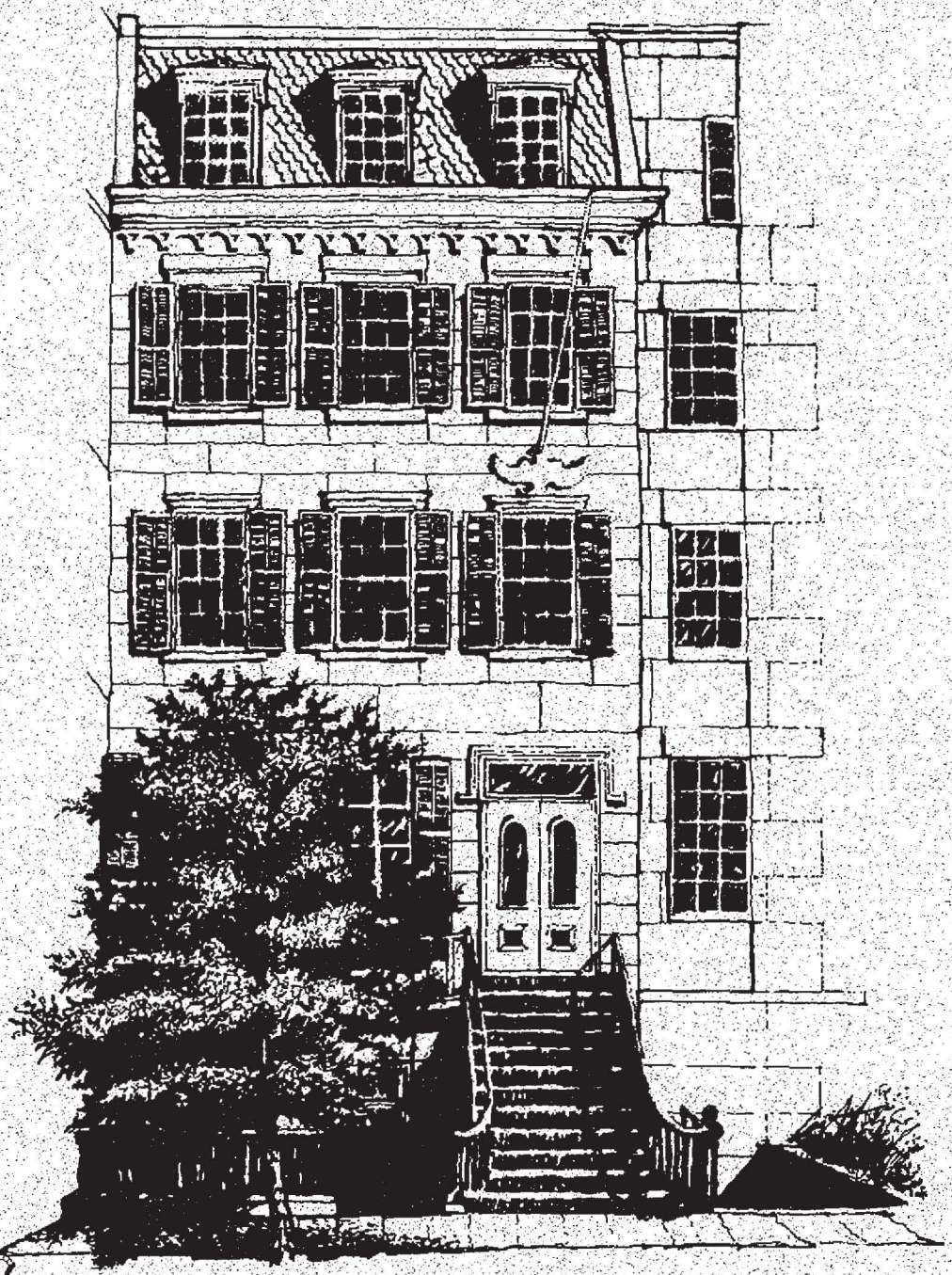
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Site Specific Draft
General Management Plan
Environmental Impact Statement



NATIONAL PARK SERVICE
DEPARTMENT OF THE INTERIOR

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MANHATTAN SITES

Castle Clinton National Monument, Federal Hall and General Grant National Memorials, and
Saint Paul's Church and Theodore Roosevelt Birthplace National Historic Sites
New York and Westchester Counties, New York

Alternatives for future management and use of each of the sites listed above are presented and analyzed in this document. Under each site there is a "no-action" alternative that presents a continuation of existing trends and management, meets the minimum requirements, and provides a basis to evaluate the other alternatives.

At Castle Clinton National Monument the three alternatives range from continuing existing conditions (alternative 1), to providing a new structure for Statue of Liberty/Ellis Island ticketing sales outside of the fort (alternative 2), to constructing a roofed structure inside and over the old fort walls and providing an auditorium and seating for performances and more operational space (alternative 3). Alternative 2 would have the least impact on the structure; alternative 3 would have major impacts on the structure (but not the 1811 stone walls). At Federal Hall National Memorial the three alternatives range from continuing existing management (alternative 1), to preserving and restoring the structure and installing a visitor information center (alternative 2), to converting the use of Federal Hall exclusively to the public and for collection storage, with a state-of-the-art visitor information center and the relocation of offices to another facility (alternative 3). Alternative 2 would have positive impacts for site interpretation and positive and negative impacts on the physical structure. Alternative 3 would impact site management. At General Grant National Memorial the three alternatives range from providing for the rehabilitation, security, and maintenance of the structure and site (alternative 1), to restoring the structure and site to the original design intent of the architect and continuing interpretation through handbooks and occasional costumed interpreters (alternative 2), to preserving the tomb and site as they are and building a visitor center in the pavilion across Riverside Drive (alternative 3). Alternative 1 would continue to limit the visitor experience, alternative 2 would impact the structure and site and require acquisition of city property, and alternative 3 would have few structural impacts on the structure and site, allow for more interpretation than alternatives 1 and 2, and would require acquisition of city property. At Saint Paul's Church National Historic Site the two alternatives range from continuing the interpretive programs and existing site management through the cooperators (alternative 1), to changing park management to the National Park Service with assistance from the cooperating association and renting a facility for curatorial storage and preservation work (alternative 2), which would impact site management. Under alternative 1, without funding for a consistent preservation maintenance program, site resources would deteriorate. At Theodore Roosevelt Birthplace National Historic Site the three alternatives range from continuing interpretation and site and resource preservation and interpretation, (alternative 1), to installing a central air-conditioning system and a closet elevator from the third to fourth floor (alternative 2), to installing a central air-conditioning system and a modern elevator to all four floors (alternative 3). Under alternative 1 part of the collection would remain without adequate temperature and humidity control and the fourth floor would remain inaccessible to visitors with disabilities. Under alternative 2 some historic fabric would be damaged, but the collection would have environmental controls. Under alternative 3 there would be substantial impacts on the original design and fabric of the building, but the collection would have atmospheric controls.

For more information about this document, contact Superintendent Joseph T. Avery of Manhattan Sites, 26 Wall Street, New York, NY 10005 (212-825-6990). The review period for this document ends May 31, 1996. All review comments must be received by that time and should also be addressed to the superintendent, Manhattan Sites, at the above address.

United States Department of the Interior • National Park Service • Denver Service Center

SUMMARY

INTRODUCTION

Six national park system properties in New York comprise the administrative unit known as the Manhattan Sites. They are Castle Clinton National Monument; Federal Hall, General Grant, and Hamilton Grange National Memorials; and Saint Paul's Church and Theodore Roosevelt Birthplace National Historic Sites. Since the early 1970s these sites have been administered by one NPS superintendent and individual site managers.

Castle Clinton National Monument is a fort that was built on landfill as an island at the southern tip of Manhattan between 1808 and 1811 as part of a coastal defense system to protect the United States against renewed hostilities by Great Britain. Landfill was later added to the fort to connect it with historic Battery Park, which was used to defend New York City until the American Revolution. Castle Clinton National Memorial was authorized on August 12, 1946 (60 Stat.997).

Federal Hall National Memorial, on Wall Street, commemorates the site of the inauguration of George Washington as the nation's first president (1789), the site of the first capital of the United States, the meeting place of the first U.S. Congress, and the site of prerevolutionary activities. These activities included the Stamp Act Congress (1765) and trial of John Peter Zenger (1735), which contributed to the establishment of the principal of freedom of the press. The existing structure was also once used as a subtreasury. Federal Hall was designated as Federal Hall Memorial National Historic Site on May 26, 1939, and was approved and changed to Federal Hall National Memorial on August 11, 1955 (69 stat. 632).

Hamilton Grange National Memorial, in Harlem, was the home (1802-04) of Alexander Hamilton, first secretary of the U.S. Treasury, one of the authors of the *Federalist Papers*, architect of the treasury system of the federal government, and lieutenant colonel and aide to Gen. George Washington during the American Revolution. Hamilton Grange National Memorial was authorized on April 27, 1962 under Public Law 87-438 (76 Stat.57).

Saint Paul's Church National Historic Site, in Westchester County, New York, is an 18th century church that reflects some of the events that were important in the development of the nation. It served as a hospital during the American Revolution and has a churchyard containing the graves of 90 soldiers of the revolution. Saint Paul's Church National Historic Site was designated on July 5, 1943, and authorized in 1978 under Public Law 95-625 (title V, sec. 504).

Two presidential sites, Theodore Roosevelt's Birthplace National Historic Site (in the Gramercy Park area) and General Grant National Memorial (in Harlem), commemorate the contributions of these two great Americans to the growth of the nation. Theodore Roosevelt Birthplace National Historic Site was authorized on July 25, 1962, under Public Law 87-547 (76 stat. 217). General Grant National Memorial was dedicated in 1897. The legislature approved transfer of the property from the Grant Monument Association and the city of New York to federal ownership in 1956. The site was accepted by Congress on August 14, 1958, and placed under the management of the National Park Service on May 1, 1959, by Public Law 85-659 (72 stat. 614).

The purpose of this *General Management Plan/ Environmental Impact Statement* is to analyze and evaluate five of these sites: Castle Clinton, Federal Hall, General Grant, Saint Paul's Church, and Theodore Roosevelt Birthplace. Due to immediate restoration concerns at Hamilton Grange, the *Final General Management Plan and Environmental*

Impact Statement for Hamilton Grange (NPS 1995c) was completed separately.

The five separate plans in this document for each site will provide management guidance for issues and concerns related to the historic structures and their associated cultural and natural resources. Alternative concepts for future management and use of the sites are presented. These alternatives reflect a range of different strategies for meeting the purposes of the individual sites and examine the staff and funding that would be required to implement the actions of the alternatives presented.

