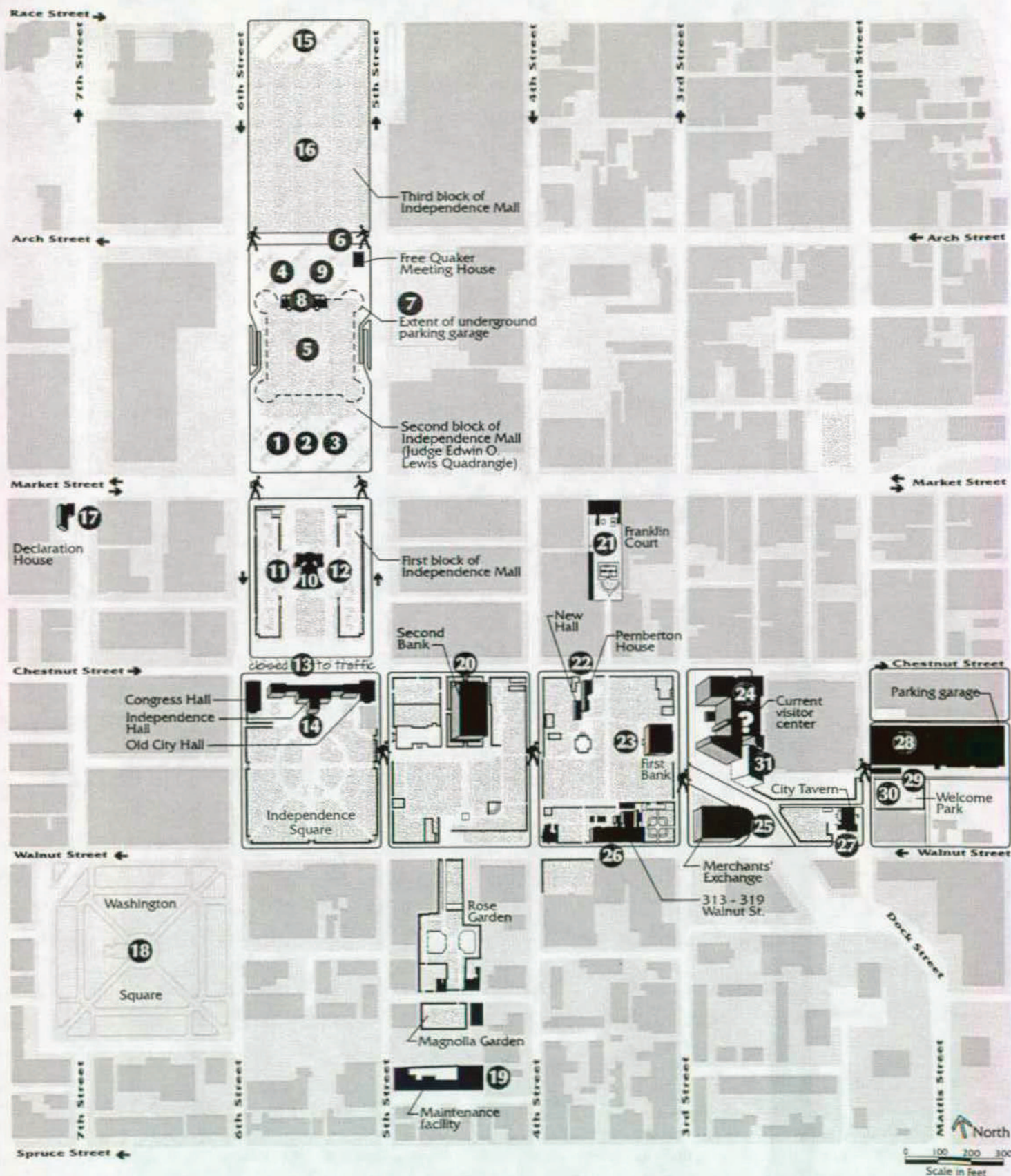
The **Fifth Street maintenance building** (19) will remain as it is.

