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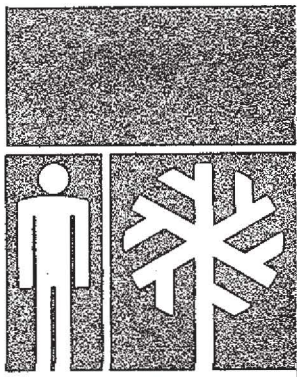
general management plan

september 1982

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STATUE OF LIBERTY



NATIONAL MONUMENT / NEW YORK-NEW JERSEY

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RECOMMENDED:

David Moffit — September 7, 1982
Superintendent, Statue of Liberty National Monument

Gerald D. Patten — September 7, 1982
Assistant Manager, North Atlantic/Mid-Atlantic Team

APPROVED:

Herbert S. Cables, Jr. — September 7, 1982
Regional Director, North Atlantic Region

Cop.

GENERAL MANAGEMENT PLAN

STATUE OF LIBERTY NATIONAL MONUMENT

New York/New Jersey

Denver Service Center
National Park Service
U.S. Department of the Interior

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PURPOSE OF THE PLAN

Two small islands in New York Harbor form Statue of Liberty National Monument. Liberty Island bears the Statue of Liberty, one of the world's great monuments, symbolizing freedom to generations of immigrants and visitors. Nearby Ellis Island was the first federal immigration station, through which millions of immigrants passed into the mainstream of American life. These islands offer an opportunity to take a thoughtful look at a symbol of our heritage and to gain a better appreciation of the hardships and accomplishments of the American immigrant.

Today, among visitors touring Ellis Island, it is not unusual to find at least one person who actually passed through its doors as an immigrant. Stories are often shared about the fear and confusion of arrival and inspection, official corruption or benevolence, painful separations and delays, and the humorous moments when a misinterpreted word or phrase had unexpected results. But the experience of the Ellis Island immigrant is fading from memory--just as the old immigration station is falling into ruin--and action must be taken to preserve this chapter of American history. The Statue of Liberty, approaching its 100th birthday, likewise needs structural repair and preservation work.

Since planning began in 1979, preservation of the monument's unique historic resources and correction of their structural problems have been the central planning issues. Structural deterioration within the immigration station complex has forced the National Park Service to limit visitor use to guided tours of not more than 130 persons per tour, which will accommodate fewer than 75,000 visits per year. Very little publicity has been given to Ellis Island because of its limited capacity. Yet in 1980, when the preliminary proposals were published, anticipated budget constraints forced the conclusion that only a few of the historic structures at Ellis Island could be preserved, and then only if part of the costly preservation work could be funded by private sources. It was also determined that work on the Statue of Liberty would have to be postponed.

The public response to these proposals was one of serious concern and an indication that more support might be available from the private sector than had originally been anticipated. The National Park Service organized the framework for a major private fund-raising effort, and in the spring of 1982, the secretary of the interior officially appointed the Statue of Liberty/Ellis Island Centennial Commission and authorized its members to raise funds to support preservation efforts at the national monument.

In 1980 the National Historic Preservation Act was amended to give the National Park Service the authority to lease historic structures to private users and to retain the revenues for historic preservation work. This authority opened up the possibility of leasing those Ellis Island structures not needed for historical interpretation, thereby supplementing preservation funds.

As planning has progressed, cooperation between public and private forces has made possible a much more extensive and ambitious plan, which now proposes to

preserve the Ellis Island complex and return the buildings to active life by devoting major historic structures to public use and interpretation and by making the contributing structures available for adaptive use

preserve the interiors of the major historic structures on Ellis Island and, through tours and programs, recall the human drama that occurred within these walls and explore the far-reaching effects it had on our nation

preserve the thousands of artifacts that are extant on Ellis Island and those that have been donated by families of immigrants to develop a collection that will record and help convey the Ellis Island story

return the Statue of Liberty to sound structural condition and repair deterioration through a comprehensive preservation program that will see the statue through a second century

improve visitor services at the Statue of Liberty so that visitors may ascend to the crown in greater comfort and safety

improve information services and expand transportation to and between the islands so that visitors may move easily from one to another, taking full advantage of the educational and recreational opportunities of the national monument

Over the next decade both the Statue of Liberty and the Ellis Island immigration station will reach their centennials--the statue in 1986 and Ellis Island in 1992. The work of the plan will be scheduled to be completed by those dates. The special events and contemplative services that will accompany the centennial celebrations will rededicate these two great symbols of the immigrant heritage of our nation.

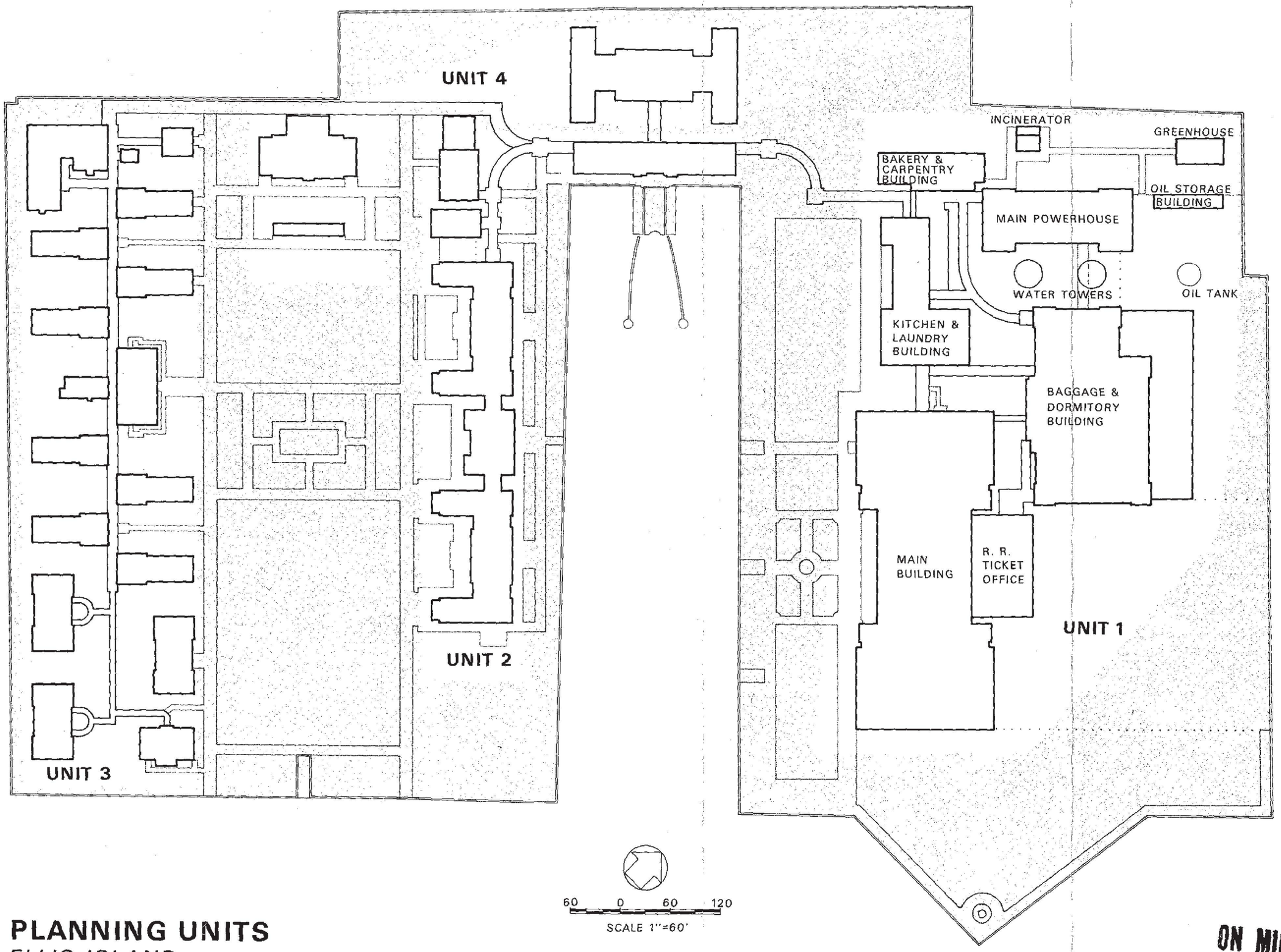
SIGNIFICANCE OF STATUE OF LIBERTY NATIONAL MONUMENT

For almost 100 years, the oppressed and venturesome of other lands who have crossed the oceans in search of greater freedom and opportunity have been greeted by the Statue of Liberty. The statue, a gift from the people of France to the people of the United States to commemorate the long friendship between the two nations, was dedicated in 1886 to celebrate the 100th anniversary of American independence. Over 1½ million people, drawn from all over the world, visited the statue last year. The American Museum of Immigration, which opened in the base of the statue in 1972, portrays the course of immigration and the cultural heterogeneity of the American people.

Ellis Island affords a more intimate understanding of the immigrant experience. During its turbulent lifespan, 1892-1954, about 12 million immigrants passed through its doors. Ellis Island, while a "Portal of Hope and Freedom" for many, was an "Island of Tears" for those who were turned away when they failed to meet the requirements of various admission laws and regulations. Occasional mismanagement, graft, and cruelty at Ellis Island produced recurring scandals; however, overall it was probably one of the most efficient operations of the federal government. Its administrators and staff, through herculean efforts, processed some 5,000 people daily at the peak of immigration, and up to 11,747 on one record day.

The physical and social history of Ellis Island also reflects important transitions in American attitudes toward immigration. Between 1900 and 1914 immigration was at flood tide. The original island was enlarged several times as the main building (built in 1900) was supplemented with a kitchen and laundry building (1901), hospital complex (1902-8), baggage and dormitory building (1908), and contagious disease wards (1909-11). Immigration peaked in 1907; it declined sharply during World War I, quickly revived after the war, and then was altered dramatically with the passage of immigration restriction laws in the early 1920s. These laws, which placed a ceiling on annual immigration and established quotas for each foreign nation, also provided for the inspection of immigrants by American consular officials in the immigrant's country of origin. Thereafter only those immigrants whose papers were not in order or who required medical treatment were sent to Ellis Island. The facilities were increasingly used for the assembly and deportation of aliens who had entered the United States illegally, or of immigrants who had violated the terms of their admittance. Thus while the early history of Ellis Island reflected America's liberal attitudes toward immigration, the latter half of its life was shaped by a new restrictionist policy which succeeded in narrowing the open door to America.

In recognition of their significance in American history, architecture, and culture, Ellis Island and the Statue of Liberty have been entered in the National Register of Historic Places as nationally significant resources.



PLANNING UNITS

ELLIS ISLAND

STATUE OF LIBERTY NATIONAL MONUMENT

NEW YORK / NEW JERSEY

ON MICROFIL

UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

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THE PLAN FOR ELLIS ISLAND

MANAGEMENT CONCEPT

Few historical resources in the National Park System are as massive as the old immigration station on Ellis Island. The 27-acre island holds 33 buildings, which together contain more than 600,000 square feet of interior space. Almost entirely created by landfill, the island is divided by a ferry slip into two rectangles, which are joined together at their western ends by a narrow strip of land. The rectangle north of the ferry slip (unit 1) contains the main building, the largest structure on Ellis Island and the one through which every immigrant passed. Adjoining it are two other major immigration facilities and five support structures. On the rectangle south of the ferry slip is a large hospital complex, comprising five large buildings connected by corridors (unit 2). Behind it are 17 structures that made up the contagious disease wards (unit 3). These two parallel rows of buildings are separated by grounds, where a large WPA-era recreation hall (unit 4) is sited.

The physical condition of the building complex and historic furnishings is extremely poor. Since their abandonment 30 years ago the structures have deteriorated to the point that none is usable without a significant investment in rehabilitation. The National Park Service has spent more than $3.5 million simply to make the main building and the hospital administration building weather tight. The full cost of returning all 33 structures to sound, usable condition was estimated in 1980 at $77.8 million. To preserve only the three major immigration structures and stabilize the main hospital complex was estimated at $54 million.

Given the extremely high cost of preservation at a time of tight fiscal constraints, together with the abundance of building space and the physical configuration of the island (which makes possible a clear separation of management areas), the National Park Service has determined that a strategy of cooperative management with private enterprise is an effective way of ensuring full preservation and use of the historic complex on Ellis Island.

The entire island will be managed as a historic zone, with subzones for preservation/interpretation and adaptive use. The National Park Service, with funds raised by the Statue of Liberty/Ellis Island Centennial Commission, will preserve and interpret all of the spaces that are most closely associated with the immigrants' experiences: the baggage room, the registry room, and the original dormitories (on the first, second, and third floors in the core of the main building), one of the rooms used by the social service agencies (on the first floor of the west wing), one of the legal inquiry rooms (on the second floor of the west wing), the later dormitory/detention rooms (on the second floor of the baggage and dormitory building), the dining room (on the second floor of the kitchen and laundry building), and the railroad ticket office (adjoining the first floor of the main building). These spaces, which together make up the preservation/interpretation subzone, will be open to the public and dedicated to conveying the major interpretive themes of Ellis Island.