As part of each site's *General Management Plan*, an environmental impact statement (in compliance with the National Environmental Policy Act) evaluates potential impacts of implementing the alternative actions. Subsequent development actions undertaken to implement the selected alternative concept would be preceded by site-specific compliance procedures that would tier on this document.

The following is a summary of the alternatives and major impacts for each site.

CASTLE CLINTON NATIONAL MONUMENT

Alternative 1

Alternative 1, a "no-action" alternative, describes a continuation of existing management, meets minimum requirements, and provides a basis to evaluate the other alternatives. Under this alternative NPS operation, management, and preservation maintenance would continue as it is. The fortification appearance and interpretation of the structure would continue, although exhibits would be upgraded. Ticket sales operations for the Statue of Liberty/Ellis Island would continue to be in the fort, but efforts would be made to improve ticket sales management. Ropes and stanchions would be added to help define the ticket lines. Restrooms would be upgraded, although the capacity would remain the same.

This alternative would result in minimal change to the site and no impacts on the walls of the 1811 fortification or national register qualities of the structure. The site would continue to function primarily as a ticketing facility, and the negative impacts on visitor experience and services, mostly because of the ticket sales crowds, would continue. The restrooms would continue to be overcrowded and in need of repair. There would be no additional impacts on the local community or the economy. Staffing would continue to be inadequate for the full operation of the site and crowd control for ticket sales. This alternative would have more impacts than alternative 2 because of the numbers of people in the structure but would have fewer impacts than alternative 3.

Alternative 2

Alternative 2 would preserve the structure and would relocate the ticket sales outside the structure — by moving the kiosks from the structure to a location outside the fort, using the existing ticket facility that is outside the fort, or building a new facility outside the fort. This would provide more visitor use and interpretive space inside the fort (without the crowds / ticket lines associated with ticket sales) and room for additional exhibits, which would allow enhanced interpretation and visitor experience. Automated ticket sales at various sites throughout the city would also be an option for improving ticket sales management. Restroom facilities would be upgraded, although the capacity would remain the same.

This alternative would not impact the original fortification walls, national register qualities of the structure, or the 1970s restoration of the fortification period. Constructing a new ticketing facility outside the fort could have a minimal impact on the site, depending on the location of the structure,

which would be mitigated through design and careful site location. Depending on the location, the landscape could change slightly. Limited city park land in Battery Park would be used if a new structure is built. Using the existing kiosks or the existing ticket facility outside the fort would have very little impact. The number of visitors to the site might be reduced (without the people wanting tickets to the statue and Ellis Island) but could also increase because visitors might want to see the site for the site itself and the improved/new exhibits and interpretation. Restroom facilities would continue to be overcrowded. The actions of this alternative would create the least amount of impact on the fort structure and would have positive impacts on the visitor experience.

Alternative 3 (Preferred)

This alternative, the National Park Service's preferred alternative, would involve the construction of a roofed structure inside the fort walls that would leave the 1811 walls in place and provide an auditorium and seating for performances and more exhibit and operational space. The new structure would be designed to accommodate uses consistent with the Castle Garden era (1823-55) and permit the development of the site's fullest uses as a setting for interpretive and performance programming. Restroom facilities would be expanded, and ticket sales would be accommodated. If the ticketing function were relocated from the Castle Clinton structure, the options for location would be the same as in alternative 2. With enhanced interpretive media, interpretation would focus on the entire history of the site. More staff and funding for operations would be needed.

The actions of this alternative would have major impacts on the use and appearance of the structure — removing the 1970s reconstruction materials — but would not permanently impact the 1811 stone walls of the fort. There would be impacts on the New York City skyline from some viewpoints, but with careful design the impacts on the overall historical integrity of the structure and its surrounding area would not be adverse. (The existing fort is a reconstruction.) More visitors would probably be drawn to Battery Park and the new entertainment options and the social and cultural activities and interpretive exhibits.

Visitation to the site would probably be the highest under this alternative. The quality of the visitor experience and the extent of the overall impacts would be greater than in alternatives 1 or 2.

FEDERAL HALL NATIONAL MEMORIAL

Alternative 1

Under this no-action / minimum requirements alternative the management and use of the site would continue as it currently exists, housing park and cooperator offices as well as collections storage. The emphasis on interpretation and school programs would continue. Some exhibits would be upgraded and/or relocated. The physical structure would continue to be monitored for structural integrity. After a study of structural needs, the building would be preserved and restored. Actions would be taken to repair and rehabilitate the structural components that have deteriorated.

The actions of this alternative would have the least impact of the three alternatives on the historic fabric and the structure. Subway movement and building settling would continue to impact the structure. The visitor experience would be somewhat improved because of improved media.

Alternative 2 (Preferred)

With the installation of a visitor information center and the addition of exhibits and other interpretive media (such as film, interactive videos, graphics, artifacts, and tours), interpretation of the site would be the main

focus of this alternative. The visitor center would provide interactive exhibits and information about nationwide national park system sites. Alternative 2 would have positive impacts on the interpretation of the site and the visitor's understanding of its history, mainly through more effective use of interior space. After a study of structural needs, the building would be preserved and restored. Actions would be taken to repair and rehabilitate the structural components that have deteriorated. Subway movement and building settling would continue to impact the structure.

This alternative would introduce new elements that would impact the physical structure. Funding and staffing levels would need to be increased. This alternative would cause more impacts on the structure than alternative 1 but less than alternative 3.

Alternative 3

This alternative would convert Federal Hall exclusively to public use and would offer extensive interpretation. Visitors would have the opportunity to learn the full history of the site and the associated key events in the development of the nation. The NPS and cooperator staff offices would be relocated to a rented facility. A state-of-the-art NPS visitor information center would be created, with interactive exhibits portraying the history of Federal Hall, information on other national park system sites, and exhibits, videos, graphics, and other interpretive media would be added or improved. Storage for the curatorial collection would be expanded, and an auditorium/lecture space would be created in space on the third floor. After a study of structural needs, the building would be preserved and restored. Actions would be taken to repair and rehabilitate the structural components that have deteriorated.

This alternative would create the most impacts on site management, partly because of the relocation of offices. Visitor experience would be greatly enhanced. Subway movement and building settling would continue to impact the structure. Site staffing and funding would have to be increased. This alternative would have the greatest impact on the structure and site.

GENERAL GRANT NATIONAL MEMORIAL

Alternative 1

The no-action alternative would continue existing management trends and meet minimum requirements. Under this alternative the National Park Service would continue with the security, rehabilitation, and maintenance of the structure and site. Access to the main level for mobility impaired visitors would be provided, and exhibits would be updated. No public restrooms would be added, and the mosaic sculptured seating would be retained in place. Site security would continue with use of an overnight guard service. No additional staff would be needed, and operational funding would not be substantially increased.

This alternative would have positive effects on the historic fabric; the structural repair work would improve the overall condition of the structure, helping in its continued preservation and future maintenance. The visitor experience would continue to be somewhat limited. This alternative would have the least impact on the structure and the site.

Alternative 2

Under this alternative the tomb and Riverside Park area around the tomb would be restored to the original design intent of the architect, John H. Duncan. This would require the removal of architectural changes that have been made to the structure and site since their original construction, including the mosaic sculptured seating, and the removal of many landscape elements,

such as the sycamore trees planted in the 1930s (if further study shows there would be no impacts on the endangered peregrine falcon from removing these trees). Interpretation would be through occasional costumed interpreters and handbooks because the visitor contact desk and book sales area would be removed. Although the original design did not provide accessibility to physically impaired people, access to the main level would be provided for visitors who are mobility impaired. This alternative would require acquisition of city property.

The actions of this alternative would cause major impacts on the structure and site. Architectural elements, some of which are more than 50 years old, would be removed from the structure, and the landscaping and finished plaza area would also be removed (if allowed). The mosaic sculptured seating would be relocated to Claremont Park, just north of the tomb, and would undergo preservation treatment. This alternative would have the most impact on the structure and site.

Alternative 3 (Preferred)

Actions under this alternative would preserve the tomb and site and most of the changes that have been made since it was constructed. Moreover, a new visitor center would be built in the pavilion across Riverside Drive. (City property would have to be acquired for the plaza area, ellipse, visitor center (pavilion), and temporary tomb site.) This would allow for the solemnity of the interior of the tomb to remain; interpretation, which would be expanded, would be relocated to the visitor center. Tomb access for the mobility impaired would be to the main level only. Enhanced security would include a fence and lighting. Staffing would have to be increased.

Although the area has been previously disturbed, it is not known if any archeological resources would be impacted. An archeological survey would be completed before construction to determine if resources exist. Increases in visitor use could impact local traffic patterns, both temporarily and permanently, with the installation of a controlled traffic signal. The lack of parking for cars and buses could become a problem. However, the visitor experience at the tomb would be significantly improved.

The development of the tomb visitor center in combination with other actions such as the development of the Strivers Center Project and Harlem Pier and the restoration of Hamilton Grange (if promoted by the National Park Service and the city) could help stimulate tourism and bring associated economic benefits to the Harlem area. These development activities, in combination, have a greater chance of stimulating the local economy than each development opportunity separately. Additional costs for services such as police protection, graffiti removal, street cleaning, and promotional efforts would also be incurred.

This alternative would have fewer impacts on the structure and site than alternative 2 and would allow for more interpretive opportunities than alternatives 1 and 2.

SAINT PAUL'S CHURCH NATIONAL HISTORIC SITE

Alternative 1

The no-action alternative would continue the existing management of the site through the cooperator (the Society of the National Shrine of the Bill of Rights at Saint Paul's Church, Eastchester, Inc.). The site would meet minimum requirements and be maintained and preserved with available funding. School and interpretive programs would continue as they currently exist, although wayside exhibits would be added. An ethnographic overview and assessment would be done.

The actions in this alternative would not create major impacts on the site. However,

without funding for a consistent preservation maintenance program, the resources could deteriorate. Also, a few onsite artifacts would continue to be stored within the floodplain, although steps would be taken to lessen these impacts when an adequate structure could be found. This alternative would have a greater impact on the resources but less of an impact on the cooperative management of the site than the preferred alternative.

Alternative 2 (Preferred)

Implementing this alternative would result in a change of management for the site. The National Park Service would be responsible for the management of the site, and the cooperator would provide support staff and volunteers. An in-depth, onsite, historical research program would be established, an ethnographic overview and assessment would be done, and historical materials related to the site would be assembled and preserved. The curatorial artifacts would be assembled and preserved in a nearby rented or acquired facility, out of the floodplain; there would be adequate climate control and security, support for the weight of the gravestones, and room for conservation work. The carriage house would provide space for research, administrative, and maintenance facilities.