The **Second Bank** (20) will be rehabilitated. Its first floor will continue to house the portrait gallery, and the second floor will continue to be used for administrative offices.

The **Franklin Court underground museum** (21) will be rehabilitated with new exhibits and programs. Improved signs on the Chestnut Street and Market Street entrances will more clearly identify the site. Various activities and uses of this site will be promoted.

Pemberton House (22) contains one of the park's bookstores. The bookstore in the west wing of Independence Hall will be temporarily housed in the Pemberton House and moved to Independence Mall when a new facility is built there. The Philadelphia School District classroom will remain until relocated to the Independence Park Institute. The Army-Navy Museum and Marine Corps Museum and Memorial have been consolidated in the adjacent New Hall Military Museum.

The first floor of the **First Bank** (23) will house a permanent exhibit on the financial foundations of the new republic and other changing exhibits while the second floor will be occupied by friends-of-the-park organizations.



The Plan

General Management Plan

Independence National Historical Park

U. S. Department of the Interior/National Park Service
391/20,109/June 97/DSC

ON MICROFILM



The existing **Third Street visitor center** (24) will be redesigned to house the park's architectural study collection and changing exhibits. The building also will be used for curatorial activities and visible storage of park collections. Part of the building will continue to be used for visitor orientation.

The **Merchants' Exchange** (25) serves as park administrative headquarters. Maintenance, interpretive, and cultural resource management division main offices are housed in this building. The park library and archives will also be housed in the Merchants' Exchange if the structure is found to be structurally adequate to support their weight.

The building at **313 Walnut Street** (26) will be rehabilitated for administrative uses or historic leasing.

City Tavern (27) will continue as a restaurant, providing an 18th century dining experience.

The **Second Street parking garage** (28), owned by the National Park Service and leased to the Philadelphia Parking Authority, will return to the park's jurisdiction in 2009. Its operational management will be reevaluated at that time.

The **Thomas Bond House** (29) will continue as a bed and breakfast establishment.

Signs will be added at **Welcome Park** (30) to help visitors find their way from the parking garage to the core of the park. Additional trees will be planted on its southern and western edges.

The **chilled water plant** (31) will serve buildings in the park south of Market Street. Construction will begin in spring 1997.

The **Deshler-Morris House** in Germantown (not on the map) will continue to be managed by the Deshler-Morris House Committee, Inc., through a cooperative agreement. The second floor of the adjacent Brighthurst House will be used for park housing while the first floor will be used as a staging area for tours of the Deshler-Morris House. Interpretation will connect the historic activities that took place in the main park with those at the Deshler-Morris house, and more information will be made available to visitors about the house and its importance, which might encourage more people to visit the site.

SOCIOECONOMIC ENVIRONMENT

Because the park exists in a large metropolitan area with a complex and dynamic economic base, implementation will have little influence on the overall economy of the metropolitan area.

FURTHER RESEARCH NEEDS

In order to provide better and more culturally inclusive interpretation of the colonial and early federal periods, additional research will be undertaken, particularly in the fields of political and social history. These research needs will be more precisely identified as the interpretive plan is implemented.

New research and scholarship will identify ethnographic and historical materials that will enhance the park's ability to provide more culturally diverse interpretation.

A comprehensive collections management plan has been completed to provide short-term and long-term guidance for management and care of the museum objects and archival and manuscript collections. Collections conditions surveys are underway, and a collections storage plan and an exhibit plan will be developed.

All stone and brick buildings at Independence National Historical Park will be surveyed to assess the condition of the stone and brick. This evaluation may be followed by the development of conservation program.

The park has over 500,000 archeological objects and cares for many city-owned artifacts as well. In many cases new techniques and research questions have emerged since the original analyses of these artifacts and their sites. A program designed to ensure that the park's archeological collections are accessible to both NPS and outside researchers will increase the potential educational value of the artifacts. The results of studies will contribute to the park's interpretive program and to a better understanding of American culture.