To the extent made feasible by private funding, the remainder of the buildings on the island will be preserved on the exteriors, and the interior spaces will be adapted for use by either the National Park Service or a private organization under a lease agreement or concession contract. The National Park Service has issued a request for proposals (RFP) for the preservation and management of buildings in this subzone by a private organization. By offering long-term leases on these structures under the authority of section 111 of the National Historic Preservation Act, as amended, the Park Service seeks to ensure the protection of these resources while encouraging the innovative reuse of buildings which have been vacant for more than 30 years. The preservation and adaptive use of buildings in this subzone will be entirely the responsibility of the user. The allocation of space will depend upon the extent of the selected lessee's contract. Contingency plans for the adaptive use subzone are presented for the following situations:

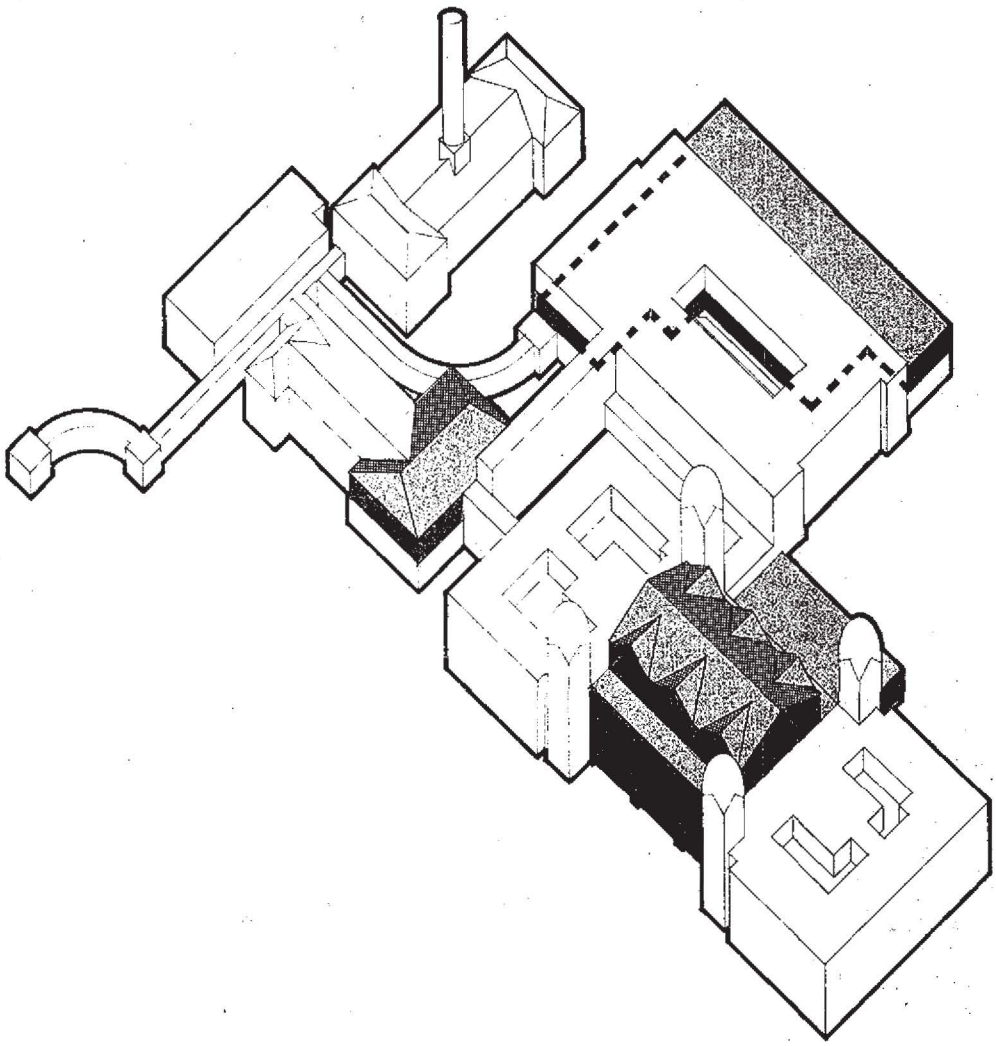
(1) the selected lessee's contract includes adaptive use of the available space in unit 1, as described in the RFP, in which case the National Park Service will preserve and manage only the main building and some second floor spaces in the baggage and dormitory building and the kitchen and laundry building

(2) the selected lessee's contract includes only units 2, 3, and 4, in which case the National Park Service will preserve and manage all of the structures in unit 1

(3) the RFP process does not lead to the selection of a lessee, in which case the National Park Service, with funds raised by the Statue of Liberty/Ellis Island Centennial Commission, will preserve and manage as many of the island's structures as possible, and make them available for adaptive use

Any of these plans will achieve the objective of preserving and using a significant portion of the immigration station complex. In all cases the National Park Service will retain fee title to the entire island. And at a minimum the National Park Service will retain the use of the remainder of the main building outside the preservation/interpretation subzone to provide visitor services and staff work space. Thus the entire main building (the sections in both the preservation/interpretation and the adaptive use subzones) will be preserved and managed by the National Park Service. Throughout the main building the existing room configurations will be respected and will be modified only if essential to accommodate the proposed use. Design of spaces for adaptive use will be sensitive to and reflect the historic interior character of the building. Each room, whether or not it is part of the interpretive tour, will be labeled to indicate its historic uses. Most rooms in the main building changed functions repeatedly over the course of Ellis Island's history, and all uses will be identified.

Exterior preservation treatment and design of interior spaces of the buildings in the adaptive use subzone will be accomplished by the user (either a lessee or the National Park Service).



SUBZONES WITHIN HISTORIC ZONE:

PRESERVATION/INTERPRETATION SUBZONE

ADAPTIVE USE SUBZONE

ELLIS ISLAND UNIT ONE
STATUE OF LIBERTY NATIONAL MONUMENT

ZONING PLAN

336-20033

AXONOMETRIC

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The National Park Service will rehabilitate the grounds in unit 1 and will complete the rehabilitation of the seawall begun in 1979. The lessee, if selected, will rehabilitate the grounds between units 2 and 3.

PRESERVATION/INTERPRETATION SUBZONE

The spaces most closely associated with the immigrants' experiences on Ellis Island will be preserved and interpreted in this subzone. The National Park Service will preserve the exterior and the interiors of the main building and the interiors of the rooms in other buildngs (the dormitory/detention rooms and the dining room) that are included in this subzone. Exterior preservation work on the remainder of the buildings will be the responsibility of the user, which may or may not be the National Park Service (see "Adaptive Use Subzone" section). Preservation treatment applied to the building exteriors will be in accordance with the standards for preservation set forth in the NPS "Cultural Resources Management Guideline" (NPS-28) and will be guided by historic structures reports. Throughout the preservation treatment process, archeological resources will be protected through advance research, surveys, and monitoring.

Within this subzone original interior fabric will be retained to the maximum extent possible; however, in badly deteriorated areas, especially in the baggage and dormitory building, extensive replacement of materials may be required. All interior treatment will conform to the standards set forth in NPS-28 and will be guided by the historic structures reports. No attempt will be made at a period restoration, although care will be exercised to retain any features that help evoke the major interpretive themes, such as sills inscribed with old graffiti and the old signs in various languages. Wall-by-wall inspection will be required to determine the feasibility of retaining the historic plaster and finishes. Retrofitting of the structures for energy conservation will comply with the policies, standards, and procedures set forth in NPS-28.

The interpretive program will convey the essence of the immigrants' experiences at Ellis Island, with emphasis on the peak immigration years. It will also explore the diverse reasons that prompted massive immigration to the United States in the late 19th and early 20th centuries, the changes in American immigration policy and their impact on Ellis Island, and the development of the island as it changed from a military installation to an immigration station and later a deportation center. The interpretive proposals in this plan are tentative guidelines and will be developed in greater detail in the forthcoming interpretive prospectus for Ellis Island. The interpretive prospectus will determine the locations of audiovisual media as well as their design, based on the sound transmission of walls and the structural integrity of specific areas. In addition, the interpretive prospectus will determine the form of media or exhibitry that is most appropriate for the illustration of each interpretive theme.

Interpretive talks, exhibits of historic photographs, audiovisual programs, and displays of original furnishings will all help to communicate the themes to visitors. The most effective medium will be the historic

buildings themselves: their imposing exterior facades and their varied interior spaces, some expansive, some confining, and some so mazelike that visitors today become as disoriented as the arriving immigrants must have been. The proposed visitor use plan, which combines guided and self-guided tours, is designed to expose visitors to Ellis Island's most eloquent spaces--particularly the vast emptiness of the registry room--following a route that roughly corresponds to the route of the immigrants during the first decade of this century. The capacity of the tour is projected to be 1,200 people per arrival hour. Given visitor arrival patterns, it is expected that approximately 7,200 people will visit the island over a nine-hour day.

Visitors will arrive on ferryboats that will dock alongside the main building. Each boatload will enter the main building through the two flanking doorways in the south stairwells. The elevator in the southwest well will be available to handicapped visitors.

Baggage Room. Visitors will meet in the baggage room, a large undivided room that occupies the entire first floor of the building core. (This was the first room the immigrants entered, also, but they originally entered through large central doors that were converted to windows in the 1920s.) A park interpreter will give a short orientation to Ellis Island and explain how immediately upon entering this room the immigrants began their medical inspections: how they were instructed to leave their baggage here and walk up a stairway under scrutiny by medical examiners. (The stairway, which between 1900 and 1911 led from the center of the room directly to the registry room on the second floor, no longer exists.)

Registry Room. Visitors will use the two southern stairwells to climb to the second floor and then enter the registry room. This large hall, two full stories high and flanked by huge arched windows, is the most significant historic space on Ellis Island. Its very emptiness is evocative of the large crowds that once filled the room with a confusion of noise and activity. Even in its present deteriorated condition, the vast, echoing room makes an immediate impression on every visitor who enters. To preserve these qualities, the registry room will be kept undivided, with a minimum of exhibits and displays to detract from the powerful message conveyed by the room itself. Historic photographs of the room may be mounted, and the benches originally used here will be displayed. Handouts given to visitors will illustrate the system of rails and barriers which directed immigrants through the examination process. Wall surfaces will receive preservation treatment to ensure their stability while maintaining the character of the space.

Visitors will leave the registry room through the west doorways, where the self-guided portion of the tour will begin. From this point they will choose their own destinations, using a brochure that illustrates interpreted areas and access routes.

Legal Inquiry Room. One of the rooms on the second floor of the west wing will be used to interpret the legal inquiry process. (Several of the rooms in this area served this function at various times.) Historic photographs of the room may be displayed to help visitors envision how

the inquiries were conducted. Visitors should also be helped to perceive the tension that pervaded the room as immigrants who had appealed for a hearing before a Board of Special Inquiry sought--sometimes having to rely on interpreters--to satisfy the doubts that had been raised regarding their admission status.

Social Service Area. The role of the social service agencies and other aspects of the Ellis Island story will be interpreted on the first floor of the west wing of the main building. Exhibits and audiovisual programs will begin to round out visitors' understanding of the full scope of functions carried out at Ellis Island.

Dining Room. On the second floor of the kitchen and laundry building was the large dining room, where all immigrants detained at Ellis Island were fed. In this room, historic photographs will be displayed, and some original furnishings may be exhibited if they can be located (however, no speculative or representative use of furnishings will be made). The WPA mural which originally hung on the west wall of the dining room will be returned to this location, if feasible. In addition to learning how the kitchen and dining room functioned, visitors will learn about some of the problems associated with accommodating hundreds of immigrants overnight on an island. The uses of the laundries, disinfecting machines, and ice plant which formerly operated in this building will be explained.

Later Dormitory/Detention Rooms. From the kitchen and laundry building, visitors may follow a corridor to the second floor of the baggage and dormitory building. The large west dormitory, which was later subdivided into two detention rooms, will be preserved and interpreted, as well as the double row of small detention rooms, where penciled graffiti convey the personal messages of those who stayed here to await deportation. The enclosed porch north of these rooms, used by detainees for recreation, will also be part of the self-guided tour. The story told in these rooms will not be limited to detention and deportation, for the original function of the baggage and dormitory building was to provide accommodations for people who were forced to stay overnight simply because they could not be fully processed before closing time, or because someone failed to meet them. For these immigrants, the experience of sleeping in crowded dormitories, separated by sex so that families could not be together, was probably the most trying time on Ellis Island. Compared to the steerage conditions most had endured on the passage over, the Ellis Island facilities were commodious and sanitary. Yet the anxiety felt here as one contemplated the coming day must have been extreme. Visitors should come away from these rooms with an appreciation of those emotions, as well as the more desperate plight of the detainees turned away at the door and awaiting deportation.

Original Dormitories. The original Ellis Island dormitories, located on the third floor of the main building, will be another stop on the self-guided tour. In these rooms, which are located off the balconies overlooking the registry room, a series of exhibits could convey the broader themes of the history of immigration in the United States, the changes in American immigration policy over the years, and the development of physical facilities to accommodate immigration.

Railroad Ticket Office. In the railroad ticket office, a later addition to the main building, immigrants changed their money and purchased railway tickets for destinations as close by as Hartford or as far away as Minnesota. The locations of relatives or friends, the prospect of a job, or the advice of the ticket agent determined these destinations. For those who had not come to settle in New York City, the ticket purchased here began a second journey. Exhibits and displays in the railroad ticket office will describe the destinations immigrants chose and their reasons for settling where they did, and discuss the role of the railroads, the special "immigrant trains," and the abuses sometimes associated with them. The large windows at the northern end of this room afford dramatic views of New York Harbor and frame a setting that evokes images of immigrants standing on the dock, waiting for the barges that would carry them across the harbor to the New Jersey railroads. This well-lit and open space will also serve as a museum for modern works of art, donated to the National Park Service, which represent contemporary artists' interpretations of the Ellis Island experience. Sculptures, paintings, and other works displayed here will add a special creative dimension to visitors' perceptions of Ellis Island, a perspective that is often missing from historical site interpretation.