The entire site would be enclosed with a compatibly designed perimeter fence to provide site security and deter vandalism. The National Park Service would develop new exhibits and would continue tours that reflect the full range of the interpretive themes and provide an educational background for visitors. New exhibits would be developed, and school group and other tours would be continued, with NPS staff relating the site's history. This alternative would result in greater impact on the management of the site than alternative 1.

THEODORE ROOSEVELT BIRTHPLACE NATIONAL HISTORIC SITE

Alternative 1

This no-action / minimum requirements alternative would continue the preservation of the site and its resources, including its impressive curatorial collection. Interpretation would remain unchanged. Exhibits would have proper preservation treatment, and the adverse impacts of the climatic conditions on the collection would be reduced. Portable humidification equipment would help preserve the collection. Window air-conditioners (in the rear) would continue to be used to provide better temperatures for the collections and structure and would also increase visitor and staff comfort. A ramp would be installed at the front of the house to allow wheelchair users unassisted access to the ground level. However, the fourth-floor auditorium would remain inaccessible to visitors with physical disabilities. An ethnographic overview and assessment would be done.

This alternative would not impact any architectural or structural features (except the ramp). However, the curatorial collection would continue to be stored at less than ideal humidity and temperatures. There would be no new impacts on the quality or quantity of visitor use and experiences.

Alternative 2 (Preferred)

There would be an enhancement of the programs and facilities at the site with the rehabilitation of the basement level information / sales desk and restrooms. The installation of a central air-conditioning system under this alternative would provide comfort to visitors and staff, as well as protection to the collection. A museum-standard climate control system would be installed for the collection storage area. Furthermore, the site would be made accessible with the installation of the ramp described in alternative 1 and a closet

elevator from the third to the fourth floor. The exhibits would remain as they are, and additional exhibits and publications would be developed. The library on the third floor would be restored in part to its 1923 appearance using original furnishings, and a resource and educational center of site-related archival materials would be developed in the library. An ethnographic overview and assessment would be done.

The quality of the visitor experience would be improved under this alternative. This alternative would impact some historic fabric with the installation of the air-conditioning system and the closet elevator. Impacts would be reduced by careful design and installation. The collection would have proper climate controls, which would delay deterioration.

Alternative 3

A modernized elevator through the entire structure up to the fourth floor auditorium would be installed under this alternative (requiring an addition to the rear of the building for the elevator shaft), making it accessible to all visitors. The installation of the elevator would require major alterations of two period rooms. A central air-conditioning system, with a museum-standard climate control system in the collection storage area, would also be installed. Additional exhibits and publications would be developed. The second-floor library would be restored in part to its 1923 appearance using original furnishings, and a resource and educational center of site-related archival materials would be developed. An ethnographic overview and assessment would be done.

The quality of the visitor experience would be greatly improved. This alternative would have a substantial impact on the historic design and fabric of the building. Several elements of the original design would be removed to allow space for the elevator and renovate the library, install the air-conditioning systems, and add interior space. This alternative would have more adverse impacts on the site than the other alternatives. However, there would be beneficial impacts on the museum collections and its storage space and exhibits.

THE NEXT STEP

The public review and comment period for this draft document will be 60 days. Public meetings will be held during the comment period. Comments on the draft plan will be summarized, and the appropriate changes will be made to the document in response. Various elements of the preferred alternative and other alternatives might be modified to address comments. A *Final General Management Plan / Environmental Impact Statement* will then be issued, which will become an approved plan 30 days after a record of decision is issued. The *Final General Management Plan / Environmental Impact Statement* will include agency and organization letters and responses to all substantive comments.

Comments on or questions about this *Draft General Management Plan / Environmental Impact Statement* must be received by May 31, 1996, and should be addressed to

Superintendent Joseph T. Avery
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New York, NY 10005
(212-825-6990)

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INTRODUCTION

Six national park system properties in New York make up the NPS administrative unit known as the Manhattan Sites. They are Castle Clinton National Monument; Federal Hall, General Grant, and Hamilton Grange National Memorials; and Saint Paul's Church and Theodore Roosevelt Birthplace National Historic Sites (see Manhattan Sites and Region map). Together, these six sites represent over 300 years of this country's history. Since the early 1970s these sites have been administered by one NPS superintendent with site managers (see appendix A).

Five of the six sites are in the borough of Manhattan in New York City, a highly urbanized metropolis. Manhattan is an island bordered by the East River on the east, the Hudson River on the west, the upper New York Bay to the south, and the Harlem River and the Bronx to the north. Castle Clinton National Monument is on the southernmost tip of Manhattan, in Battery Park. Federal Hall, the first capitol of the United States, is less than 0.5 mile north in the Wall Street district. Further north, on East 20th Street, is the reconstructed birthplace and boyhood home of Theodore Roosevelt. General Grant is memorialized in a tomb in Riverside Park in upper Manhattan on a bluff overlooking the Hudson River. Approximately 1 mile northeast from General Grant's tomb is Hamilton Grange National Memorial, the only home that Alexander Hamilton owned.

Saint Paul's Church National Historic Site, the only site outside Manhattan, is in the city of Mt. Vernon in Westchester County north of Manhattan. The events in New York City that led to the establishment, growth, and development of our national government constitute the theme of the Manhattan Sites.

Castle Clinton National Monument is a fort built between 1808 and 1811 as part of a coastal defense system to protect the United States against renewed hostilities by Great Britain. It adjoins the historic Battery which defended New York City from its founding until the American Revolution.

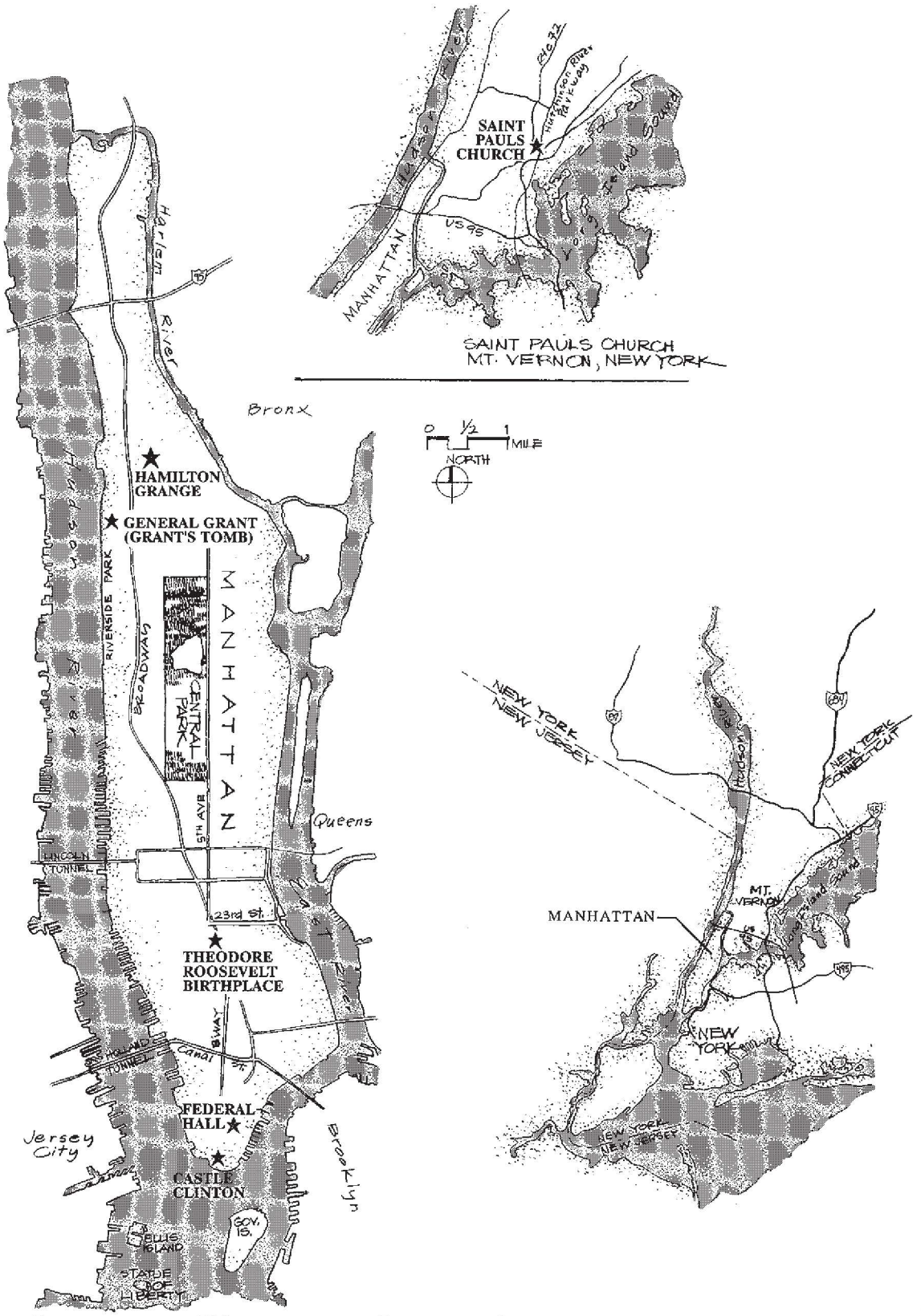
New York City was the capital of the nation for nearly six years, from 1785 to 1790. The Confederation Congress met at Federal Hall from 1785 through 1788. The first Congress of the United States met at this location from March 1789 until August 1790. Federal Hall National Memorial also commemorates the site of the inauguration of George Washington as our first president (1789), the site of pre-revolutionary activities including the Stamp Act Congress (1765), and the trial of John Peter Zenger (1735), which contributed to the establishment of the principal of freedom of the press.

Hamilton Grange National Memorial was the home (1802–04) of Alexander Hamilton — first secretary of the U.S. Treasury, author of the *Federalist Papers*, architect of the federal system of government, lieutenant colonel and aide to General Washington during the American Revolution.

Saint Paul's Church National Historic Site is an 18th century church that served as a hospital during the American Revolution. The churchyard contains the graves of soldiers of the revolution and almost every other war that involved the United States.

Two 19th century presidential sites, Theodore Roosevelt's Birthplace National Historic Site and General Grant National Memorial, which commemorate the contributions of these two great Americans to the growth of the nation, complete the park.