A synopsis of archeological projects in the park was produced in 1979 and updated in 1987. This document will be updated and expanded into a comprehensive archeological overview. In order to ensure that the resulting document is useful it should be reviewed and revised periodically. This overview could then aid in cultural resource management and interpretive programs.

A current and comprehensive archeological overview will offer additional benefits. Placing the full range of previous research in perspective will facilitate the evaluation of the strengths and weaknesses of the accumulated data. In the past, work has focused on the 18th century; the 19th century has received less attention. An overview will help to identify gaps in the archeological record. Highlighting those areas in which data is lacking can serve as a guide to future research. By identifying those areas in which accumulated data is strong, an overview will serve to draw the attention of researchers and stimulate interest in the potential of these materials.

Cultural landscape reports will provide guidance for development in the park.

COSTS

Class C cost estimates are conceptual and based on general costs for similar construction. They do not reflect a fully defined scope of work. More refined estimates are developed later during the preliminary design phase (class B) and after construction drawings and specifications have been developed (class A).

It is anticipated that operational and cyclic maintenance repair costs will for the most part remain unchanged. Any new structures on Independence Mall will be funded by park partners or private donations rather than through federal appropriations. With the exception of a new Liberty Bell Pavilion, any operational or cyclic maintenance costs for any new structures on Independence Mall (e.g., National Constitution Center, Independence Park Institute, and Gateway Visitor Center) will be the responsibility of the park partner. It is assumed that there will be little change in the operational and cyclic maintenance costs for a new Liberty Bell Pavilion over the existing structure.

Detailed design plans will be produced after the *General Management Plan* is finalized. At that time any additional operational costs associated with any redesign of Independence Mall, particularly the second block, will be identified.

TABLE 1: CLASS C COST ESTIMATE

Development Item	Quantity	Gross Construction Costs	Advance and Project Planning Costs	Total Project Costs
Kiosks	4	\$57,600	\$11,000	\$68,600
Directional/information signs	20	\$10,900	\$2,100	\$13,000
Site circulation improvements		\$536,000	\$103,000	\$639,000
Graff House remodeling — first floor, theater, second floor	4,800 sf	\$628,800	\$120,000	\$748,800
First Bank — first floor conversion to exhibit space	7,100 sf	\$930,100	\$177,500	\$1,107,600
Rehabilitate visitor center for adaptive reuse; display, curatorial activities, museum storage, study collections, and visitor orientation	19,647 sf	\$2,573,800	\$491,200	\$3,064,900
313–319 Walnut rehabilitate for adaptive reuse	25,845 sf	\$3,385,700	\$646,100	\$4,031,800
First Block of Independence Mall:				
Liberty Bell Pavilion (enlarged)	5,576 sf	\$1,032,000	\$197,000	\$1,229,000
Liberty Bell Pavilion (remove and replace)	8,000 sf	\$3,516,000	\$671,000	\$4,187,000
Demolition of existing restrooms, construction of new restrooms		\$948,000	\$181,000	\$1,129,500
Paving (brick)	2,500 sf	\$98,300	\$18,800	\$117,000
Second Block of Independence Mall:				
Demolition/clearing of the second block — keep Free Quaker Meeting House	254,000 sf	\$1,663,700	\$317,500	\$1,981,200
Dropoff/pickup area for gateway visitor center	40,700 sf	\$373,200	\$71,200	\$444,400
Lawn (special events) and surrounding seating areas and landscaping	180,000 sf	\$742,300	\$180,000	\$922,300
New Gateway Visitor Center ^a	30,000 sf	\$11,043,300	\$2,107,500	\$13,150,800
	60,000 sf	\$22,086,600	\$4,215,000	\$26,301,600
New Independence Park Institute ^a	10,000 sf	\$2,292,500	\$437,500	\$2,730,000
Cafe	3,500 sf	\$848,200	\$161,900	\$1,010,100
Underground parking ^b	650 cars			
Second or Third Block				
National Constitution Center ^a	Undetermined			
Multipurpose area	9,000 sf	\$1,650,600	\$315,000	\$1,965,600
Third Block of Independence Mall:				
Gateway element, north end of third block ^c				
Total		\$28,815,000	\$5,538,300	\$34,353,600
		to \$46,342,300	to \$8,119,800	to \$50,462,400