ADAPTIVE USE SUBZONE

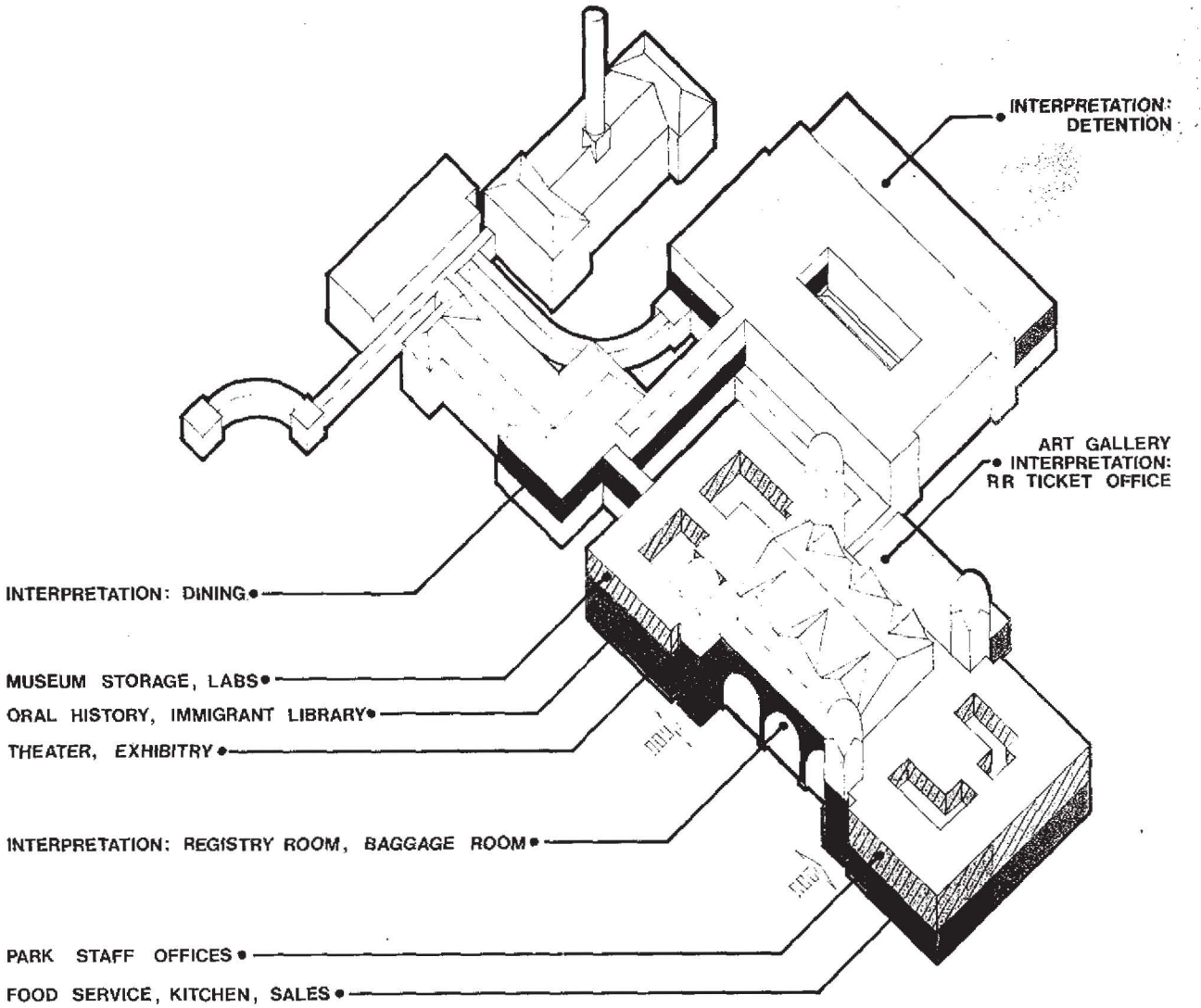
Management and use of building space within this subzone will depend upon the selection of a lease proposal from among those submitted to the National Park Service under RFP 82-11.

The following three contingency plans for the adaptive use subzone build upon the interpretive uses already described for the preservation/interpretation subzone. In all cases the areas within the building complex that have been identified as having the greatest significance to the immigrant experience will be preserved by the National Park Service for visitors' enjoyment and appreciation.

Contingency Plan 1

This plan involves the least square footage to be retained by the National Park Service for park use. All the rooms included in the preservation/interpretation subzone will be interpreted as previously described. (These include the baggage room, registry room, railroad ticket office, the dining room on the second floor of the kitchen and laundry building, and the detention rooms on the second floor of the baggage and dormitory building.) In addition, the rooms in the east and west wings of the main building will be adaptively used for visitor services and staff workspace. These spaces will be allocated as follows.

The first two floors of the west wing will be adapted for interpretive programs. The first floor will house interpretive facilities, perhaps including a theater, where a variety of media will communicate, through documentary footage or dramatization, the experience of being processed through Ellis Island and the broader story of the significance of immigration to the growth and enrichment of our nation. The second



PLAN 1

VISITOR USE

ADMINISTRATION

ELLIS ISLAND UNIT ONE
STATUE OF LIBERTY NATIONAL MONUMENT

336-20038

AXONOMETRIC

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floor will house facilities for two programs offering visitors a more intimate appreciation of Ellis Island. Information about individual immigrants who passed through Ellis Island, including their dates and times of departure and arrival, ports of departure, and other available data compiled from ships' manifests and other Ellis Island records, will be retrievable from computer terminals. In an oral history section, where tapes or recorded interviews with Ellis Island immigrants and staff will be collected, visitors will be able to listen to the words of those who passed through the immigration station. And for those visitors who remember Ellis Island during its historic period or who have tales from parents or grandparents, facilities will be available for recording further interviews to add to the oral history collection.

After completing their tour of Ellis, visitors will return to the baggage room, then enter the east wing, which will have a sitting area with restrooms, a sales counter, and food service. Visitors may choose to eat at tables in the east wing or carry food outdoors to a picnic area immediately east of the building.

The second and third floors of the east wing and the third floor of the west wing will be staff work space. The NPS museum staff will occupy the third floor of the west wing. The large rooms here will be used for curatorial purposes such as storage, a preservation laboratory, and curators' offices and work space. Some functions of the American Museum of Immigration at the Statue of Liberty will be expanded to this new space. Archival collections of documents, drawings, and photographs related to Ellis Island will be cared for here. This area, which will be off limits to the public, will be accessible through the northwest stairway. The protection, interpretation, and maintenance staffs will occupy the former offices in the east wing. This portion of the main building will be accessible by the stairway and elevator in the northeast stairwell.

The grounds in unit 1 will be cleared of trash, debris, and wild vegetation. New plantings will be consistent with the proposed plan. Tables and benches for outdoor eating will be provided in the corner formed by the north facade of the railroad ticket office and the east facade of the baggage and dormitory building. This corner provides some shelter from the wind and will be convenient to the takeout food service area. To accommodate visitors who wish to eat along the water's edge, tables and benches will also be located north of the baggage and dormitory building. The historic walkways around the buildings will be preserved and may be used by visitors. A guardrail will be constructed along the edge of the seawall to ensure visitors' safety. The grounds west of the baggage and dormitory building and north of the kitchen and laundry building will be accessible only to the National Park Service staff, the food service concessioner, and the lessee, all of whom will use the work dock in the northwest corner of the island for loading and unloading.

The remainder of unit 1 and all of units 2, 3, and 4 will be preserved and managed by a private organization under a long-term lease. Preservation and adaptive use will be entirely the responsibility of the selected lessee working under NPS standards. The exterior facades of the buildings will be preserved to perpetuate the historic setting of Ellis

Island in its entirety. Preservation work and subsequent maintenance of the building exteriors will conform to NPS standards for preservation treatment set forth in NPS-28. Drawings and specifications for preservation work will be based upon thorough research into the architectural history of the buildings and will be subject to review by the National Park Service.

Under unusual or compelling circumstances, one or more structures in this subzone may be modified externally, or even domolished, if the lessee's overall plan makes such changes essential. It is also possible that new structures necessary to the plan might be constructed. New structures or modifications will be compatible in size, scale, color, material, and character with the existing architectural environment. No change will be made in the historic scene around the ferry slip.

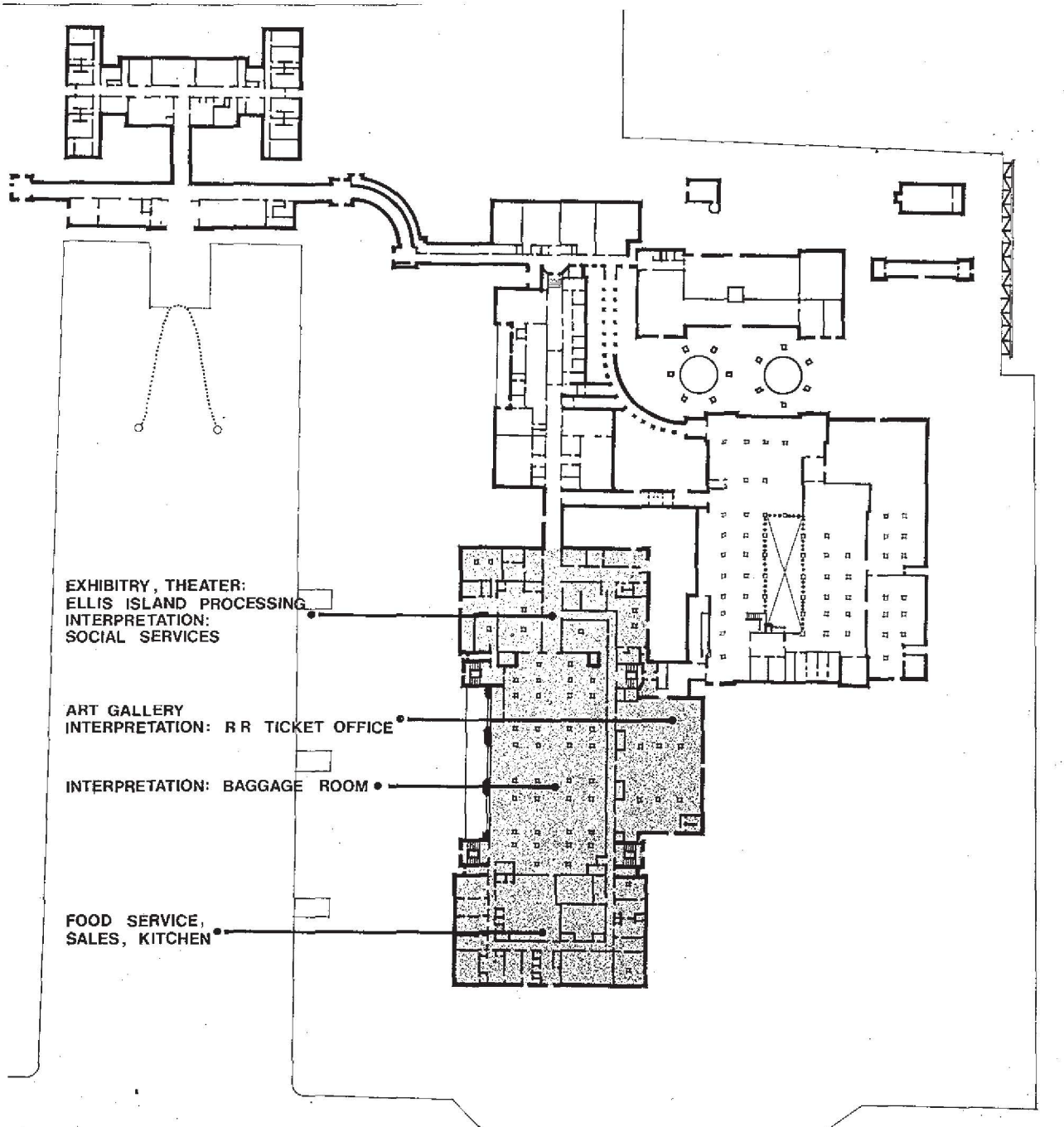
The buildings included in the leased area, most of which were designed as hospital wards, will be adaptively used for activities compatible with the mission of the National Park Service and purposes of the national monument. The National Park Service will not exercise any controls over interior changes or modifications except to be assured that such changes do not threaten the structural integrity of the buildings.

The grounds between the buildings in units 2 and 3 will be cleared of trash, debris, and wild vegetation. Existing walkways, benches, and lampposts will be preserved, and new plantings will be compatible with the landscape remaining after the area has been cleared of wild vegetation. NPS interpreters will conduct guided tours around the grounds and explain to visitors the functioning of the old hospital complexes and their role in the immigration story.

Contingency Plan 2

This plan proposes that, in addition to the rooms included in the preservation/interpretation subzone, the National Park Service retain the use of all the remaining building space in unit 1. Visitor services will be provided in most of the areas identified in contingency plan 1 plus the first floor of the baggage and dormitory building. Historically, immigrants left the railroad ticket office by a short corridor leading to this large, open, high-ceilinged space, where a lunch counter, waiting rooms, and restrooms accommodated them while they waited to be transported to the railroad yards. Visitors will be able to follow this same corridor to arrive at the sitting area, sales counter, restaurant, and theater. The skylit court in the center of this floor will become an inviting sit-down restaurant. A takeout service will also be offered to accommodate those visitors who wish to eat outdoors. A theater in the northern half of the ground floor will continuously show films to complement the interpretive tours.

In the main building, additional space on the first floor of the west wing will be incorporated into the interpretive tour. As described in contingency plan 1, the second and third floors of the west wing will house a multimedia library and museum curatorial space.