Because all six sites are unified by their contributions to the development of the country and common interpretive themes, this document proposes the introduction of legislation to Congress to change the name of the Manhattan Sites to Manhattan / New York Sites National Historical Park. This new



Manhattan Sites and Region

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name is suggested as a more appropriate name than Manhattan Sites because it identifies the historical unity shared by these six sites. It is immediately apparent that these are historical resources, not natural, scenic, recreational, or other.

The common theme linking these sites is that they commemorate individuals or events that have contributed to the development of the ideals and operations of American government.

As the nation's first capitol, Federal Hall was the focal point of the struggle to create the democratic republic that had been made possible by the American Revolution and foreseen in the United States Constitution.

Hamilton Grange was the home of Alexander Hamilton, one of the leaders in the creation of a strong national government and architect of a sound federal fiscal policy.

Saint Paul's Church served a community defining its own need for self-government during the 17th and early 18th centuries, then becoming part of the battle ground for American independence.

Castle Clinton was built to defend the nation's hard-won independence and later became an emigrant reception center to provide assistance to new Americans.

Grant's tomb honors the man who helped to preserve the Union during its hour of greatest trial and later, as president, sought to ensure the right of all people of color to participate in the democratic process.

Theodore Roosevelt's birthplace commemorates the man who led America onto the world's stage as one of the great powers while also championing the preservation of America's historic and scenic resources.

The network of nationally significant sites sprinkled throughout the greater New York City area finds its focus in linked historical events and interpretive themes. These themes would carry visitors through history — from the earliest days of the European landing in New York through the developing colonial period, the Revolutionary War, and subsequent founding and growth of the young nation. Tying together a core network of NPS interpretive literature, tours, and site presentations would offer visitors a comprehensive picture of our national continuum from a perspective unlike any other in the country.

PURPOSE OF AND NEED FOR THE PLAN

Although managed as one administrative unit, each of the sites was established by Congress at different times between 1939 and 1978.

- Castle Clinton National Monument was authorized on August 12, 1946.
- Federal Hall National Memorial was designated as Federal Hall Memorial National Historic Site on May 26, 1939 and was approved and changed to Federal Hall National Memorial on August 11, 1955.
- General Grant National Memorial was dedicated in 1897. The legislature approved transfer of the property from Grant Monument Association and the city of New York to federal ownership in 1956. The site was accepted by Congress on August 14, 1958, and placed under the National Park Service on May 1, 1959.
- Hamilton Grange National Memorial was authorized on April 27, 1962.
- Saint Paul's Church National Historic Site was designated on July 5, 1943, and authorized in 1978.
- Theodore Roosevelt Birthplace National Historic Site was authorized on July 25, 1962.

The purpose of the *General Management Plan* for these sites is to guide the overall management, development, resource conservation, and use of each site. The plans

present alternatives for the preservation and development of each site and analyze the impacts of implementing each alternative. The preparation of these documents complies with NPS policy and PL 95-42, which require the preparation of a general management plan for every park unit of the national park system. These plans are usually revised every 10 to 15 years.

Hamilton Grange National Memorial was originally included in this *General Management Plan.* However, structural problems that posed an imminent threat to visitors and the resource required that planning for Hamilton Grange proceed ahead of the other five sites. The *Final General Management Plan/Environmental Impact Statement* for Hamilton Grange was released to the public in March 1995 (NPS 1995).

LEGISLATIVE DIRECTION

The legislative directions for each of the individual sites (see appendix B) provide no specific directions for the management of the sites. In addition to each site's legislative purposes, NPS *Management Policies* (chap 8:1) direct that "To the extent practicable, the National Park Service will encourage people to come to the parks, and to peruse inspirational, educational, and recreational activities related to the resources found in these special environments" and that "the use of the parks will be essentially resource based but nonconsumptive of resources. Consumptive uses of park resources, whether renewable or nonrenewable, will be allowed only where specifically authorized." Consumptive uses include those that are destructive or wasteful of the sites' resources. These policies guide recommendations for visitor experience and public use in all of the alternatives presented in this document.

The *General Management Plan* and subsequent management will follow the direction of other applicable federal, state, and city statutes and regulations. Federal laws guiding administration of all units within the national park system include the following:

National Park Service Organic Act of 1916, which established the National Park Service and mandates that it "shall promote and regulate the use of federal areas known as national parks, monuments, and reservations . . . by such means and measures as conform to the fundamental purpose of said parks, monuments, and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."

An amendment to general NPS authorities, the **Redwood National Park Act**, directs that within the national park system,

> authorization of activities shall be construed and the protection, management, administration . . . shall be conducted in light of the high public value and integrity of the national park system and shall not be exercised in derogation of the values and purposes for which these areas have been established.

National Environmental Policy Act (NEPA), which declares that it is the policy of the federal government to "preserve important historic, cultural, and natural aspects of our national heritage." Title I of this act requires that federal agencies plan and carry out their activities "so as to protect and enhance the quality of the environment." Major federal actions, such as this *General Management Plan* for the Manhattan Sites, require environmental impact statements.

National Historic Preservation Act, which requires federal agencies that have direct or indirect jurisdiction over undertakings to consider the effect of those undertakings on national register properties and allow

the Advisory Council on Historic Preservation an opportunity to comment.

Other federal laws may apply and must be considered. Furthermore, the state and city of New York have many statutes that dictate the management of cultural and natural resources.

MANAGEMENT ISSUES TO BE ADDRESSED IN THE PLAN

A number of issues and concerns have been identified that impede the realization of the purpose, significance, and management objectives for the Manhattan Sites as a whole and for each individual site. These issues are based, in part, on obstacles that have arisen in managing the sites and have been supplemented by public comment at the open house meetings during which the preliminary alternatives for site development were presented (see "Consultation and Coordination" section). Concerns that pertain to all the sites are discussed below. Additional site-specific issues are addressed in the individual plans for each of the five sites.

Staffing

Manhattan Sites has a history of rapid turnover of career employees, which is primarily attributable to noncompetitive federal government salaries, the high cost of living, and the difficulty of finding satisfactory, affordable housing. The difficulty in attracting and retaining qualified career personnel adversely affects all facets of site management and visitor services.

Maintenance Organization

Most equipment and materials for custodial services are stored at the individual sites. The building maintenance and repair staff is centrally located at Federal Hall in lower Manhattan. The geographic separation between the sites and the resulting travel times are inefficient and may result in inefficient maintenance practices. Additional staff and adequate maintenance space at each site are required.

Facilities for Storage of Collections

Museum collection storage facilities and space at all sites are currently being evaluated by regional office staff. Space allocation for collection storage should be enhanced at all sites. Although improvements have recently been implemented for storage areas, improved environmental controls are needed. Furthermore, a facilities management plan is needed for the park sites.

Security and Fire Suppression Systems

The security systems at Federal Hall and Theodore Roosevelt Birthplace were upgraded in 1991. These sites are protected by an extensive monitored alarm system. The remaining sites also have alarm systems but are more prone to vandalism due to their locations. The adequacy of these systems should be evaluated.

Visitor Experience

Interpretation at the sites is limited, and interpretive opportunities are not fully implemented because of inadequate staffing and facilities. Informational/directional signs at most of the sites and on local streets and highways are insufficient. Some of the sites are not fully accessible to visitors with disabilities.

Local Issues

Because the Manhattan Sites are in a large urban area, park management must address many situations that are inherent in urban settings. Castle Clinton, Federal Hall, and General Grant are, at times, impacted by the

presence of the homeless, who mostly use the sites for shelter overnight and during inclement weather. Management strategies must be developed and implemented that would more effectively address these issues.

RELATIONSHIP OF THIS PLANNING EFFORT TO CITY, STATE, AND PRIVATE PLANNING EFFORTS

Planning efforts by city and state agencies continually occur within New York City. Some of these current planning projects within the areas of Castle Clinton and Federal Hall may directly or indirectly involve these sites. Discussed below are some current planning efforts conducted by the New York City Department of Parks and Recreation.

Pier A

Near Castle Clinton, the New York City Department of Parks and Recreation has developed plans to renovate Pier A in conjunction with the state and other local and federal agencies. The renovation will include a visitor center, restrooms, and shops for visitors and residents. The visitor center will present information on a conceptual park known as Harbor Park, which will include as many as 15 or 20 different federal (including national park system sites), state, local, and private parks or developments along New York Harbor.

NPS representatives have been involved in an advisory capacity in planning for the pier. The renovation plans could help alleviate current problems with distribution of information regarding the Manhattan Sites and the lack of adequate restroom facilities at Castle Clinton and in Battery Park.

Heritage Trails New York

Heritage Trails New York is currently a composite of four walking tours in lower Manhattan that lead visitors to the monuments of downtown Manhattan's rich architectural and cultural heritage. Heritage Trails distributes information and trail guides at Federal Hall, along with a video overview of the trails. Beginning at Federal Hall, visitors can go south to Battery Park and Castle Clinton, east from Wall Street to the South Street Seaport, north to Broadway, City Hall, and the Brooklyn Bridge, or west to Trinity Church and the World Trade Center. The purposes of the trails are to help increase public awareness of Wall Street and its surrounding environment and highlight the historical events and places related to the development of our nation. These heritage trails are being sponsored by major institutions, organizations, governments, and private individuals in downtown Manhattan.

Battery Park Conservancy

The Battery Park Conservancy has plans to upgrade Battery Park and its facilities. A visitor center is proposed through the development of Pier A, along with additional restrooms. An effort is being made to preserve the elements of the landscape and upgrade the security, maintenance, and custodial activities throughout the park.

The conservancy is a nonprofit, educational corporation founded to educate others about the historical importance and significance of Battery Park and New York City, as well as to improve the general conditions and quality of visitor experience in the park. The immediate goals of the group are to revitalize the park and to expand the functions of Castle Clinton as a cultural center for lower Manhattan. Towards this end, the Conservancy has been working with numerous federal, state, and local agencies, such as the National Park Service, as well as other public and private groups to gain support and coordinate proposed development plans (Pier A proposed redevelopment, for example).

STRUCTURE OF THIS DOCUMENT

The *General Management Plan / Environmental Impact Statement* for each of the five Manhattan Sites is presented separately in the following pages. Each plan includes site-specific information on purpose and significance, issues and concerns, interpretive themes, and proposed alternatives for development and use, a description of site-specific cultural, natural, social, and economic resources, when applicable, and an evaluation of the potential impact of each alternative on these resources. Cumulative impacts are also discussed by site.