^a To be funded by park partners or private donation.^b Costs associated with rehabilitation will be borne by the Philadelphia Parking Authority.^c Form undetermined — costs cannot be determined at this time.

IMPLEMENTATION SCHEDULE

Implementation will take place according to the following approximate schedule, which is based on current information regarding site conditions, operational needs, and local concerns. It reflects the current schedule for the parkwide utilities rehabilitation project. The schedule may change as the above factors change or as other factors surface during the planning, design, and construction phases. It is not intended to be applied rigidly.

Archeological investigations (monitor/test as necessary)

Remodel/adaptive reuse

Pemberton House
Graff House
313-319 Walnut
First Bank

Redesign second block of Independence Mall*

demolish/clear second block and parking garage; keep Free Quaker Meeting House but
remove both Free Quaker and Hamilton Gardens
construct new regional visitor center with dropoff/pickup area and entrance to center
construct Independence Institute
construct Constitution Plaza, seating area, restrooms for special events plaza
construct landscape

Remodel/adaptive reuse

rehabilitate Third Street visitor center for collections/curatorial/maintenance

Redesign third block of Independence Mall

demolish/clear third block
construct multipurpose building with exterior administrative parking
determine location for National Constitution Center
construct landscape
first block of Independence Mall
redesign of Liberty Bell Pavilion

Parkwide redesign

redesign midblock crossings at Second, Third, Fourth, and Fifth Streets
redesign Rose and Magnolia Gardens

Develop and place kiosks and directional signs**

*The phasing of the mall work is dependent on a complete design for the entire mall being developed and in place prior to development.

**These will be completed and placed through out implementation phase.

PREPARERS AND CONSULTANTS

NATIONAL PARK SERVICE

Independence National Historical Park

Martha Aikens, Superintendent
Dennis Reidenbach, Assistant Superintendent
Francis Connor, Chief of Administration
Kathy Dilonardo, Chief Interpretation and Visitor Services
Ann Marie DiSerafino, Public Affairs Officer
Doris Fanelli, Chief Cultural Resources
Regina Jones-Underwood, Unit Sites Manager
Jean M. Marra, Chief of Maintenance
Hollis Provins, Chief Ranger

Mid-Atlantic Regional Office

Deirdre Gibson	Landscape Architect/Community Planner, B.S. Landscape Architecture, M.A. Landscape Architecture, 12 years private sector, 8 years NPS
Tom Dyer	Branch Chief, Park Planning
David Hollenberg	Interim Associate Field Director for National Heritage Partnerships

Denver Service Center

Renée J. Beymer	Natural Resource Specialist (1993–1994), B.A. Cultural Anthropology, M.S. Plant Ecology, 1.5 years USFS, 8 years NPS
Sharon A. Brown	Interpretive Planner, Harpers Ferry Center, B.S. History, M.A. History, Ph.D. American Studies, 20 years NPS
L. Craig Cellar	Job Captain (1995–present), B.A. Anthropology, B.A. History, 24 years NPS
Joan DeGraff	Historian, B.S. History/Criminal Justice, M.A. History, Certification in Public History, 2 years, state of South Dakota, 3 months, city of Phoenix, 8 years NPS
David Duclos	Landscape Architect (1994–present)
Elizabeth Janes	Branch Chief, Planning
Elizabeth Koreman	Landscape Architect (1994)
Miriam Mazel	Natural Resource Specialist (1994–present), B.A. Political Science/Journalism, J.D., M.S., Natural Resources, 2 years law practice, 2 years NPS
Maurice Miller	Transportation Specialist
John Paige	Cultural Resource Specialist, B.A. History, M.A. History, 4 years, state of Wyoming, 17 years NPS
Jeff Reinbold	Community Planner (1993–1994)
Karl von Rosenberg	Program Manager, Independence Utility Rehabilitation
Gregg Schuster	Landscape Architect, B.A. Landscape Architecture, 5 years, NPS
Ann Van Huizen	Team Captain (1993–1994)
Steve Whissen	Historian