PLAN 1

VISITOR USE

ELLIS ISLAND UNIT ONE
STATUE OF LIBERTY NATIONAL MONUMENT

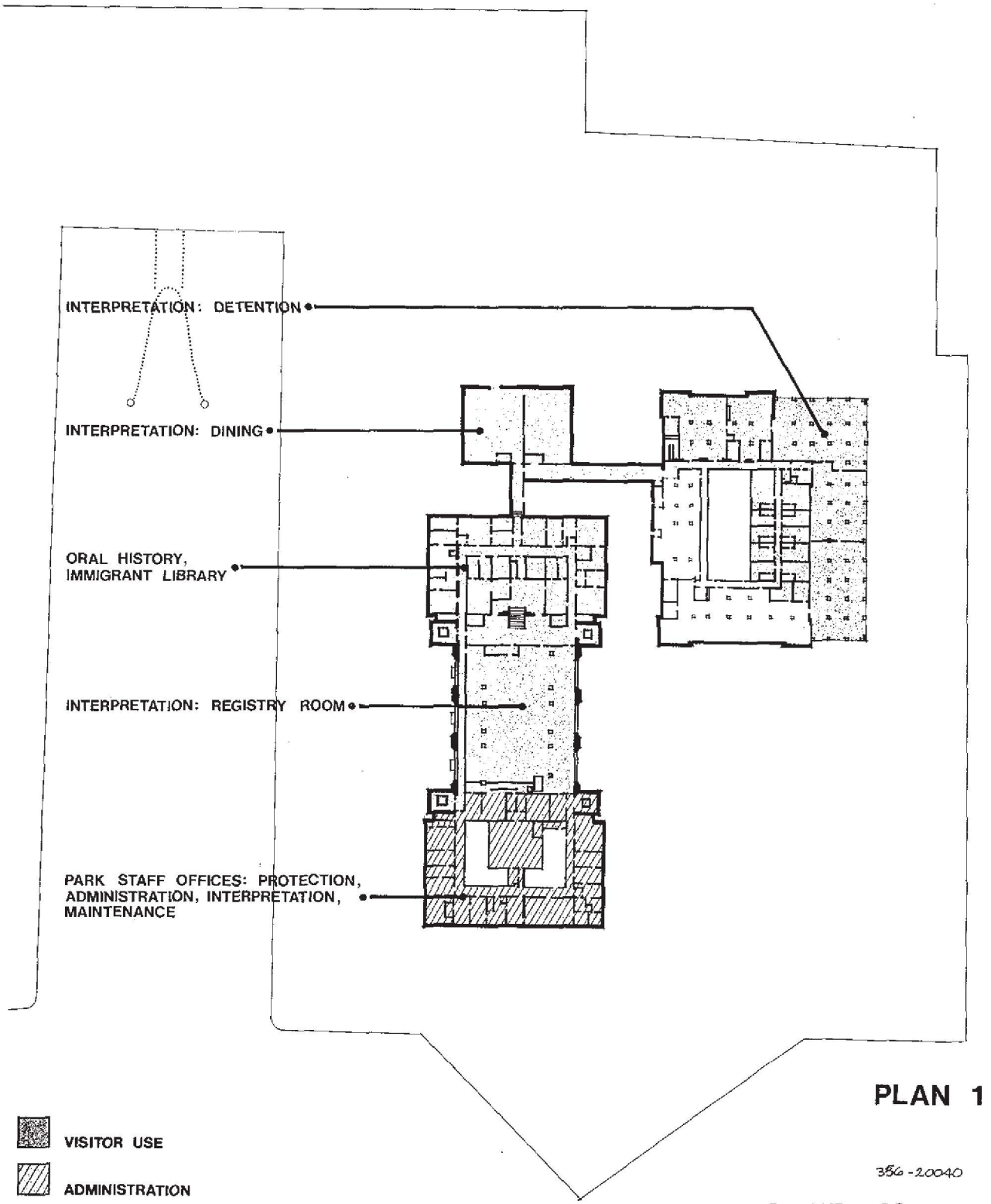
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FIRST FLOOR PLAN

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PLAN 1

VISITOR USE

ADMINISTRATION

ELLIS ISLAND UNIT ONE
STATUE OF LIBERTY NATIONAL MONUMENT

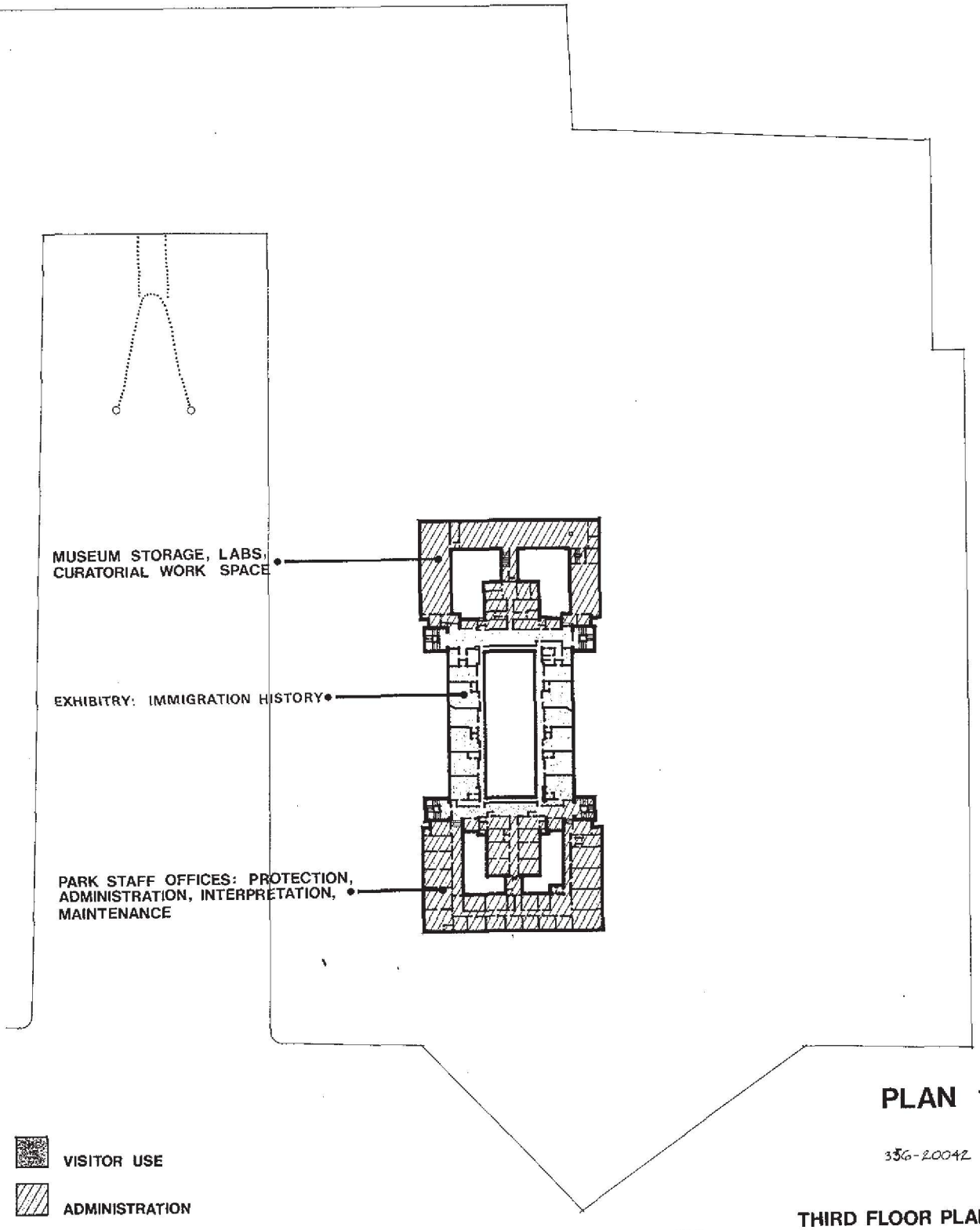
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SECOND FLOOR PLAN

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VISITOR USE

ADMINISTRATION

ELLIS ISLAND UNIT ONE
STATUE OF LIBERTY NATIONAL MONUMENT

PLAN 1

336-20042

THIRD FLOOR PLAN

60 0 60 120 180

ON MICROFI

Published as 336/20042

The three floors in the east wing of the main building will be made available to private organizations on a permit or low-rent basis. These organizations will be mainly nonprofit; preferably, they will represent the various ethnic groups in the metropolitan region. The organizations could make use of the former offices in the east wing to conduct their general business. Other uses might include sales space for each organization to sell crafts and items that represent their ethnic culture, and exhibit areas describing where the group came from and why and their contributions to American society. Individual offices or floors in this wing can be made accessible to the public or closed to public access, as appropriate. Individual portions of the wing can likewise be closed to all use if tenants do not need the space. Closed floors, or the entire wing, could be left minimally heated. The south and east dormitory rooms on the second floor of the baggage and dormitory building and the four large dormitories on the third floor will also be made available to private ethnic organizations. Uses of these spaces may be similar to those described for the east wing of the main building. Visitors could have access to some or all of these spaces as their uses dictate.

The entire first floor and part of the second floor of the kitchen and laundry building will be used by the National Park Service as offices and work areas for the administration, interpretation, and protection staffs. Visitors will not have access to these areas.

The bakery and carpentry building, a collection of workshops on two floors, will accommodate the NPS maintenance staff. The basement of the kitchen and laundry building, which is easily accessible from this location, may be used by the maintenance staff for storage.

The powerhouse, where machinery still fills almost the entire first floor, may not all be suitable for adaptive use. Engineers will determine if removal of the machinery is possible without destroying the structure. If the machinery can be removed, the first floor will be adapted for administrative use. If not, the first floor will be preserved as is, with the machinery in place. In either case, the small rooms at the north end of the powerhouse and the offices on the second floor will be used by the National Park Service as additional offices and work space. Original details, such as the cabinets and machine gauges in the chief engineer's office, will be preserved in place.

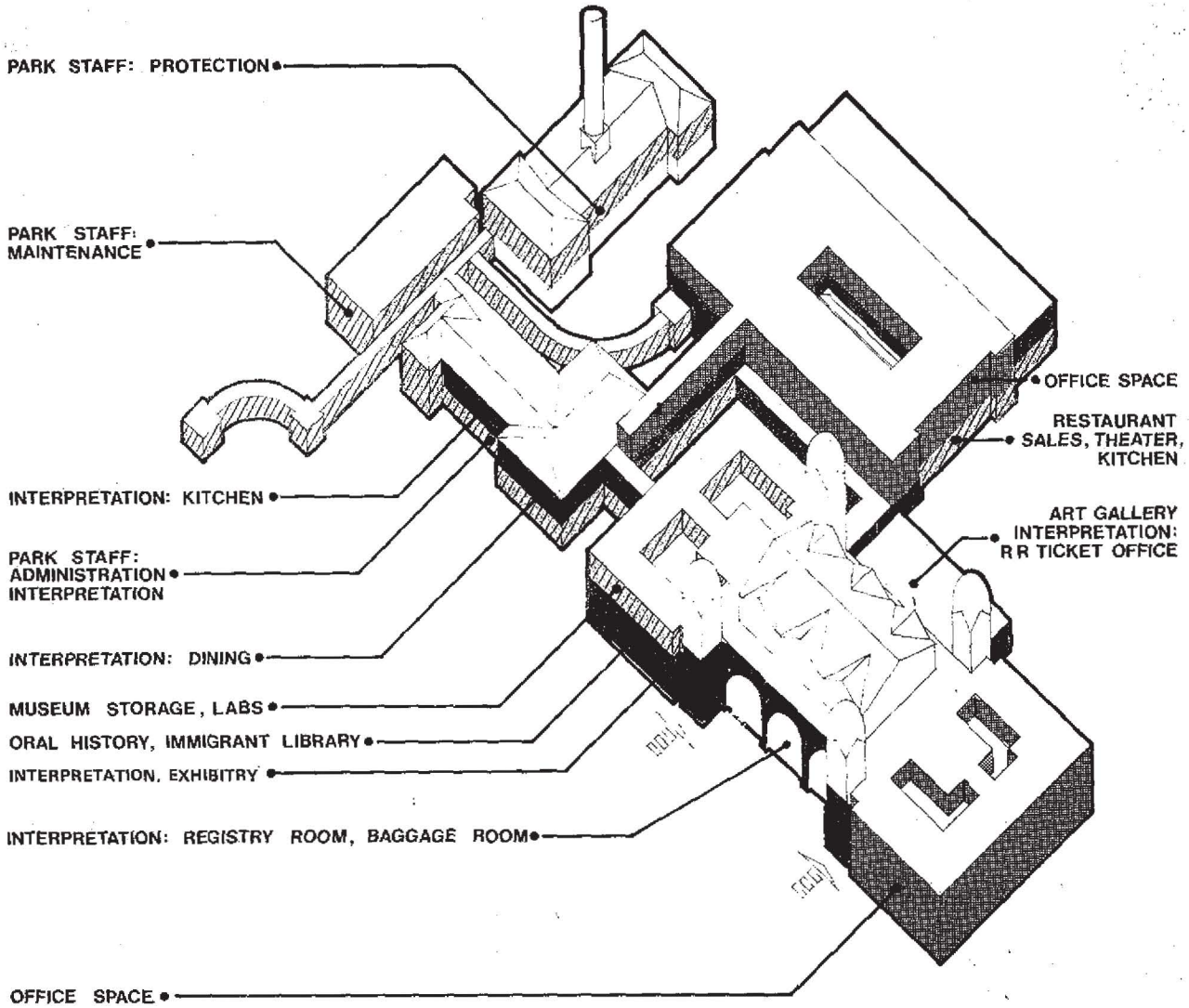
The small single-story shelter will be used as a storage area, as it was historically. The greenhouse, incinerator, and water towers will be preserved as part of the historic scene, but no adaptive use will be made of these structures.

In this contingency plan, all the buildings in units 2, 3, and 4 (but none of the unit 1 structures) will be preserved and managed by a lessee, as described in plan 1.

Contingency Plan 3

This plan involves the National Park Service, with financial assistance from the Statue of Liberty/Ellis Island Centennial Commission and any

other sources of federal or private funding, preserving and managing as many of the structures on Ellis Island as funds allow. The use of buildings in unit 1, the highest priority area, will be the same as described in contingency plan 2. To the extent made feasible by funding assistance, the buildings in units 2, 3, and 4 will receive exterior preservation work and their interiors will be adapted for compatible uses. At a minimum, the exteriors and structural system of the unit 2 structures will be stabilized. The retention of all the unit 3 and 4 buildings will leave open the option, if funding is available, to stabilize or preserve all these buildings for adaptive uses and interpretive programs.