Several sections contain information that pertains to all five of the Manhattan Sites. Descriptions of cultural resources and natural resources, including climate and air quality, and introductory information on the socioeconomic environment, visitor use, and transportation are presented in the "Overall Affected Environment" section. This data should be used to supplement the resource data provided in each individual plan / impact statement. Also, the "Overall Management Actions" section describes management actions that would be taken under any alternative in any of the following five plans. The sections on consultation and coordination, compliance with federal, state, and local laws, supporting appendixes, and references — which apply to all sites — are provided at the end of the document.

The following resource information is a general synopsis of resource information available for the collective Manhattan Sites. Site-specific resource information is presented for each individual unit under its management plan discussion.

CULTURAL RESOURCES

The six sites that comprise Manhattan Sites — Castle Clinton National Monument, Federal Hall, General Grant, and Hamilton Grange National Memorials, and Saint Paul's Church and Theodore Roosevelt Birthplace National Historic Sites are all listed on the National Register of Historic Places. Only one of the sites, Hamilton Grange, is a national historic landmark. All of these sites represent different, yet interwoven periods of history that led to the growth of our nation. The cultural resources of each of these sites (except Hamilton Grange) are discussed in depth under each individual management plan in this document. (The associated resources at Hamilton Grange are described in a separate *General Management Plan* [NPS 1995c] due to immediate structural and preservation concerns.)

NATURAL RESOURCES

Climate

The New York City metropolitan area is in the path of most storm and frontal systems that move from west to east across the North American continent. Because most storms come from the west, the city has higher temperatures in summer and lower temperatures in winter than would normally be expected in a coastal area.

Although continental influences are dominant, oceanic effects are also present, with local sea breezes occasionally moderating the afternoon heat in summer and adding to the warming effect of the heat generated by the city in the winter. The small average daily variation in temperature attests to the influences of the ocean.

Average yearly temperature varies from a low of 46.9° F to 62.2° F. High and low average temperatures occur in July (85° F) and January (26° F), respectively. Average relative humidity varies yearly between 75% and 80% in the early morning hours throughout most of the summer and early fall. Precipitation averages 44 inches annually.

Vegetation

All of the sites are within the urban setting of New York City and its suburbs. Within this context the vegetative resources of the Manhattan Sites are indicative of a landscaped and manicured setting. The greatest assemblage of vegetation species is found at Saint Paul's Church, with its 6 acres of open space. Conversely, Federal Hall contains the least amount of vegetation of any of these sites due to its built environment. The vegetation management at General Grant Memorial is under the jurisdiction of the city. Vegetation associations are typical of landscaped sites containing grassy areas interspersed with various trees such as ash, elm, locust, mulberry, Norway maple, red maple, and wild cherry. Numerous invasive and landscaped nonnative plant species such as crabgrass and the tree of heaven can be found at most of these sites.

Wildlife

Similar to the vegetation species, wildlife populations at the Manhattan Sites reflect the urban environment. Most of these species use the park environments for their habitat needs. Many of these individuals depend on human interactions, either as a food source

(feeding of animals or availability at trash receptacles) or for the shelter opportunities provided by the historic structures. Wildlife species that are common throughout these parklands include numerous bird species such as pigeons, starlings, English sparrows, and sea gulls. The small mammal population includes species such as the Eastern gray squirrel *(Genera citellus)*, house mouse *(Mus musculus)*, and the Norway rat *(Rattus norvegicus)*. Other wildlife considerations include an abundant insect population including ants, spiders, beetles, cockroaches, and silverfish. Numerous nonnative species of wildlife (including insects and small mammals) can be found at each of the sites.

Threatened and Endangered Species

There are no known federal or state listed or proposed endangered or threatened species under U.S. Fish and Wildlife jurisdiction at either Saint Paul's Church or Theodore Roosevelt Birthplace National Historic Sites, except for occasional transients. None of the park habitats are considered critical for these species by that agency.

Consultation with the U.S. Fish and Wildlife Service field office in New York and the Significant Habitat Unit of the New York Department of Environmental Conservation revealed documented sightings of the peregrine falcon *(Falco peregrinus)*, a federal and state listed endangered species, within the vicinity of Castle Clinton National Monument and Federal Hall and General Grant National Memorials.

Water Resources and Wetlands

All of these park sites are in heavily urbanized areas that contain no water resources or wetlands within the park boundary or their immediate vicinity.

Floodplains

Only two sites, Castle Clinton and Saint Paul's Church, are within the floodplain as determined by the Federal Emergency Management Agency. The other sites, Federal Hall, General Grant National Memorial, and Theodore Roosevelt Birthplace, are outside of the area predicted for the 100- and 500-year flooding extent. General Grant National Memorial and Theodore Roosevelt Birthplace are outside of the floodplain.

Soils

The units comprising the Manhattan Sites are in a highly urbanized area and, as such, have not been surveyed by the U.S. Soil Conservation Service. Considering the magnitude of development throughout Manhattan Island, it is expected that the soils at each site are suitable for the purposes of sustaining proper landscaping materials and for development.

Air Quality

All six Manhattan sites are classified as class II clean air areas under the Clean Air Act (42 USC 7401). Under this classification, maximum allowable increases (increments) in sulfur dioxide (SO_2), particulate matter, and nitrogen oxides (NO_x) should not be exceeded.

The Manhattan Sites are within the New Jersey-New York-Connecticut Interstate Air Quality Control Region. Data from the New York Division of Environmental Conservation, Division of Air Resources, was collected from within this region for 26 and 35 air monitoring stations in the borough of Manhattan and Westchester County, respectively. These data indicate that emissions in Manhattan and Westchester County are within the national ambient air quality standards for SO_2, nitrogen dioxide ($N0_2$), lead, and particulate matter. However, emissions of carbon monoxide (CO) and

ozone levels (O_3) exceeded or did not meet the national standards. The Manhattan Sites are in an area of nonattainment with the national ambient air quality standards for carbon monoxide and ozone. Section 176 of the Clean Air Act requires any action on the part of a federal agency in a nonattainment area to conform to the state's efforts to attain and maintain these standards, which is applicable in this plan for the two pollutants documented. Because none of the NPS sites include parking facilities, and none of the alternatives for any of the sites propose new parking, then actions proposed would be in conformance with the Clean Air Act.

Poor air quality conditions related to vehicular pollutants, acid rain, and emissions from neighboring industries have affected cultural resources within the region when combined with certain environmental conditions. Acid rain affects the weathering process of marble and limestone. Its presence in the atmosphere greatly accelerates the deterioration of materials used in gravestones such as those at Saint Paul's Church. In addition, poor air quality conditions have damaged culturally significant historic structures as a result of corrosion to the exterior stone matrix.

SOCIOECONOMIC ENVIRONMENT

Five of the six Manhattan Sites are in New York City in the borough of Manhattan. Saint Paul's Church is in Mt. Vernon in Westchester County, very close to the northern border of New York City, and shares many of the characteristics of the greater New York area.

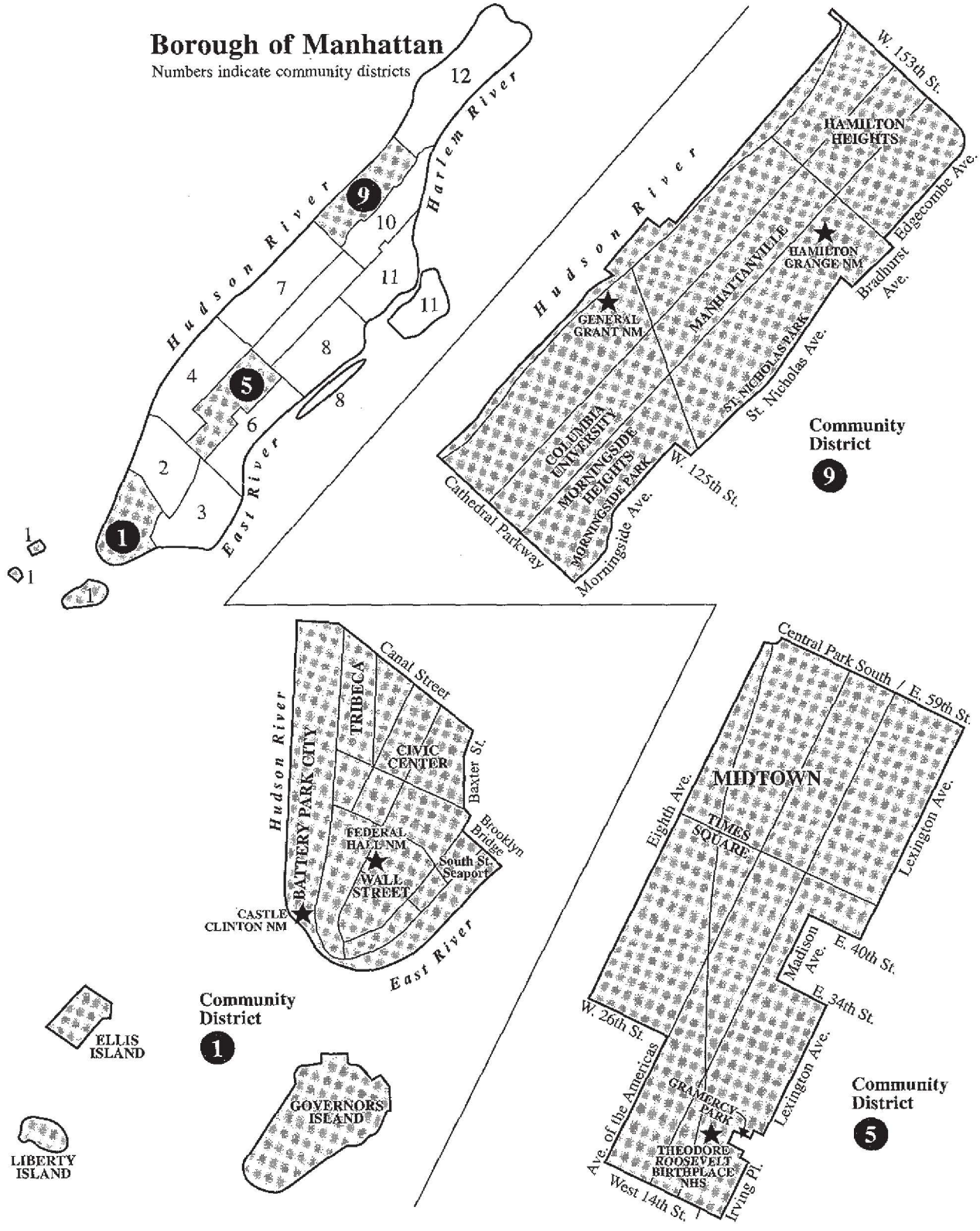
New York City, one of the most densely populated places in the United States, occupies 321.8 square miles and supports a population of 7.32 million (1994 census estimate). The city is divided into five boroughs known as the Bronx, Brooklyn, Queens, Staten Island, and Manhattan. Manhattan encompasses approximately 23.7 square miles and has a population of 1.49 million or 20% of the city's population. This borough is divided into 12 community districts that are administered by community boards. The intent of these boards is to represent the needs of their community and serve in an advisory capacity to the New York City council and mayor. As listed below, the five sites in Manhattan are in three of the 12 community districts (see Community Districts / Neighborhoods map).