CITY OF PHILADELPHIA

Barbara Kaplan, Executive Director, Philadelphia City Planning Commission
Carol Cook, Planner, Comprehensive Planning, Philadelphia City Planning Commission
Ernie Leonardo, Chief, Comprehensive Planning, Philadelphia City Planning Commission

COMMONWEALTH OF PENNSYLVANIA

Brent Glass, Executive Director, Pennsylvania Historical and Museum Commission
Brenda Barrett, Director, Bureau for Historic Preservation, Pennsylvania Historical and Museum Commission
Dan Deibler, Chief, Division of Preservation Services, Pennsylvania Historical and Museum Commission
James Caufield, Chief, Division of Architectural Services

CONTRACT SERVICES

EDAW, Inc. (Socioeconomics)

Stephen Fuller	Consulting Principal, B.A. Economics, Rutgers University, MCP City Planning, University of Mississippi, Ph.D. Regional Planning, Cornell University
Alan Harwood	Project Manager, Associate EDAW, B.S., Urban Geography, University of South Carolina, MURP Urban and Regional Planning, George Washington University
Malaina L. Bowker	Environmental Planner, B.A., Political Science, Williams College, M.P.A.-U.R.P., Public Affairs and Urban and Regional Planning, Princeton University

CORRESPONDENCE WITH THE STATE HISTORIC PRESERVATION OFFICE



IN REPLY REFER TO:

United States Department of the Interior

NATIONAL PARK SERVICE
Independence National Historical Park
311-313 Walnut Street
Philadelphia, PA 19106

DEC 1 1996

H30(INDE-CRM)

Brent D. Glass
Executive Director
State Historic Preservation Officer
Pennsylvania Historical & Museum Commission
P. O. Box 1026
Harrisburg, PA 17108-1026

Dear Dr. Glass:

The National Park Service continues to work toward the completion and implementation of a General Management Plan/Environmental Impact Statement for Independence National Historical Park. Your office has received a copy of the draft General Management Plan/Environmental Impact Statement (GMP/EIS) and the September 1996 newsletter which detailed a revised preferred alternative. At this time we are enclosing the *Abbreviated Final General Plan/Environmental Impact Statement*. Because the implementation of the plan will have an effect on properties presently listed on the National Register of Historic Places, we would like to take this opportunity to clarify our previous discussion on undertakings subject to review under Section 106 review.

Under the terms of VI.E of the 1995 Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers, the National Park Service, "in consultation with the SHPO, will make a determination about which undertakings are programmatic exclusions under IV.A and B, and for all other undertakings, whether there is sufficient information about resources and potential effects on those resources to seek review and comment under 36 CFR 800.4-6 during the plan review process."

Proposed undertakings for Independence National Historical Park are discussed the enclosed *Abbreviated Final General Plan/Environmental Impact Statement* in "Alternative E-1: Proposed Action" on pages 6-14. Below is a list of the specific undertakings discussed by the plan, as well as the National Park Service's determination of how those individual undertakings relate to the 1995 Programmatic Agreement.

Under Section I, please find those activities that we believe will have no effect on historic properties.

Under Section II, please find those undertakings that we believe are covered by "programmatic exclusions" as defined in Stipulations IV.A and IV.B of the 1995 Programmatic Agreement. Under Section III, please find a list of undertakings that we believe will require further consultation with the State Historic Preservation Officer.

Section I: Activities that will have no effect on historic properties.