PRIVATE ORGANIZATIONS

VISITOR USE

ADMINISTRATION

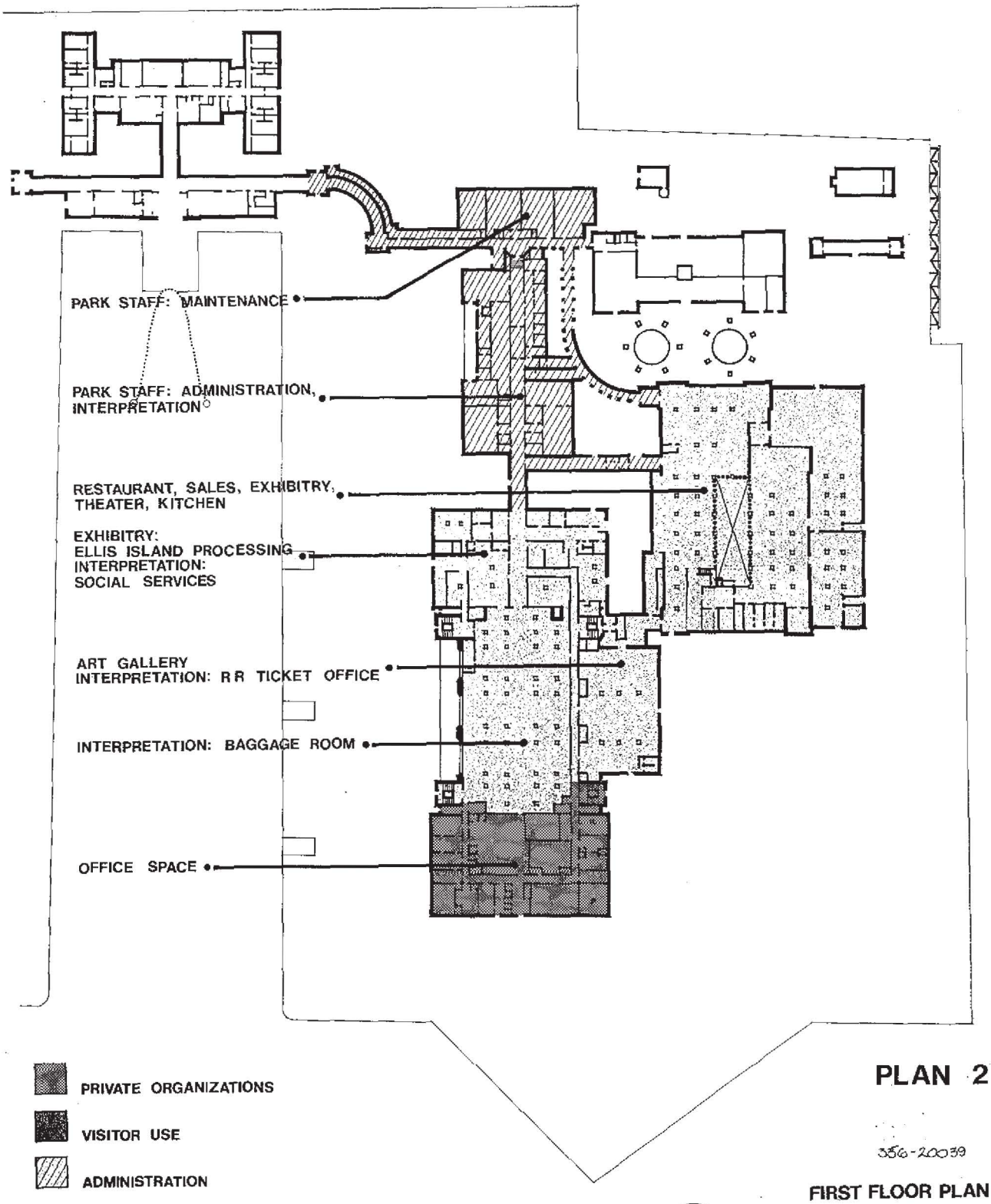
PLAN 2&3

ELLIS ISLAND UNIT ONE
STATUE OF LIBERTY NATIONAL MONUMENT

356-20035
AXONOMETRIC

ON MICROFI

Published as 336/20035



PRIVATE ORGANIZATIONS

VISITOR USE

ADMINISTRATION

ELLIS ISLAND UNIT ONE
STATUE OF LIBERTY NATIONAL MONUMENT

PLAN 2 & 3

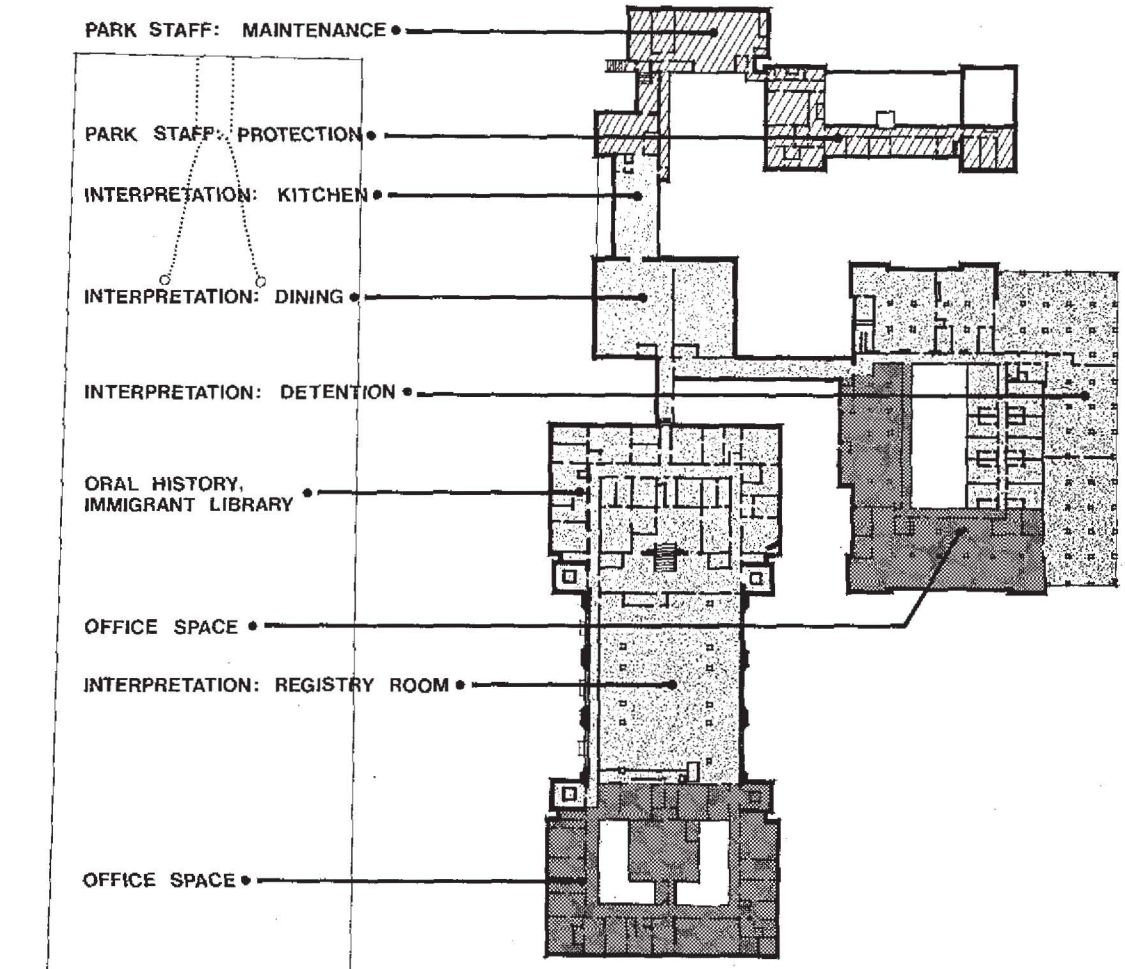
356-20039

FIRST FLOOR PLAN

60 20 0 30 60 120 180

ON MICROFI

Published as 336/20039



PRIVATE ORGANIZATIONS

VISITOR USE

ADMINISTRATION

ELLIS ISLAND UNIT ONE
STATUE OF LIBERTY NATIONAL MONUMENT

PLAN 2&3

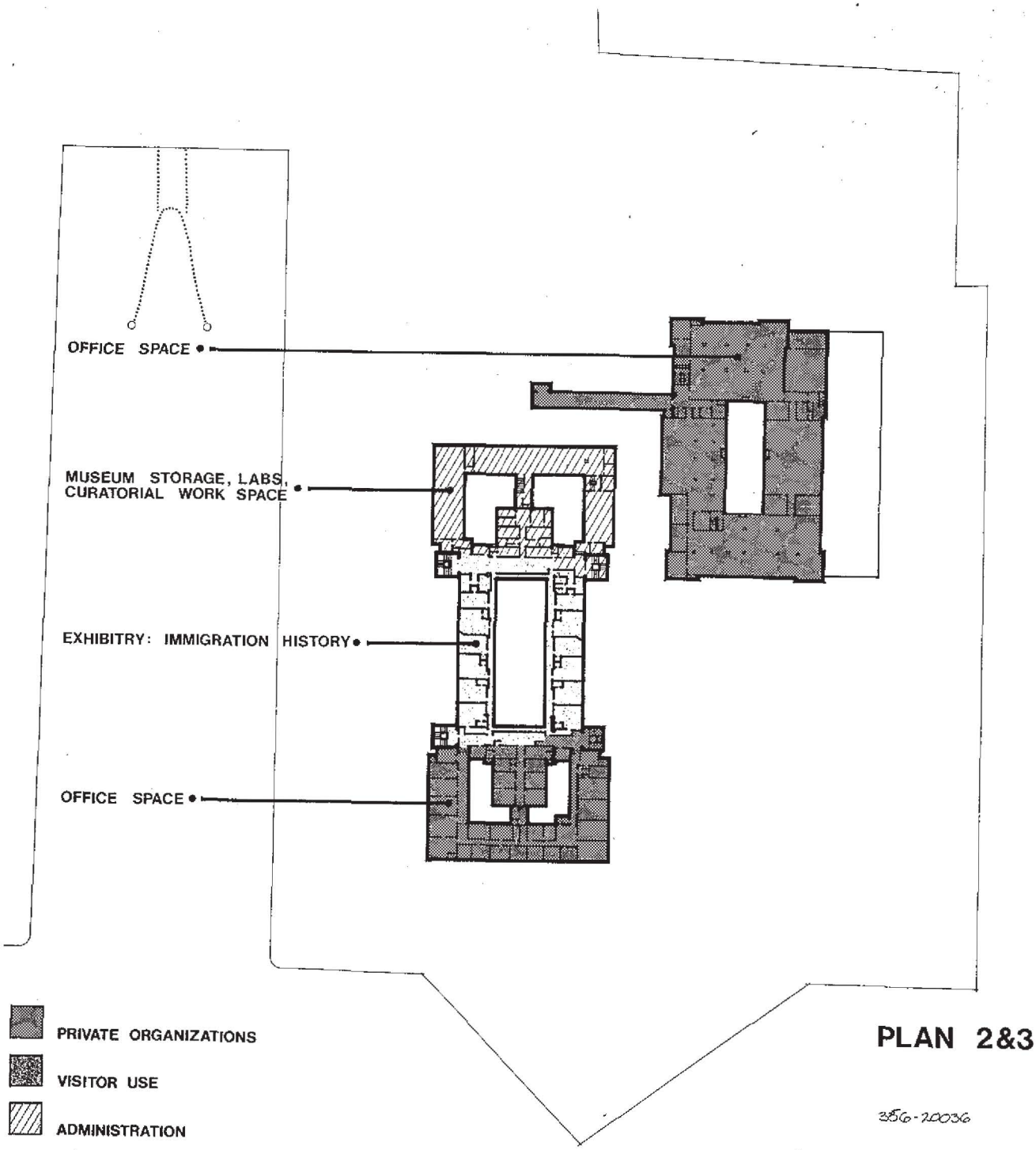
336-20037

SECOND FLOOR PLAN

60 0 60 180

MICROFILM

Published as 336/20037



PRIVATE ORGANIZATIONS

VISITOR USE

ADMINISTRATION

ELLIS ISLAND UNIT ONE
STATUE OF LIBERTY NATIONAL MONUMENT

PLAN 2&3

356-20036

THIRD FLOOR PLAN

60 0 60 120 180

ON MICROFI

Published as 336/20036

THE PLAN FOR LIBERTY ISLAND

The Statue of Liberty is a major national and international attraction, drawing large crowds of visitors from all over the nation and the world. The statue is one of the most consistently visited sites in the metropolitan region by both foreign and American tourists, and it receives well over 1 million visitors even in the slowest years.

Observations of visitor use patterns and conversations with visitors indicate that about half of the people who go to the island are interested in climbing to the statue's crown. This demand exceeds the physical capacity of the statue, often resulting in congestion. The capacity of the statue for people climbing to the crown is about 300-375 persons per hour, depending upon the heat conditions in the crown. This represents about 30 percent of total visitor use on an average summer day. Individuals may wait in line for 30 minutes to get in the elevator at the base, then get in another line that moves slowly from the sixth floor elevator landing toward the foot of the double helical stairway and then up the stairway to the crown. Each stairway is only wide enough for single-file, one-way ascent or descent. The line's rate of movement is controlled by each visitor's length of stay in the observation area in the crown, which controls the speed of movement up and down the stairways. On crowded days, the trip often takes several hours. Visitors purchasing ferry tickets at the Battery Park ticket booth or at Liberty State Park are unaware of the extent of the wait they might find at the monument.