District 1: Castle Clinton and Federal Hall
District 5: Theodore Roosevelt Birthplace
District 9: General Grant (and Hamilton Grange)

Because of the neighborhood characteristics and availability of data by district, socioeconomic information that relates to NPS site management is presented in each individual plan by district. This information was abstracted from the *Community District Needs Report* for fiscal year 1995 and from socioeconomic profiles compiled by the New York City of Department of City Planning from the 1990 census. Socioeconomic information pertaining to Mt. Vernon and Saint Paul's Church were abstracted from local planning data and the 1990 census.

In summary, socioeconomic characteristics between the three districts and Westchester County vary. District 1, in lower Manhattan, has the lowest population of the four areas, but has the highest median household and per capita incomes ($47,445 and $37,228, respectively) because of its location. This district contains Wall Street, the World Trade Center, and many banks, insurance companies, brokerage and investment houses, and commercial business firms, which support a working population of approximately 0.5 million. Although income is high, rents and other living expenses are equally high.

District 5, in midtown Manhattan, represents the central business district of New York City. Household and per capita incomes are similar to that of district 1. The district supports a low residential population (about 45,000) in comparison to its working population of 2 million.



Community Districts/Neighborhoods

Manhattan Sites

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District 9, commonly known as West Harlem, supports a high residential population but is economically depressed because of a lack of sustainable commercial enterprises, industries, and new economic development opportunities. Median household and per capita incomes are approximately 50% less than those supported in districts 1 and 5. Mt. Vernon is an important industrial center that supports activities related to the production of apparel, electronics, machinery, food, fabricated metals, chemicals, precious metals, and printing. The city is larger than districts 1 and 5 but smaller than district 9 in Manhattan. Median household and per capita incomes are slightly higher than those in district 9.

VISITOR USE AND EXPERIENCE

Visitor Services and Programs

Each of the Manhattan Sites represents and interprets a significant individual or event in the history and formation of New York City and the United States. Opportunities for visitors to understand and learn about each site and its significance are available through interpretive displays, programs and various cultural activities. These opportunities are currently offered by the National Park Service, as well as by other government and private entities within and adjacent to the different sites. These activities vary from one site to another based on the types of activities and their appropriateness to a specific site. Specific examples of current program offerings and private cooperators are listed under each site.

Some of the Manhattan Sites are not as well known or as well advertised to the average New York visitor as major visitor attractions such as the Statue of Liberty, Ellis Island, the Empire State Building, and Times Square. As a result, the number of tourists at most of the sites is not high in comparison to other New York sites. Directional and informational signs on local streets or highways, as well as at the sites, is also inadequate. Without specific knowledge of a particular site and its location, visitors have a difficult time reaching some of the sites because of their locations throughout Manhattan and Mt. Vernon. Local use of some of the sites, such as Castle Clinton and Grant's tomb, is associated with the surrounding parklands as well as the sites themselves. Special events or programs at the sites attract local residents as well as tourists.

Visitor Use Data

Statistical visitation data for each of the sites for the years 1980 to 1994 (where available) are presented under each site description. The annual level of visitor use varies from site to site ranging from less than 10,000 visitors at Saint Paul's to several million visitors at Castle Clinton; most sites have less than 150,000 visitors per year. At all but Theodore Roosevelt Birthplace, the number of site visitors is counted by NPS or volunteer staff with counting devices at the site entrance. At Theodore Roosevelt Birthplace, the number of fees is used as the number of visitors. For special events at all the sites, the number of people that fill one area is multiplied by the number of areas that are the same size and also filled with people.

Some analysis of park visitors (makeup of group, interests, activities, etc.) has been conducted at General Grant's tomb and the Battery Park area, which includes Castle Clinton. This information is discussed under these specific sites. Except for the data that was collected from these studies, little is known about the types of residents and visitors using and visiting the other sites. Visitor analysis for each of the sites, which would provide data pertaining to the types of visitors and use of the resources, is needed.

TRANSPORTATION

The five sites in the greater New York City area are accessible by private vehicle, taxi, bus, train, or subway. Public transportation

or taxis are encouraged because city streets are busy with traffic at all times. Both subway and bus lines are provided by the New York City Transit Authority. All sites, except Saint Paul's, are easily accessible by bus or subway. Saint Paul's, although accessible, is more difficult to reach because of its northern location and distance outside of New York City.

The National Park Service does not provide parking at any of the sites except for a few spaces at Saint Paul's Church. Parking is limited to available street parking, where permitted, adjacent to each site. Bus parking for tour groups is not available at most of the sites. This lack of parking further affects visitation levels.

OVERALL MANAGEMENT OBJECTIVES AND ACTIONS

MANAGEMENT OBJECTIVES

The Manhattan Sites are collectively managed and administered by one superintendent. Although each site has a distinct history and significance, the resources of the sites have similar conservation and preservation issues because they are in urbanized areas. The following management objectives, which apply to each individual site, provide a framework for conserving the sites' resources, integrating the sites into the surrounding areas and neighborhoods, and accommodating public use in accordance with NPS policy.

Preservation and Protection of Cultural Resources

- To preserve the sites' cultural resources in compliance with legislative and executive mandates, as well as NPS policies and historic preservation guidelines.
- To provide adequate curatorial collections storage and maximum security for the sites' collections.
- To exemplify efforts to preserve cultural resources and provide NPS expertise when requested.

Interpretation and Visitor Use

- To use all available historical information as well as materials and artifacts for interpreting the Manhattan Sites in a manner consistent with NPS policy.
- To ensure appropriate consideration for visitors with special needs in planning, developing, and managing each of the sites.
- To develop and implement an educational curriculum for site interpretation that is consistent with state standards.
- To develop and implement a comprehensive visitor and resource protection program to ensure the preservation of resources and that visitors have a safe, secure, and educational visit.

Administration

- To increase the sites' allotted operational budgets and number of full-time equivalent employees to adequately preserve the resources and provide for visitation.
- To increase staff professionalism through various strategies, including increased training, details, and other work assignments.
- To promote effective public relations, cooperation, and partnerships with local, state, and federal agencies, nonprofit organizations, and private groups and individuals.

MANAGEMENT ACTIONS

This section applies to the five sites discussed in this document and sets forth management actions that would be undertaken on the sites under any of the alternatives.

Cultural Resource Management Actions

Proposed strategies for managing cultural resources are in response to the identified issues. Under any alternative, the National Park Service would manage cultural resources, including potential archeological resources at some of the sites, according to NPS policies and guidelines. Relevant struc-

tural evaluation and preservation actions would be applied to structures at all five sites to protect and enhance existing resources. Specific actions would be taken to identify, document, and protect the known and any previously unrecognized resources.

Resources would not be impaired or destroyed by the type or amount of use they would receive under the different alternatives, and management strategies must reflect the intent to manage or even limit use of the resources to ensure that they are not compromised. However, before actions can be taken to prevent damage to the sites' cultural resources, it is necessary to determine exactly what is there, what is the best strategy for preserving and/or protecting the particular resource, how best to maintain it, and how much use it can tolerate without degradation. Several studies are needed at the sites to determine and document the needs of the cultural resources (see later "Future Plans and Studies" section).

Historic Settings. Historic settings and the components that make up the landscapes that exist at Castle Clinton, General Grant, and Saint Paul's Church would be evaluated and documented in future reports so that the National Park Service has adequate data for accomplishing ongoing maintenance without compromising those settings and landscapes.

National Register Nominations. All of the sites are listed on the National Register of Historic Places. However, review and revision of all national register nominations would be needed, especially for General Grant's tomb and Saint Paul's Church. Prepared under old national register guidelines, none of the nominations contain enough data to provide full understanding of the history of each of the sites, as well as the guidance for managing and preserving the sites. The resources are described only minimally, and criteria for significance and contributing elements are inadequate.

Collections Management. Excluding the no-action alternatives, collections and archives for each site would be managed under NPS standards and guidelines for protecting the resources and information. They would be exhibited or stored in appropriately controlled environments with protection against atmospheric elements, pest infestation, accidents, theft, and vandalism, and would be periodically examined to ensure protection. Each of the sites has a museum collection, with Theodore Roosevelt Birthplace having the greatest amount of artifacts. Federal Hall stores the collections of Castle Clinton, Federal Hall, General Grant, Hamilton Grange, and part of Saint Paul's. The collection of Theodore Roosevelt is stored exclusively at that site.

Ethnographic Resources. Ethnographic resources are cultural and natural features — including sites, structures, objects, landscapes, flora, and fauna — that have traditional significance to contemporary peoples and communities. NPS management policies and resource management guidelines require the inventorying of lands and resources of importance to these park-associated groups in addition to consultation with them when federal actions may impact such resources.

Reliable information about ethnographic resources also supports management efforts to make and implement informed decisions; establish and maintain productive relationships with interested community members and groups; and enhance visitor services, including interpretive programs and amenities. Information also assists management in complying with the documentation and consultation requirements of the National Historic Preservation Act, the National Environmental Protection Act, the Archeological Resource Protection Act, the Religious Freedom Restoration Act, the American Indian Religious Freedom Act, and the Native American Graves Protection and Repatriation Act.

Ethnographic resources for Manhattan Sites have yet to be systematically surveyed. Preliminary information suggests that known and potential ethnographic resources are

largely site specific and, in most cases, have multiple resource values that can lead to conflicting preservation approaches. Depending on the resource and use, traditionally associated groups include direct descendants, contemporary park neighbors, and regional and national constituencies.

Notably, the significance of Manhattan Sites' ethnographic resources may or may not be tied to other cultural or natural resource values or to people and/or events officially commemorated by the site where they occur. To develop effective protection strategies, further study to identify and document ethnographic resources and associated groups is required.