1. Demolition of structures and site features on Independence Mall, assuming demolition will have no potential to impact archeological resources. (Independence Mall determined not eligible for listing on the National Register of Historic Places, November 29, 1993.)
2. Rehabilitation of underground parking garage (constructed, 1967) on Independence Mall, assuming rehabilitation will have no potential to impact archeological resources.
3. Rehabilitation of interior of Third Street Visitor Center (1975), assuming no significant exterior modifications.
4. Declaration (Graff) House (1975) rehabilitation, assuming no significant exterior modifications.
5. Franklin Court Underground Museum (1976) rehabilitation, assuming no significant exterior modifications.

Section II: Activities covered by "programmatic exclusions" as defined in Stipulation IV.
(These actions will require internal National Park Service Section 106 compliance, only, i.e. completion of "Assessment of Actions Having an Effect on Cultural Resources" forms.)

1. Transfer of Washington Square Park from City of Philadelphia to National Park Service (Consistent with Stipulation IV.B.5: "acquisition of lands for park purposes, including additions to existing parks.")
2. Redesign of mid-block crossings at Second, Third, Fourth, Fifth Streets : Use of paving materials and light signals to create safe crossing in mid-block between Chestnut and Walnut Streets. Assumes no new ground disturbance. (Consistent with Stipulation IV.B.6 "rehabilitation and widening of existing trails, walks, paths, and sidewalks within previously disturbed areas" and Stipulation IV.B.7 "repaving of existing roads or existing parking areas within previously disturbed areas.").
3. Development and placement of kiosks and erection of directional/informational signs in various areas around the park, including Welcome Park, Franklin Court vicinity: (Consistent with Stipulation IV.B.12: "erection of signs, wayside exhibits, and memorial plaques."

Section III: Activities requiring Additional Consultation with SHPO.

A. Activities on Independence Mall:

Construction of new buildings, structures or site features to house the following functions or institutions on Independence Mall:

1. Gateway Visitor Center.
2. National Constitution Center and maintenance facility for vehicle, equipment and supply storage.
3. Independence Park Institute.
4. Restrooms.
5. Retail facilities (e.g. cafe).
6. Vehicle drop-off & pick-up area.
7. Gateway element involving architectural, sculpture or landscape features.
8. Enlargement of existing Liberty Bell Pavilion or construction of new building.
9. Site utilities installation (e.g. water, electricity) assuming new ground disturbance.
10. Open space or spaces on Independence Mall to stage festive events, First Amendment demonstrations, and picnics.
11. Site development in/around Free Quaker Meeting House.

B. Activities within Independence NHP, excluding Independence Mall:

1. Closure of 500 block of Chestnut Street to vehicular traffic, if federal permit is necessary.
2. Second Bank rehabilitation.
3. First Bank rehabilitation
4. Merchants Exchange rehabilitation.
5. 313-319 Walnut Street rehabilitation.
6. Brighthurst House rehabilitation.
7. Independence Hall and related buildings rehabilitation.

Thank you for your sustained participation in the General Management Plan planning process here at Independence NHP. We look forward to receiving your comments regarding the above determinations. Please continue to address your Section 106 comments and concerns to Chief Historian, Diann Jacox. Ms. Jacox may be reached at (215) 597-7127.

Sincerely,

SIGNED

Martha B. Aikens,
Superintendent
Independence National Historical Park

Enclosure

cc:
Advisory Council on Historic Preservation w/enclosure

bcc:

INDE, Jacox Reading File (Jacox/Willis)

INDE, Independence GMP Section 106 compliance file

INDE, Doris Fanelli

CHSO/ALSO, Deirdre Gibson

DSC-RP, Joan DeGraff

DSC-RP, Frank Willis

DSC-RP, Cellar



Commonwealth of Pennsylvania
Pennsylvania Historical and Museum Commission
Bureau for Historic Preservation
Post Office Box 1026
Harrisburg, Pennsylvania 17108-1026