To alleviate this chronic problem, an early warning system on the mainland will be established, together with a numbered ticket system at the Statue of Liberty. At the mainland orientation sites, prominent signs will communicate the current waiting time for the trip to the crown. Times will be continually adjusted as conditions change. Once on Liberty Island, visitors interested in ascending to the crown will receive a numbered ticket, for which no fee will be charged. The tickets will indicate to visitors at what time they will be allowed to make the ascent, freeing them to visit the American Museum of Immigration, tour the grounds of the statue, or if time allows, take the shuttle boat to Ellis and visit that historic site while waiting.

After 100 years of greeting vessels to the harbor, where the salt-air atmosphere is quite corrosive, the Statue of Liberty's copper skin and structural system are due for a thorough investigation. A study will be conducted to evaluate the structural requirements for both the internal system and the skin, and also the connections between the two systems. A concurrent study will be conducted to evaluate ways of improving access to the crown. Improved elevator technology as well as new configurations for the stairway will be explored to see if it is possible to improve access to the crown without significantly impacting the historic fabric of the statue or incurring undue cost. The structural rehabilitation study and the access study will be accomplished concurrently so that work on both projects can be scheduled to minimize inconvenience to park visitors.

TRANSPORTATION AND ORIENTATION

Visitors will continue to travel to Statue of Liberty National Monument by ferry, with service provided by Circle Line, Inc., under a concession agreement with the National Park Service. (Any lessee operating in the adaptive use zone on Ellis Island will provide for ferry service for patrons.) Visitors can embark from lower Manhattan or New Jersey for a trip to either island. On Manhattan, the small ticket office and a food concession, which are situated on Battery Park land under the jurisdiction of the New York City Parks Department, would have to be significantly expanded to add the proposed information system for visitors to the Statue of Liberty and to accommodate the increase in ferry service associated with tours of Ellis Island. Additional study is needed to evaluate the options for relocating the Manhattan terminal facilities to a more suitable site within the Battery area. Castle Clinton and the north cove at Battery Park City appear to be the most feasible sites, but additional information, particularly regarding the availability of sheltered orientation space and tour bus layover parking, will be required before a final proposal can be made.

New Jersey services currently operate from a bulkhead at the northern end of Liberty State Park, but it would be preferable to relocate them into, or at least nearer to, the Central Railroad of New Jersey (CNJ) ferry terminal. During the peak years of immigration, ferries regularly transported immigrants from Ellis Island to the CNJ rail lines. The terminal, which was badly deteriorated, is being rehabilitated by the state, and with minimal additional renovation it could provide ticketing space and orientation/information exhibits for Statue of Liberty and Ellis Island. Use of a portion of the building by the National Park Service under either a lease or cooperative agreement will be explored with the New Jersey Department of Environmental Protection. Signs will be posted at the New Jersey terminal, as at the Battery, showing current waiting times for ascending to the crown of the Statue of Liberty. Additional service to Gateway National Recreation Area may be possible from the terminal without affecting the safety and efficiency of the service to Liberty and Ellis islands.

The existing ferry schedule and fleet will be expanded to accommodate expected increases in visitor use as this plan is implemented. By the spring of 1986, an interisland shuttle service, designed for 200-400 passengers, will begin operations. This service will operate between the north dock on Liberty Island and the cove at Ellis Island (0.6 mile) approximately every 30 minutes.

By 1992, with preservation work completed for the Ellis Island centennial, a new routing system and schedule will be implemented. During the summer season, mid-June to mid-September, it is anticipated that service will be provided from Manhattan to Liberty Island (a distance of 2.1 miles) at 30-minute intervals, and to Ellis Island (1.3 miles) every 40 minutes. From Liberty State Park, ferries to Liberty Island (1.9 miles) will operate at 60-minute intervals and to Ellis Island (0.8 mile) every 40 minutes. The interisland shuttle will continue to operate at 30-minute intervals. Seasonal reductions in visitor use will be reflected in reduced

frequency of service during winter operations. Some independent service and some combined loop service will be provided during the off-peak season.

The expanded ferry schedule will require an ultimate fleet of six vessels. Four steel-hulled conventional draft ferries are currently utilized. These vessels have individual capacities of 1,035, 827, 450, and 450 passengers. In peak seasonal operation, the two large vessels operate between Manhattan and Liberty Island, one of the smaller craft operates between Manhattan and Ellis Island, and the other serves both islands from New Jersey. These vessels will be retained in service for the duration of their economic lives.

New vessels, except the shuttle, will be designed for nominal capacities of 800 and 400 passengers. The larger vessels will be of catamaran hull design and will be used on the New York routes. The smaller vessels will be of conventional displacement hull design and will be used on the New Jersey routes. The catamaran hull design is preferred as a more stable platform during loading and unloading. All new vessels will be designed to minimize loading and unloading dwell times and to minimize dredging requirements. Vessels designed for operation from the CNJ terminal might allow bow or stern loading in the former slip configuration as a means of minimizing dock dwell time. Consideration will be given to using a visually distinctive vessel for shuttle service between the islands.

The acquisition cost of an 800-passenger catamaran is estimated at $1 million (1980). The smaller 400-passenger vessel is estimated at $750,000, and a 200-passenger shuttle vessel is estimated at $600,000. Acquisition of new vessels will be made in accordance with growth of visitor demand for service to Ellis Island.

Under the new ferry schedule, and with the expanded fleet, the transportation system will be capable of delivering 2,000 passengers per hour to Liberty Island and 1,200 passengers per hour to Ellis Island from both New York and New Jersey. As occurs now at Statue of Liberty on pleasant summer days, visitors may tend to linger at Ellis Island into the late afternoon, and the last boat trips back to the mainland might have to handle a significant buildup of visitors. The ferry operator will be responsible for providing sufficient extra trips from the two islands to ensure every visitor the opportunity to get home in a reasonable amount of time.

PLAN IMPLEMENTATION

Looking forward to the centennials of the Statue of Liberty and Ellis Island, the National Park Service has as its goals the completion of the necessary structural repairs and access improvements at the statue and the preservation of the main buildings on Ellis Island by 1986, and the preservation of the entire Ellis Island complex by 1992. Such a major preservation effort is feasible if funds can be made available to meet planning and construction schedules.

It is anticipated that the Statue of Liberty/Ellis Island Centennial Commission will provide substantial funding--around $100 million--to support the National Park Service effort. The commission is chaired by Lee A. Iacocca, Chairman of the Chrysler Corporation. Members of the commission include

Russell E. Dickenson, Director, National Park Service
Bob Hope
Dolores Hope
Armen G. Avedisian, Chairman, The Avedisian Company
Marvin Davis, Chairman, Davis Oil Company
Douglas Frazier, President, United Auto Workers
Robert Goizueta, Chairman, Coca-Cola U.S.A.
Lionel Hampton, Musician
John W. Kluge, Chairman, Metromedia Television
Philip Lax, President, Ellis Island Restoration Commission
Nicholas H. Morley, Chairman, Interterra, Inc.
Peter G. Peterson, Chairman, Lehman Brothers, Kuhn, Loeb, Inc.
Philippe Vallery-Radot, President, French American Committee for the Restoration of the Statue of Liberty
Peter V. Ueberroth, President, Los Angeles Olympic Organizing Committee
Kent Barwick, Representative of the Mayor of New York City
Angier Biddle Duke, Representative of the Governor of New York State
Morris Pesin, Representative of the Mayor of Jersey City
T. Robert Zochowski, Representative of the Governor of New Jersey

A second major source of private funding could be a private enterprise selected to lease the buildings in the Ellis Island adaptive use subzone. Preservation work on those buildings is expected to also be completed by the lessee by 1992.

The estimated costs of the preservation work on Ellis Island are shown in the following table.

NPS Preservation Costs* for
Ellis Island
(millions of 1982 dollars)

Fixed Costs		
Utilities (sewer, water, electricity, and gas from New Jersey, plus distribution within unit 1)	$ 5	
Seawall (remaining work)	0.5	
Landscaping for unit 1	3	
Interpretive media	5	
Subtotal	$ 13.5	
Contingency Plan Costs		
Plan 1: Preservation of 250,000 sq ft within unit 1 @ $180/sq ft	$ 45	
Total (including fixed costs)	$ 58.5	
Plan 2: Preservation of 368,000 sq ft within unit 1 @ $180/sq ft	$ 66.5	
Total (including fixed costs)	$ 80	
Plan 3: Preservation of 368,000 sq ft within unit 1 @ $180/sq ft	$ 66.5	$ 66.5
Plus, at a minimum, stabilization of structures in unit 2	8	
Plus, at a maximum, preservation of structures in units 2, 3, and 4		41.8
Total (including fixed costs): a range of	$ 88 to	$121.8

*Amounts are gross costs, including professional services.

The following additional studies are proposed by the plan:

a complete structural investigation of the Statue of Liberty

a comparative analysis of alternative means of improving access for visitors wishing to ascend to the crown of the Statue of Liberty

a comparative analysis of alternative sites for the Manhattan ferry terminal, including Battery Park, Castle Clinton, and the north cove at Battery Park City

APPENDIX A: PLANNING AND CONSULTATION

The Statue of Liberty was included in the National Park System in 1933. A 1939 master plan for the monument guided a 20-year program for the redevelopment of Liberty Island for park use. In 1955, the American Museum of Immigration, Inc., and the National Park Service agreed to cooperate in the establishment and operation of the American Museum of Immigration in the base of the Statue of Liberty. The museum, which opened in 1972, is operated by the National Park Service under the terms of this agreement.

In 1965 Ellis Island was added to the monument by a presidential proclamation. The National Park Service completed its first master plan for Ellis Island in 1968. This plan authorized the ongoing work on the main building.

A special Ellis Island study was conducted in 1978 at the request of the secretary of the interior to identify additional management and use options for Ellis Island. This study incorporated alternative actions ranging from demolition of all but the main building (the proposals of the 1968 plan) to complete restoration of all the buildings on the island. The study has provided useful and valuable background data for the current planning project, but it has no official status.

The preparation of this first General Management Plan for both islands began in 1979. Following early consultation with designated advisors and consultants, an Analysis of Alternatives (environmental assessment) was prepared and published in December 1980. This document described the park environment, identified planning issues, presented alternative strategies for resolution of the issues, and analyzed the probable impacts of the alternatives. The preferred alternatives in that document called for only limited preservation and use of the historic Ellis Island buildings by the federal government, while maintaining the flexibility for a more extensive preservation program if additional federal or private funds became available. The major immigration structures were to be preserved, not restored, and used for public education and interpretive programs associated with the immigration story. The hospital buildings were to be stabilized externally, with no work to be done on their interiors unless private financing became available. The contagious disease complex was to be allowed to deteriorate. Even this relatively modest program was estimated to cost over $54 million. Preferred alternatives were also presented for implementing an early warning and ticket reservation system for visitors wishing to climb to the crown of the Statue of Liberty and for providing the mainland orientation services at Battery Park and the CNJ Railroad terminal.

Copies of the Analysis of Alternatives were distributed to interested groups and individuals, including the New York and New Jersey senators and congressmen, state legislators, and city officials. The following state and federal agencies reviewed the document:

Federal Agencies

Advisory Council on Historic Preservation
Department of the Army, Corps of Engineers
Department of Energy
Department of the Interior, Heritage Conservation and Recreation Service
Department of Transportation, Coast Guard
Environmental Protection Agency
General Services Administration

State Agencies

New York State Clearinghouse
New Jersey State Clearinghouse
New York State Historic Preservation Officer
New Jersey State Historic Preservation Officer

In addition, 1,000 copies of a summary of the document were mailed to interested individuals. A notice of availability of the Analysis of Alternatives was published in the Federal Register on December 22, 1980, and a schedule of public meetings was published in the Federal Register on December 31, 1980. The six public meetings were conducted in Brooklyn, New York, on January 20, 1981; in Jersey City, New Jersey, on January 21, 1981; in Manhattan, New York, on January 22, 1981; in Queens, New York, on January 27, 1981; in Newark, New Jersey, on January 28, 1981; and on Staten Island, New York, on January 29, 1981. Approximately 80 people attended the six public meetings, and about 200 additional individuals were introduced to the planning document at informal meetings during January and February of 1981. Written responses were received from 27 agencies and organizations and from 15 individuals.

The New York and New Jersey state historic preservation officers and the Advisory Council on Historic Preservation participated in the development of the plan from the beginning. As consultants to the planning team the two state historic preservation officers were invited to send representatives to a scoping meeting held on Ellis Island in July 1979, where issues were first identified and formulated. When the Analysis of Alternatives was in the draft stage, representatives of both state officers and of the Advisory Council met with National Park Service planners on Ellis Island to discuss the preferred alternatives and their impacts. Both at this stage and in subsequent review of the final Analysis of Alternatives, all three preservation agencies expressed their concern that significant, potentially useful historic buildings would be allowed to deteriorate further under the preferred alternatives.

In the course of public review, further support was voiced for making a greater effort to preserve the entire Ellis Island complex. Yet new budgeting constraints suggested that even the level of federal funding proposed in the preferred alternatives was unrealistically high. In searching for a solution to this dilemma, the direction of planning changed in the spring of 1981.

The National Historic Preservation Act amendments of 1980 had given the National Park Service authority to lease historic structures and to use the revenues for the preservation of historic structures in the National Park System. As adaptive uses of some buildings by the private sector became an attractive possibility, the outlook for preservation and interpretation of the major historic structures was further improved with the formation of the Statue of Liberty/Ellis Island Centennial Commission and its plans for intensive private fund-raising. In these circumstances, the National Park Service selected a planning approach for Ellis Island that differed significantly from the preferred alternatives identified in the Analysis of Alternatives.