Local Issues

Any illegal activities that occur within or near the sites would continue to be handled in accordance with NPS law enforcement policies in cooperation with the New York Police Department. Social issues, such as the homeless, would be addressed as the situation demands.

Federal Actions to Address Environmental Justice

Under policy established by the secretary of the interior to comply with Executive Order 12898, "Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations," departmental agencies must identify and evaluate any anticipated effects, direct or indirect, from proposed actions on minority and low-income populations and communities, including the equity of the distribution of the benefits and risks.

If any significant impacts on minority and low-income populations and communities are identified, the environmental document should clearly evaluate and state the environmental consequences of the proposed project or action on minority and low-income populations and communities in the environmental document.

However, for each of the Manhattan Sites discussed in this document, there would be insignificant or no impacts on minority/low-income populations.

The National Park Service would continue to work with appropriate community districts and the city to address the issue of the homeless at each of the sites. The actions under some of the alternatives might displace some homeless people. However, these individuals would likely move to a nearby areas. The homeless people use Castle Clinton and Grant's tomb not because they are Castle Clinton and Grant's tomb, but because they happen to be in areas that suit their needs (such as Battery Park and Riverside Park). If Castle Clinton or Grant's tomb did not exist, homeless people would still likely use these park areas. Therefore, none of the actions proposed at the sites would result in significant impacts on these individuals.

If relevant, the issues related to the executive order on environmental justice are discussed under the socioeconomic impacts for those particular sites and alternatives.

Visitor Use and Interpretation

All structures open to the public would be made accessible to all visitors and employees to the fullest extent possible. In some instances, such as General Grant's tomb and Theodore Roosevelt Birthplace, it may be difficult to achieve full access to historic properties without compromising their architectural integrity and significance. If the National Park Service, in consultation with the state historic preservation officer, determines that full accessibility compliance would have a negative effect on a historic property, then providing a lesser level of accessibility (programmatic accessibility) may be acceptable. This plan analyzes approaches

to making the sites more accessible to special needs groups.

The visitor experience describes what people would do, see, and learn when they visit each of the Manhattan Sites. There are three aspects of the visitor experience: orientation/information, interpretation/education, and recreation. At the Manhattan Sites, some of these aspects are more pronounced than others.

Teaching visitors the history and significance of each of the sites and why each was established is an integral part of the preservation of the sites and their resources and the foundation of interpretation. What are the stories, or themes, to tell? Which are the most important? How will the National Park Service tell them? Interpretation is a process of education that is designed to stimulate curiosity and convey messages to the visiting public.

Interpretive themes are those ideas, concepts or stories that are central to the park's/site's purpose, identity, and visitor experience. The interpretive activities are described for each site's alternatives. The themes apply to all of the alternatives for each individual site. A major difference among the alternatives is the degree and means by which the themes would be addressed and interpreted, with every visitor having access to those ideas, concepts, and stories. The themes will provide direction for planners and for designers of interpretive media such as exhibits, publications, and audiovisual and personal programs.

At all the sites, any updated brochures, wayside exhibits, and other interpretive media would be accessible, to the fullest extent possible, to non-English-speaking visitors and those with disabilities. Research and visitation evaluation would need to be conducted to determine the needs that are to be addressed. Any multilingual media would include the most widely spoken foreign languages, which would be determined by visitation statistics.

Staffing

The location of the sites, with a lack of available nearby housing, makes the staffing, temporary as well as seasonal, difficult to attract and retain. New York City housing is expensive, and affordable housing near the sites is often difficult to find. Park housing at the sites is not available. However, options such as the housing proposed at Hamilton Grange (in the new building) may be available in the future. Other national park system sites, such as Gateway, might also be an option for staff housing in the future. This issue needs further investigation and evaluation.

Physical Development

At any of the sites, physical alteration or construction of a new facility may be needed to accommodate management objectives. Under all alternatives for each of the sites, the National Park Service would make development decisions for NPS-owned properties. The additional visitor contact points, the scope of activities offered, and the requirements for administration and maintenance facilities would vary, depending on the alternatives selected. Management zones provide general guidelines for appropriate levels of preservation, development, and activity in each zone.

Visitor activities and facilities must be analyzed at each site to ensure that valuable resources would not be damaged by actions of the alternatives. For this analysis, site-specific resources would be assessed. The appropriateness for development and activities would be determined based on the analysis. All development would be compatible with the existing resources and incorporate sustainable design techniques. For example, new construction or land alteration would reflect a respect for the cultural and natural environments of and around the sites.

Future Acquisitions of Land

The National Park Service owns all of the sites and the land base for the structures. Because these sites are within urban areas, very little land base around the perimeter of the structures is owned by the National Park Service. At Saint Paul's Church, the boundary of NPS ownership includes the structures and cemetery and a border of land around them. Some of the actions under the alternatives for Castle Clinton and General Grant involve the acquisition of city-owned property. These actions will be addressed under the separate plans for these sites.

Some of the proposed actions in this plan could affect lands owned and administered by the city of New York. Mutual agreements with the city would be sought to best provide protection and management for these areas. Any boundary adjustments appear to be of limited extent and the National Park Service might have authority to acquire them under the minor boundary adjustment legislation if there were no anticipated objections. For the actions that propose land acquisition by the National Park Service, the National Park Service would evaluate the potential for exchange of other federal lands with the city to fulfill management objectives for the parties involved. However, before implementing the actions proposed, a thorough and specific analysis of available lands for exchange would be conducted by the National Park Service in cooperation with the city of New York.

The actions related to these changes of ownership and boundary adjustments would be specifically addressed in a future land protection plan, which would be completed before implementing any related actions. Within that plan, specific and available lands for exchange would be analyzed. It is beyond the scope of this *General Management Plan* to address and evaluate specific properties for exchange.

A generic exchange authority available to the National Park Service is set forth in the 1968 amendments to the Land and Water Conservation Fund Act that provides, among other things, authorization for the secretary of the interior

> to accept title to any non-Federal property . . . within a unit of the National Park System . . . and in exchange he may convey to the grantor of such property . . . any Federally-owned property . . . under his jurisdiction which he determines is suitable for exchange . . . and which is located in the same state as the non-Federal property to be acquired. (16 USC §4601-22[b])

This authority also allows for the exchange of tracts of land within the boundaries of a park unit. The Federal Land Exchange Facilitation Act of 1988 (Public Law 100-409 H.R.1860) finds that

> land exchanges are a very important tool for Federal and State land managers and private landowners to consolidate Federal, State, and private holdings of land or interests in land for purposes of more efficient management and to secure important objectives . . . and needs for landownership adjustments and consolidation consistently outpace available funding for land purchases by the Federal Government and thereby make land exchanges an increasingly important method of land acquisition and consolidation for both Federal and State land managers and private landowners.

If a cooperative agreement is reached between the National Park Service and the city of New York to facilitate land transfers as identified in some of the alternatives, the National Park Service would seek boundary adjustments in accordance with federal laws and regulations.

Carrying Capacity

Carrying capacity is the type and level of visitor and public use that can be accommodated while sustaining the desired resource protection and visitor experience that achieve the purposes and the management objectives for each site. The amount of and kind of visitor use permitted must be influenced by the need to preserve and conserve each site's structures and resources. Effective management of visitor and public use, sensitive facility and infrastructure design, and educated location decisions help to allow the maximum number of visitors without affecting site resources.

The proper carrying capacity for each site and its collections has been determined individually and specifically. At some of the sites, such as Theodore Roosevelt Birthplace, it might be necessary to limit the number of tours, the number of people in a tour, and/or the number of people allowed into the building at one time to ensure that visitation would not adversely affect the stability or integrity of the cultural resources. The capacity of each site is discussed under its management plan.

Partnerships and Cooperation

The partnership concept has been around for quite a while; it has only been rediscovered since the late 1980s. NPS management in general, and Manhattan Sites in particular, are keenly aware of the potential for and highly interested in cultivating new partners for preservation. This document explores opportunities for developing new approaches to resource protection and visitor experience enhancement with long-time collaborators. Mr. Ervin H. Zube, NPS consultant and participant in several partnerships conferences, has characterized partnerships as including "common visions and goals, trust and harmony, and shared ownership. Effective communication and cooperation are essential." These *Draft General Management Plans* for the different sites and resources within the Manhattan Sites unit of the national park system open fresh opportunities for collaborative dialogue and partnering to the potential benefit of resources throughout the New York City metropolitan area.

FUTURE PLANS AND STUDIES

The following is a discussion of standard NPS plans and studies that would be done.

Cultural Resource Management

This section addresses the studies and plans that would be required for protecting, preserving, and managing the cultural resources throughout the Manhattan Sites. These studies and plans assist managers in making even better decisions about managing these resources in the future. The information in these reports and studies would be an adequate database for preserving and maintaining the cultural resources within historic districts, landscapes, and settings.

- comprehensive administrative history for Manhattan Sites
- ethnographic overview and assessment reports for Saint Paul's Church and Theodore Roosevelt Birthplace
- cultural landscape assessments for Castle Clinton, Grant's tomb, and Saint Paul's Church, which would be developed into cultural landscape reports
- updated cultural resource management plans
- exhibit plan for all five sites
- special history study for Castle Clinton and Saint Paul's Church
- revised national register nomination and historic landmark information for all five sites.
- updated historic structure reports for Castle Clinton, Federal Hall, General Grant's tomb, and Saint Paul's Church
- collection condition survey for all five sites

- finalized collection management plan, with scope of collection statement, for Manhattan Sites
- collection storage plan for Manhattan Sites
- archeological survey for Castle Clinton, General Grant's tomb, and Saint Paul's Church
- visitor use analysis for all five sites

Although these sites are listed on the National Register of Historic Places, documentation forms would need to be revised and finalized to more concisely document the historical significance of the cultural resources, especially for Grant's tomb and Castle Clinton.

Collections and archives would be managed under standards and guidelines for protecting the resources and historic data. The collection would be exhibited or stored in appropriately controlled environments with adequate protection against theft, atmospheric elements, pest infestations, and vandalism. Furthermore, consistent monitoring would be done to ensure preservation and protection.

Additional research must be undertaken to further document provenance and status of the collections, both NPS and non-NPS collections, that might become available for the National Park Service to exhibit.

Before any preservation or restoration work on any of the sites that is not routine maintenance, the National Park Service would ensure that suitable documents have, or will be, prepared to provide sufficient data and recommendations for accurate restorative and interpretive actions. These documents would direct the National Park Service on which actions can be undertaken and how they should be accomplished.