January 31, 1997

Martha B. Aikens, Superintendent
Independence National Historical Park
311-313 Walnut Street
Philadelphia, PA 19106

INDEPENDENCE NATIONAL HISTORICAL PARK
REFERENCE NUMBER

Re: ER 93-2618-101-U
NPS: Independence National Historical Park
Philadelphia: Proposed Undertakings under the
Programmatic Memorandum of Agreement

Dear Ms. Aikens:

The Bureau for Historic Preservation (the State Historic Preservation Office) has reviewed the above named project in accordance with Section 106 of the National Historic Preservation Act of 1966, as amended in 1980 and 1992, and the regulations (36 CFR Part 800) of the Advisory Council on Historic Preservation. These requirements include consideration of the project's potential effect upon both historic and archaeological resources.

We are writing in reference to your letter of December 15, 1996 concerning potential work activities and the proposed review levels as per the Programmatic Memorandum of Agreement. We have reviewed the list of proposed work activities and agree with the methods by which they will be reviewed.

If you need further information in this matter please consult Ann Safley at (717) 783-8946.

Sincerely,

Brenda Barrett
Director

BB/smz

INDEX

- artifacts 1, 12, 23, 41
- Benjamin Franklin 2, 7, 17, 29
- Bishop White House 4, 23, 25, 27
- Bond House 3, 40
- bonds 3-5, 15
- bus 3, 7, 12-14, 21, 22, 25, 34-37
- carriages 7, 34, 35
- Center City 6
- circulation 11, 16, 20, 21, 35, 37, 42
- City Tavern 7, 23, 25, 40
- congestion 7, 12, 14, 34
- Congress Hall 7, 27
- Constitution Center 24, 32-38, 41, 43
- Deshler-Morris 1, 3, 7, 40
- ethnic 14, 16, 23, 32
- ethnographic 40
- festivals 13, 16, 36
- First Amendment 11, 13, 14, 32, 37
- First Bank 1, 4, 12, 13, 38, 42, 43
- Free Quaker Meeting House 3, 15, 23, 25, 37, 42, 43
- garage 3, 7, 12, 14-16, 35, 37, 40, 43
- gardens 5, 6, 23, 25, 43
- Germantown 3, 7, 40
- Graff House 27, 42, 43
- Independence Hall 3-7, 10, 12, 14-18, 20-27, 31, 35-38
- Independence Mall 1, 3, 6, 8, 10, 14, 15, 19, 20, 25, 26, 32-36, 38, 41-43
- Independence Park Institute 23, 32-34, 36, 38, 41
- interpretation 5, 8, 10-12, 17, 18, 24, 26-28, 32, 37, 38, 40, 44
- kiosks 8, 26, 42, 43
- landscape 8, 19, 23, 24, 26, 27, 38, 41, 43, 44
- Liberty Bell 4, 5, 7, 10, 12-16, 21, 22, 25, 31, 35, 37, 41-43
- maintenance 1, 2, 5, 8, 12, 18, 24, 37, 38, 40, 41, 43, 44
- Merchants' Exchange 4, 5, 12, 23, 33, 34, 40
- midblock 2, 13, 35, 43
- noise 7, 13, 14, 25, 31
- Old City 2, 6
- overcrowding 12
- parades 13, 14
- parking 3, 7, 8, 12, 14, 15, 25, 34, 35, 37, 40, 42, 43
- partnership 18, 33
- pedestrian 7, 11, 17, 21, 35
- pollution 7, 12, 25
- rehabilitation 6, 8, 23, 24, 42-44
- Second Bank 1, 4, 7, 12, 27, 38
- Society Hill 2, 5, 6
- storage 12, 24, 34, 37, 40-42
- tourism 7, 19, 26
- trolleys 7, 34, 35
- utilities 11, 12, 23, 43
- utility 15, 23, 24, 44
- vegetation 25
- Washington Square 5, 23, 24, 38
- Welcome Park 3, 7, 12, 14, 40



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