The current plan for Ellis Island was set forth in a record of decision dated May 21, 1981, and amended on December 3, 1981. The record of decision also selected proposals for management of Liberty Island and for transportation and mainland orientation sites, which were the same as the preferred alternatives identified in the Analysis of Alternatives. (The current proposal for further evaluation of the site of the Manhattan mainland terminal may result in a decision to relocate the facility, which would require an amendment to the record of decision.) The record of decision documented the regional director's finding that the implementation of these proposals was not a major federal action having significant impact on the human environment and that an environmental impact statement would not be prepared. It was left to this General Management Plan to set forth the details of the planning approach selected in the record of decision.

A request for proposals for adaptive use of the Ellis Island structures was issued by the National Park Service in December 1981. Responses were numerous and enthusiastic. The final selection of an approved proposal will be made by the National Park Service in September 1982.

Proposals for structural rehabilitation and the opportunity for concurrently improving access to the crown of the Statue of Liberty are recent additions to the plan. Ongoing engineering surveys have revealed structural problems and fabric deterioration that will be thoroughly investigated and repaired with money that has been made available in anticipation of the 1986 centennial of the statue's dedication. This work, like the preservation work on the Ellis Island structures, will be accomplished in full accordance with National Park Service policies and the "Cultural Resources Management Guideline" (NPS-28).

The General Management Plan will be reviewed by the New York and New Jersey state historic preservation officers and by the Advisory Council on Historic Preservation, and a memorandum of agreement regarding implementation of the plan will be executed by these parties and the National Park Service. This process, followed by adherence to NPS-28 as

the cultural resources actions are carried out, will constitute compliance with section 106 of the National Historic Preservation Act, as amended.

An Interpretive Prospectus for Ellis Island was prepared by Harpers Ferry Center and approved in June of 1982. The prospectus outlines interpretive proposals which can be implemented on an interim basis, makes recommendations for additional research, and identifies opportunities and options for long-term development. These options provided the framework for the interpretive proposals incorporated in the General Management Plan. More detailed interpretive planning will be provided by Harpers Ferry Center in the next few months.

Document Summary

The following documents are on file at Statue of Liberty National Monument headquarters on Liberty Island, New York:

Master Plan for Ellis Island (June 1968)

Ellis Island Study (1978)

Analysis of Alternatives (Environmental Assessment) for the General Management Plan (December 1980)

*Record of Decision (May 1981, amended December 1981, includes a summary of the public review of the Analysis of Alternatives and a Finding of No Significant Impact)

Request for Proposals (December 1981)

Interpretive Prospectus (June 1982)

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*The record of decision is reprinted in appendix B.

United States Department of the Interior

NATIONAL PARK SERVICE
Statue of Liberty National Monument
Liberty Island
New York, New York 10004

May 21, 1981

IN REPLY REFER TO:
L7617
NAR(PEC)

Memorandum

To: Regional Director, North Atlantic Region

From: Superintendent, Statue of Liberty National Monument

Subject: Record of Decision, Finding of No Significant Impact, General Management Alternative Selection, Statue of Liberty National Monument, New York - New Jersey

Background

Two small islands in New York Harbor form Statue of Liberty National Monument. Liberty Island bears the Statue of Liberty, one of the world's great monuments, symbolizing freedom to generations of immigrants and visitors. Nearby, Ellis Island was the first federal immigration station, through which millions of immigrants passed into the currents and later the mainstream of American life. These islands offer the visitor an opportunity to take a thoughtful look at a symbol of our heritage and to gain a better appreciation of the hardships and accomplishments of the American immigrant.

Each island has very different problems. Liberty Island is too small to accommodate everyone who wants to come--more than 14,000 people on some days. Visitors often have to wait in long lines for several hours to climb to the statue's crown. Meanwhile on Ellis Island, more than 30 historic buildings sit abandoned, and a determination must be made as to which historic structures should be preserved, how they might be used, and how interpretive, educational, and recreational programs could be established for the visitor. Transportation is another issue. A number of combinations of ferry routes could be instituted, including service from New York and New Jersey to both islands and shuttle service between the islands. Also, mainland orientation centers are needed to help visitors plan their trip to the islands.

CONSERVE AMERICA'S ENERGY

During the past five years, the National Park Service has invested several million dollars at Ellis Island, chiefly to stabilize and make weathertight the main building that served as the principal processing area for the immigrants and to repair the seawall that saves the man-made island from being washed away by the sea. Other buildings on Ellis Island continue to deteriorate, and almost none of the island's 650,000 square feet of interior space is usable without major investments in building stabilization and preservation.

In 1979 the National Park Service undertook to develop a plan for Statue of Liberty National Monument in order to guide management and development efforts and to serve as a basis for funding requests to be made to Congress. A document, entitled "Analysis of Alternatives (Environmental Assessment) for the General Management Plan, Statue of Liberty National Monument, New York/New Jersey," was completed in December 1980. 275 copies of this document were distributed to interested groups and individuals, including the New York and New Jersey United States Senators, local Congressmen, local state legislators, local city governments, and concerned state agencies. In addition, 1000 copies of a summary of the document were also distributed to the public. Availability of the document was published in the Federal Register of December 22, 1980, and notification of six public meetings was published in the Federal Register of December 31, 1980.

The six public meetings were conducted in Brooklyn, New York, on January 20, 1981; in Jersey City, New Jersey, on January 21, 1981; in Manhattan, New York, on January 22, 1981; in Queens, New York, on January 27, 1981; in Newark, New Jersey, on January 28, 1981; and on Staten Island, New York, on January 29, 1981. Approximately 80 people attended the six public meetings and about 200 additional individuals were introduced to the planning document at informal meetings during January and February of 1981. Written responses were received from 27 agencies and organizations and from 15 individuals. An analysis of this public review is included in the Appendix.

Statement of Selected Alternative

The selected alternative for Statue of Liberty National Monument reflects a concern for fiscal responsibility and energy costs, as well as a commitment to preserve as much of Ellis Island as possible so that present and future generations may share the experience associated with the Nation's immigration heritage. It differs significantly from the "preferred alternative" identified in the Analysis of Alternatives in that the entire complex on Ellis Island will be preserved and public access will be expanded to more than a third of the island.

Within Unit 1 of Ellis Island, the Main Building, Baggage and Dormitory Building, and Kitchen and Laundry Building will be preserved and interpreted. Exterior appearance will not be altered, but an extensive program of repair, already underway, will be carried out. In repairing the buildings, every

effort will be made to preserve existing materials; those that have deteriorated beyond the point of repair will be replaced in kind. No attempt will be made to recover the interior configurations of the buildings at an earlier period, for the physical alterations made over the years have significance in their own right.

Most of the interior space of these three buildings will be devoted to interpretation of two main themes: the immigrant experience at Ellis Island, and the broader concept of immigration to America. Visitors on guided or self-guided tours will be able to follow the route of the arriving immigrants and learn about their diverse reasons for leaving their homelands, the hardships of passage, and the experience of registering at Ellis Island. The story will be told in broad terms, attempting to convey the collective experiences of immigration rather than focusing on any specific period of time. Interpretive exhibits will be set up in some of the rooms. Historic photographs and original film footage will be used to illustrate how the island appeared when it was an active immigration station. Exhibits might include computerized ships' manifests identifying each immigrant by date of entry and other relevant information. Some original furnishings will also be exhibited, but no rooms will be entirely refurnished. To a large extent, interpretation will rely on visitors' imaginations to recreate images from the past. Space will also be available for administration and management functions and for museum support purposes including collection storage and museum staff offices.

The selected alternative for the rest of the historic building complex on Ellis Island -- the support structures in Unit 1, the Main Hospital in Unit 2, the Contagious Disease Wards in Unit 3, and the WPA structures in Unit 4 -- is preservation and adaptive use. Rather than use the structures for park purposes, the National Park Service will issue a "Request for Proposals" to the private sector for the preservation and reuse of these buildings. If a proposal is accepted, the Park Service will enter into a contractual arrangement with the respondant for a term commensurate with the undertaking. If no proposal is accepted, the National Park Service will implement the preferred alternative identified in the Analysis of Alternatives -- stabilization of the structures in Unit 2, and retention of those in Units 3 and 4.

Proposals elicited under the Request for Proposals may involve private undertakings, both for profit and not for profit. They could involve commercial, manufacturing, light industrial, office, or similar functions, or combinations of these kinds of functions. No uses would be excluded as long as they were legally compatible, non-polluting, and in scale and form commensurate with continued visitation to the island and the visitor's experience of the Ellis Island story. Proposals would be particularly welcome that offered some linkage in concept or execution with the immigration theme or that suggested ways in which the Park Service and the proposer might cooperate in an activity or undertaking that would be supportive of or would enrich the Ellis Island visitor's experience.

All buildings and grounds on Ellis Island, except the Main Building (including the Railroad Ticket Office), the Baggage and Dormitory Building, and the Kitchen and Laundry Building, will be included in the proposals. The proposals will cover the preservation of the exterior facades of these buildings, the interior adaptive use of them, and the preservation of the grounds. Preservation of the exterior facades and grounds will be carried out in accordance with the National Park Service standards. The National Park Service will exercise no controls over internal changes or modifications (except that any interior changes in the staff house on Island 3 -- the residence -- will require National Park Service approval), other than to be assured such changes do not endanger the structural integrity of the building(s). All buildings and grounds included in the proposal will be maintained in accordance with National Park Service standards. Under unusual or compelling circumstances, proposals may suggest the external modification or even demolition of one or more structures, if the overall plan makes such changes essential. The National Park Service will also permit preservation of the exterior facade of a building, without internal rehabilitation or use, as long as the building's structural integrity is maintained. New structures could also be proposed, providing they are necessary to the plan, are architecturally compatible, do not exceed the heights of nearby structures, and do not change the overall historic scene in the vicinity of the ferry slip.

The ferryboat Ellis Island can not be restored at a reasonable cost and reconstruction of it is inconsistent with National Park Service policy. Its wooden superstructure will be removed and discarded, and the metal hull will be left on the bottom of the slip. Some dredging may be required to submerge the hull completely so that it will not be a hazard to navigation. Any fittings or other materials valuable for interpretation will be salvaged. from the superstructure.

The preservation and active use of the buildings on Ellis Island will create the need for an effective transportation and communication system linking Ellis Island, Liberty Island, and mainland orientation sites in Manhattan and Jersey City. It is expected that visitor use at the two islands will tend to equalize as Ellis Island is developed as a major visitor attraction. New interpretive programs at the immigration station will complement the ongoing programs at the Statue of Liberty, providing an incentive for many more people to visit both islands, and they will also attract a new group of visitors independent of the statue. This anticipated pattern of use warrants independent ferry service to both islands and shuttle service between them. The sailboat environmental education program, begun on an experimental basis in 1979, has been terminated.

At the mainland orientation sites, visitors will learn about the opportunities available on the islands and how much time they should allot for the different activities, allowing them to plan the most satisfying experience possible. The selected mainland sites for visitor orientation -- the existing Battery Park facility and the CNJ terminal -- will allow for the provision of needed orientation services while keeping facility development and operations costs to a minimum.

Other than the provision of a numbered ticket system for visitors wishing to climb to the statue's crown, no change in programs is proposed for the Statue

of Liberty. Advance warning of crowded conditions at the statue and the numbered ticket system should reduce congestion without having to implement a more costly and complicated reservation system. Expansion of some functions of the American Museum of Immigration into space on Ellis Island will not change the museum exhibits and programs at the statue, but will take advantage of the empty buildings on Ellis to provide needed work space for the museum.

In general, the impacts of the selected alternative on the cultural resources of Statue of Liberty National Monument will be beneficial. The Statue itself will be unaffected by the new proposals for Liberty Island. It will continue to be visited heavily, and will require vigilant maintenance. On Ellis Island, the preservation and interpretation of the three major structures in Unit 1 will adequately provide for visitors' understanding of the immigration experience, since these were the only buildings most immigrants ever entered. Preservation work on these structures might disturb or destroy archeological remains. Preservation will require stabilization of the buildings' structural columns, which will necessitate some excavation at the bases of the columns in an area that was the site of a military installation throughout most of the 19th century. This is probably the only area on Ellis Island where a significant archeological record is to be found, since the rest of the island was created by landfill between 1890 and 1934. Disturbances to archeological remains would be avoided as far as possible by surveying prior to excavation and by monitoring. Unavoidable effects would be mitigated by study and recording.

Under the best of circumstances, the issuance of a Request for Proposals to the private sector will result in the external preservation and adaptive use of the rest of the building complex on Ellis Island. Interior space will probably be substantially altered. Under unusual or compelling circumstances, demolition of some structures or limited new construction might be allowed in an accepted proposal. The impacts resulting from such changes to the historic scene would be controlled thorugh National Park Service guidance, careful review of designs for new structures, and full recording of structures to be demolished.

Summary of Alternatives Considered

1. Treatment and Use of Ellis Island Structures

Alternatives were developed for each of five "planning units" or geographic sections of the island. The range of alternatives considered for Units 1-4 included preservation and use, stabilization of building exteriors, retention of structures with no exterior or interior work, and demolition. The high costs of a total preservation strategy were identified, while the increasingly serious impacts of stabilization (which does not protect building interiors or provide for long-term preservation), retention (which results in the eventual loss of structures), and demolition were assessed. The benefits to public understanding of Ellis Island's history that would result from preserving the entire Ellis Island complex were made clear.

For Unit 5 -- the ferry boat and dock -- removal of the sunken ferry was the only action considered as the collapsed state of the boat admits to no other reasonably economical solution. For the dock, the alternatives of stabilization and interpretation, reconstruction of the original docking facility, removal of the existing dock, and construction of a new docking facility were considered. The impacts of losing the historic dock were measured against the difficulty of stabilization and the high cost of reconstruction or new construction (See Analysis of Alternatives, pp. 35-56).

During the public involvement process, this issue of how to treat the Ellis Island structures received more attention than any other issue addressed in the plan. The "preferred alternative" identified in the Analysis of Alternatives, which would have resulted in the preservation and use of major immigrant service and support structures in Unit 1, exterior stabilization of the Main Hospital Buildings in Unit 2, retention of the Contagious Disease Wards and the WPA buildings in Unit 3 and 4, respectively, and removal of the ferry and stabilization of the ferry dock in Unit 5, were generally well received. However, many individuals expressed a desire to see the entire complex at Ellis Island preserved and voiced disappointment that under the preferred alternative, public access would be limited to only one third of the island. This same view was expressed by the New York and New Jersey State Historic Preservation Officers and the Advisory Council on Historic Preservation during consultations with these parties conducted in compliance with Section 106 of the National Historic Preservation Act. Two organizations felt that the preferred alternative was too ambitious, and one individual recommended large-scale demolition of structures other than those in Unit 1 (See Summary of Public Involvement, pp. 1-6).

2. Alleviation of Crowding at the Statue of Liberty

Several approaches to the solution of this chronic problem were considered. Using an early warning system, signs would be located at the Manhattan and New Jersey boat ticket booths to advise visitors of waiting times to climb to the crown. In addition, a numbered ticket system would operate at the Statue of Liberty to allow visitors to estimate their waiting times, and engage in other activities during that period. Under a computerized reservation system, visitors could reserve a climbing time from either one of the park's mainland information centers, the Statue, Ellis Island, or one of several convenient locations in Manhattan and New Jersey. If no action were taken, the existing crowded conditions would persist, resulting in frustration, inconvenience, and even safety problems for visitors. The high costs of a computerized reservation system were measured against the effectiveness of such a system, and the early warning system was identified as the preferred alternative. There was little public reaction to the issue (See Analysis of Alternatives, pp. 57-58).

3. Expansion of the American Museum of Immigration

Three courses of action were considered and analyzed: expansion of AMI functions to Ellis Island as appropriate sections of the island are rehabilitated; expansion of AMI functions to a site in Manhattan that would also serve as a visitor orientation and information center for the National Monument; and no expansion. Under the latter alternative, the facilities for collection storage, curation, research, and administration would remain cramped and inadequate. Expansion of museum functions to the mainland would require costly development of a major facility in Manhattan. Expansion to Ellis Island, on the other hand, would provide an appropriate use for some of the large available space in the historic buildings (See Analysis of Alternatives, pp. 59-60).

Most of the individuals who responded to the Analysis of Alternatives supported the preferred alternative, expansion of exhibitry and other museum functions to Ellis Island. The American Museum of Immigration, Inc., supported Castle Clinton in Manhattan over Ellis Island as a site for expansion (See Summary of Public Involvement, p. 4).

4. Transportation and Mainland Orientation Centers

Three major factors were considered: Mainland orientation centers in Manhattan and New Jersey, ferry routes, and vessels.

Manhattan orientation sites examined were the existing ticket booth area in Battery Park, Castle Clinton National Monument, Pier A, and the Battery Maritime Building. The latter two sited would involve acquisition and major rehabilitation of historic structures, and would be extremely costly. While Castle Clinton is already in National Park Service ownership, it is an important historical resource in itself and its use as a mainland orientation center would require modifications that would seriously affect its historical integrity. At the ferry ticket booths in Battery Park, kiosks would be erected and manned by Park Service staff to provide needed information without a major facility. This was the preferred alternative.

The New Jersey sites considered were all located in Liberty State Park: the park visitor center, the small ticket booth at the southern end of the park, and the restored railroad terminal at the northern end. The ticket booth would not provide enough space to incorporate orientation and information exhibits. Either the visitor center or the railroad terminal would provide adequate space; however, the railroad terminal has the advantage of holding a historical connection with Ellis Island, and this was the preferred alternative (See Analysis of Alternatives, pp. 61-67).

Three new ferry routes were examined: independent service to each island with a shuttle between the two islands (the preferred alternative), combined loop service to both islands, and direct service to Liberty Island with a shuttle to Ellis Island. The first of these provides the most comprehensive service, allowing visitors maximum flexibility and convenience in planning their trips. With loop service, visitors would have to take longer ferry trips to reach their destination. The third alternative would be the most inconvenient for visitors, requiring a two-stage trip for those wishing only to visit Ellis Island, and delivering an increasing number of visitors to an already overcrowded Liberty Island. The existing ferry route, independent service to both islands from Manhattan and New Jersey, was also examined. The absence of an inter-island shuttle would inhibit visitors' use of both elements of the National Monument (See Analysis of Alternatives, pp. 67-71).

The existing fleet of conventional hull ferries could be retained, replaced with new catamaran hull vessels, or augmented with some new catamarans while allowing some conventional ferries to remain in use. New catamaran vessels would be larger than the existing ferries and would have the advantages of shallow draft and a more stable platform. Loading and

unloading times would be speeded up if catamaran vessels were brought into use. However, the costs of total replacement of the existing fleet would be very high. The preferred alternative was development of a fleet of both conventional and catamaran hull ferries (See Analysis of Alternatives, pp. 61-76).

Those individuals who responded to the Analysis of Alternatives had no comments on vessel type and were pleased with the preferred alternative of independent service to each island with an inter-island shuttle. On the issue of mainland orientation sites, several individuals and organizations felt that Castle Clinton National Monument should be the Manhattan site, because of its historical association with immigration and the increased opportunities for orientation services that it would allow as opposed to the kiosk at Battery Park (See Summary of Public Involvement, pp. 1,3).

5. Docking Facility for Environmental Education Program

The National Park Service considered terminating the sailboat environmental education program or retaining the program with modification. All alternatives for continuing the progress assumed the construction of a new docking facility at the work dock on Liberty Island. The sailboat could travel between the Battery and the Statue of Liberty, as in the experimental program, or conduct harbor trips from the Statue, departing from and returning to the work dock on Liberty Island. The trip could be expanded to Ellis Island as well as Liberty, in which case a new docking facility would also be constructed at the work dock area on Ellis Island. This was the preferred alternative. Some recreational and educational benefits would result from continuing the program in one of the three proposed forms, but high development costs would be incurred (See Analysis of Alternatives, pp. 77-78).

There was no significant discussion of this issue in the public involvement process.

Reasoning

During the public involvement process, the concern was expressed that as much as possible of Ellis Island be preserved. The National Park Service believes that the total preservation of the island is tightly linked to finding a utilitarian use for the structures within the private sector. Therefore, the Park Service has decided to seek private sources to preserve and use the structures contained within Units 2, 3, and 4 on Ellis Island. This approach will allow the Park Service to fullfill more fully its mandate to preserve the island in a fiscally responsible manner.

As previously stated, the need for action at Ellis Island is obvious. If no action is taken, the structures will continue to deteriorate, and eventually they will be beyond the point of possible preservation.

No significant lasting impact on the natural environment surrounding or proximal to Liberty and Ellis Islands is anticipated as a result of the alternative selected. The only potential impact would be air or water pollution, and this would be avoided by ensuring that all heating and electrical generating systems and all sewage treatment systems feature state-of-the-art pollution abatement equipment and that all effluents meet applicable city, county, state, and federal regulations. If, during the specific design work for any new systems, potential environmental impacts become apparent, an environmental assessment will be performed on the design study, followed by an environmental statement if necessary.

Exact elevations of the 100-year and 500 year floodplains at Liberty and Ellis Islands have not been determined by the U.S. Army Corps of Engineers. Before implementation of any proposals described in the selected alternative, the National Park Service will carry out a survey to determine 100-year and 500-year flood levels and to determine and locate any areas of the islands or their structures which may be below those levels. If such areas do exist, the National Park Service will act to mitigate the possibility of flood damage according to Executive Order 11988 as, obviously, the structures on the islands cannot be relocated. However, some necessary functions, such as electrical generation and sewage treatment, could be relocated.

No effects on the natural or beneficial values of the floodplain will be realized through implementation of any of the alternatives. Federal actions on Liberty and Ellis Islands are not subject to state or local floodplain regulations.

In compliance with Section 106 of the National Historic Preservation Act, the New York and New Jersey State Historic Preservation Officers and the Advisory Council on Historic Preservation were consulted as each issue was identified and the various alternatives were developed for Statue of Liberty National Monument. A Memorandum of Agreement will be signed with these parties regarding the implementation of the selected alternative as identified in this Record of Decision. No resource manipulation will be undertaken before the Memorandum of Agreement is secured.

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Finding of No Significant Impact

The selected alternative, as described in the Record of Decision above, would not have appreciable effects upon the environment. Therefore, this management plan does not constitute a major federal action that would have significant impacts on the human environment and an environmental impact statement will not be prepared.

Concurred: Steven H. Lewis
Acting Regional Director
North Atlantic Region

David L. Moffett
Superintendent
Statue of Liberty
National Monument

Enclosures: Analysis of Alternatives for the General Management Plan
Summary of Public Involvement

United States Department of the Interior
NATIONAL PARK SERVICE
Statue of Liberty National Monument
Liberty Island
New York, New York 10004

IN REPLY REFER TO:

December 3, 1981

L7617

Memorandum

To: Regional Director, North Atlantic Region

From: Superintendent, Statue of Liberty National Monument

Subject: Amended Record of Decision, Finding of No Significant Impact, General Management Alternative Selection, Statue of Liberty National Monument, New York - New Jersey

Background

A Record of Decision detailing the alternative selection process for the management of the Statue of Liberty and Ellis Island was recorded on May 21, 1981. Subsequently, the National Park Service decided to change the selected alternative slightly. This memorandum describes this change and the reason it is being made.

Selected Alternative, Including Change

The selected alternative for the management of the Statue of Liberty National Monument is identical to the selected alternative described on pages 2-5 of the May 21, 1981 memorandum, with the following change:

> The National Park Service will preserve and interpret only part of the second floor of the Baggage and Dormitory Building and part of the second floor of the Kitchen and Laundry Building. The remainder of these two buildings will be available for preservation and adaptive use by the private sector on the same basis and under the same terms as the rest of the historic building complex on Ellis Island is. However, the use by the private sector of the remainder of these two buildings, as well as other buildings in Unit 1, will be at the option of the respondent.

Reasoning for Change in Selected Alternative

Subsequent to issuance of the May 21, 1981 memorandum, the park service has found the fiscal environment within the federal government has changed and a more cost effective and modest approach to

the management of Ellis Island than originally decided upon seems appropriate at the present. This change in the selected alternative will increase the amount of space available for utilitarian use by the private sector, but will not decrease the visitor's experience on Ellis Island, since the interpretive tour would not have utilized the first floors of either the Baggage and Dormitory Building or the Kitchen and Laundry Building.

- -

Finding of No Significant Impact

The aforementioned change in the selected alternative would have no appreciable effects upon the environment. Therefore, as previously determined in the May 21, 1981 memorandum, this management plan, as amended, does not constitute a major federal action that would have significant impacts on the human environment and an environmental impact statement will not be prepared.

Superintendent
Statue of Liberty
National Monument

Concurred: 12/4/81
Acting Regional Director
North Atlantic Region

Enclosure
Record of Decision, Finding of No Significant Impact Memorandum dated May 21, 1981

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FILE COPY

September 3, 1982
L7617
(NAR-PC)

Statue of Liberty NM & Ellis Island

DSC RECORD COPY

Memorandum

To: Regional Director, North Atlantic Region

From: Superintendent, Statue of Liberty

Subject: Amended #2 Record of Decision, Finding of No Significant Impact, General Management Alternative Selection, Statue of Liberty National Monument, New York--New Jersey

Background

A Record of Decision detailing the alternative selection process for the management of the Statue of Liberty and Ellis Island was recorded on May 21, 1981. Subsequently, the National Park Service in consultation with the New York and New Jersey State Historic Preservation Officers and the Advisory Council on Historic Preservation decided to pursue an alternative procedure for compliance with Section 106 of the National Historic Preservation Act of 1966. This memorandum describes this change and the reason it is being made.

Procedural Change

The environmental compliance process of the Statue of Liberty General Management Plan is identical to that outlined in the Record of Decision (May 21, 1981) with the following change being applied to comply with Section 106:

> The General Management Plan for the Statue of Liberty will be implemented following final submittal of the plan to the New York and New Jersey State Historic Preservation Officers and the Advisory Council on Historic Preservation in accordance with the 1981 amendment to the Programmatic Memorandum of Agreement.

Reason for Change in Procedure

The New York and New Jersey State Historic Preservation Officers and the Advisory Council on Historic Preservation were involved and their ideas and suggestions were considered throughout the planning process for this plan. Both agencies were invited to a scoping meeting held on Ellis Island in July, 1979, and when the initial Analysis of Alternatives was produced, representatives from both

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state offices and of the Advisory Council met on September 10, 1980, and in December, 1980, with National Park Service planners to discuss the preferred alternatives and their impacts. All parties were also kept informed during the development of the request for proposals and a draft of the revised General Management Plan was informally submitted to all three offices on July 6, 1982, with a request for comments. Because there were no objections or comments to the plan from these parties and because all had been involved in the planning process from the beginning, final processing of the plan in accordance with the Amendment to the Programmatic Memorandum of Agreement dated September 11, 1981, was determined to be the most expedient and appropriate procedure for complying with Section 106 of the National Historic Preservation Act.

Finding of No Significant Impact

The aforementioned change in the consultation process would have no appreciable effects upon the environment. Therefore, as previously determined in the May 21, 1981, memorandum, this management plan as amended does not constitute a major federal action that would have significant impacts on the human environment and an environmental impact statement will not be prepared.

(S) DAVID L. MOFFIT
Superintendent
Statue of Liberty National Monument

(SGD.) STEVEN H. LEWIS

Concurred: _____ Date: 9/3/82
for Regional Director
North Atlantic Region

Enclosure
Record of Decision, Finding of No Significant Impact Memorandum dated May 21, 1981
cc:
DSC, G.Wall, Leg. Comp.
STLI, Supt.
NARO, D.Clark
project file

DPitcaithley:id 9-3-82

As the nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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