Natural Resource Management

The natural resources at the sites within Manhattan Sites are an integral part of the historic scene. Other than at General Grant's tomb where some resources are important in supporting a nesting pair of peregrine falcons, natural resources at each site would be managed to support interpretation of themes and historic structures. Overall, natural resource management in the park supports cultural resource management objectives.

According to the NPS *Natural Resource Management Guidelines* (NPS-77), the development of an up-to-date inventory of natural resources in each park is important, including historical sites. Only when a manager has an accurate picture of the type and condition of the natural resources at a site can effective management decisions be made. Natural resources are constantly changing; thus, a program of long-term monitoring is also essential. Monitoring can help detect changes in resource conditions before unacceptable changes occur.

Studies and/or actions that would assist in managing all five sites include the following:

- integrated pest management program which monitors, reduces or eliminates nonnative species that pose a threat to cultural resources
- the maintenance of current information on air quality from state, local, and federal monitoring stations and documentation of effects on park structures (including tombstones) and vegetation. Information collected should be used to manage and protect cultural resources (e.g., gravestones at Saint Paul's) from future deterioration
- photo documentation program that would establish photographic records of viewsheds and adjacent land use patterns for future reference
- comprehensive baseline resource inventories for all sites

SITE DESCRIPTION AND BACKGROUND

Theodore Roosevelt Birthplace National Historic Site is in the Gramercy Park area of Manhattan at 28 East 20th Street (see Theodore Roosevelt Birthplace Neighborhood map). The 0.11-acre site is occupied by a building rebuilt on exterior as if it were two, four-story adjoining brownstone townhouses. On the interior, the two townhouses are connected as one. The site is commonly referred to as the birthplace. The district is predominantly commercial, represented by retail and wholesale businesses as well as light industry; the site is flanked by taller commercial/residential buildings.

The building is a 1923 reconstruction of the birthplace of the 26th president of the United States, Theodore Roosevelt Jr., who was born on this site on October 27, 1858, and lived here until he was 14 years old. The interior reflects the atmosphere of the original birthplace through five period rooms of mid-19th century design and furniture. The rest of the building contains museum galleries, a library, an auditorium, and support facilities.

Reconstructing the birthplace was the responsibility of the Women's Roosevelt Memorial Association, with funding and support from the Roosevelt Memorial Association. In creating a site to perpetuate Theodore Roosevelt's ideals and memory, the association also created a site that became a significant example of the development of historic preservation efforts in the United States. The reconstruction of the birthplace was designed by a well-known architect, Theodate Pope Riddle. The construction techniques, materials, and mechanical systems represent 1920s museum design, 1920s technology, and fine workmanship.

SIGNIFICANCE

Theodore Roosevelt Birthplace National Historic Site, rebuilt shortly after Roosevelt's death, consists of a building designed as two reconstructed townhouses with one reminiscent of Theodore Roosevelt's childhood home and the other created as a museum. The building has period rooms containing furniture from the original house as well as extensive exhibits, memorabilia, paintings, a library, and an auditorium. The site is a tribute to Roosevelt and portrays the years of his early life as well as his illustrious adult life and career.

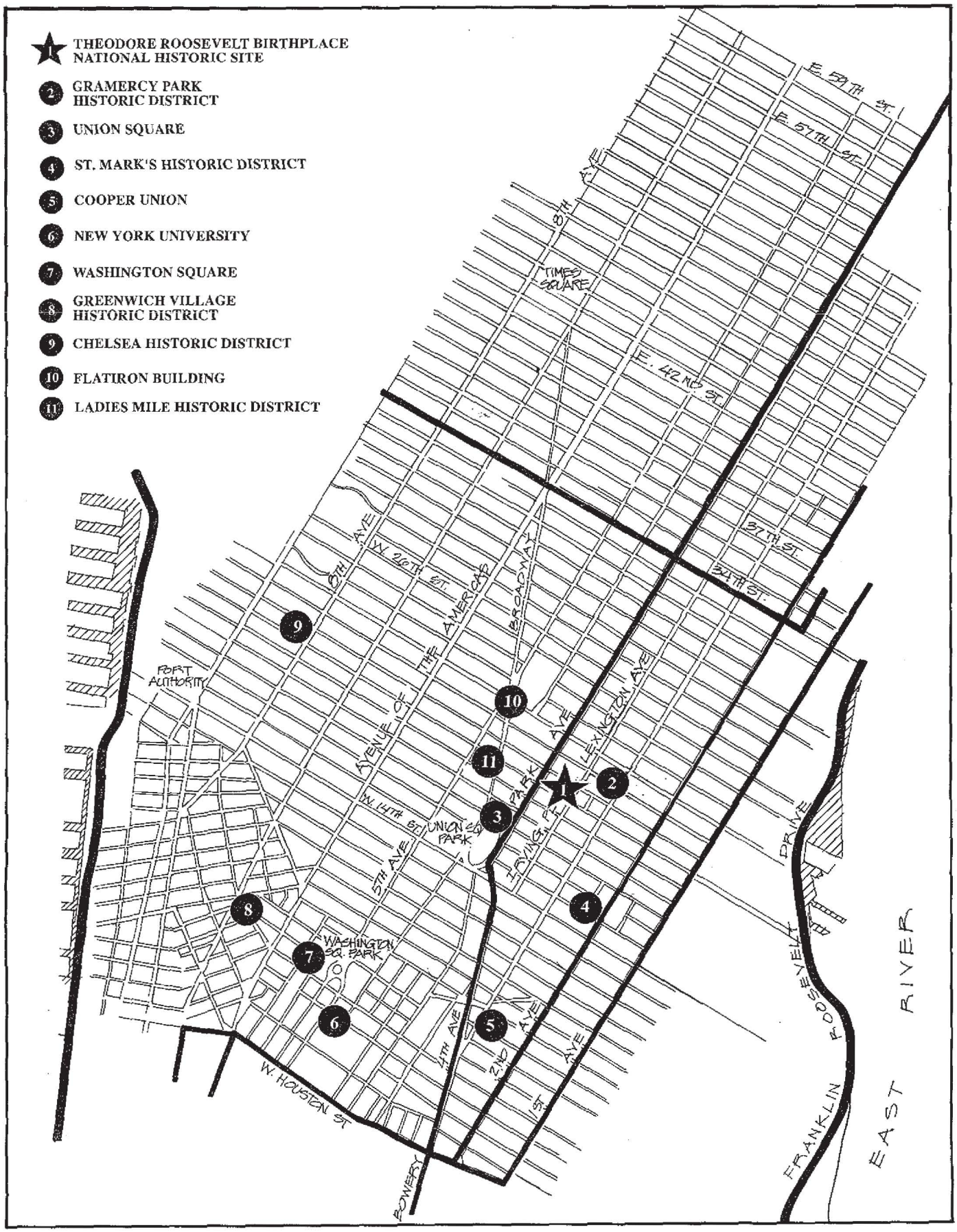
PURPOSE AND NEED

The purpose of the plan is to ensure the preservation of and guide the future management of Theodore Roosevelt Birthplace National Historic Site and to encourage increased visitor use through improving the site and its infrastructure and extending the hours of operation.

ISSUES TO BE ADDRESSED IN THIS PLAN

The site, especially the library, is underused. This is a result of a number of limitations, including lack of public awareness and climate control and inadequate staffing. Future uses need to be evaluated, infrastructure requirements for these uses need to be defined, and extended operational hours need to be implemented. Additionally, interpretation of Roosevelt's life needs to be presented in a context that is more pertinent to contemporary times.

The lack of central air-conditioning and/or climate control creates adverse conditions for staff and visitors. There are summer days when areas of the building must be closed for visitor and staff safety due to the heat.



NEIGHBORHOOD

Theodore Roosevelt Birthplace

National Historic Site

United States Department of the Interior/National Park Service

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The temperatures also severely affect the storage and exhibition of museum collections. The use of the fourth floor auditorium is limited in the summer due to hot temperatures in the building.

Graffiti and vandalism sometimes occur on the exterior of the building and are a management concern.

The site is unaccessible in some areas to visitors and employees with disabilities. Both must be assisted to access the building and the lower museum. The fourth floor auditorium is totally unaccessible to visitors with disabilities.

ALTERNATIVES FOR DEVELOPMENT AND PRESERVATION OF *THEODORE ROOSEVELT BIRTHPLACE NATIONAL HISTORIC SITE*

INTRODUCTION

Interpretive themes, objectives, and three alternatives have been developed for managing and preserving Theodore Roosevelt Birthplace National Historic Site. Alternative 1, a no-action/continuation of existing management alternative, would continue existing site management. Alternatives 2 and 3 describe different management options and site uses. Theodore Roosevelt Birthplace contains unique and fragile resources that would be protected and interpreted under any of the alternatives.

Interpretive Themes

The interpretation of Theodore Roosevelt Birthplace would focus on the history and accomplishments of Theodore Roosevelt from childhood to adulthood — as an author, New York state assemblyman and governor, naturalist, historian, rancher, Rough Rider, explorer, statesman, vice president, and the 26th president of the United States. Roosevelt was born and raised in a townhouse on this site for his first 14 years of life. He overcame many of the physical limitations of his childhood by developing many interests that were to continue to influence him through his adult life. Following are the interpretive themes for the site:

- Theodore Roosevelt overcame many physical challenges in his early childhood through the development of his physical strength and endurance, as well as the development of his intellect, with an appreciation of history and science.

- Theodore Roosevelt led an active life, his early experiences at this site shaping his military and political career as well as contributing to his interest in exploring, writing, and conserving natural and historic resources.

- Theodore Roosevelt grew up in Victorian New York society in the fashionable area of Manhattan, where he was exposed to cultural events through his family's societal involvements.

- The reconstruction of the birthplace has an interesting architectural history, which presents an example of the early historic preservation movement.

The difference in the interpretation of these themes in the three alternatives would be the depth of interpretation. Alternative 1 would continue existing interpretation of the themes. Alternative 2 would provide more in-depth interpretation of the themes, and alternative 3 would provide more space, which would allow for the most in-depth treatment of each theme.

Visitor Experience

The National Park Service has the following goals for visitors.

- Visitors could learn about the national parks and Roosevelt's contribution to federal land preservation, as well as the commemoration of Roosevelt at other national park system sites.

- Visitors could learn that this site is the only Roosevelt memorial and museum established by Roosevelt's family and close associates and that the most comprehensive collection of Roosevelt memorabilia is at this site.

- Visitors could help conserve and preserve the site's structure and collections because they would be aware of the importance and fragility of site resources

- Visitors could learn about role of the birthplace in historic preservation and as a national monument, as well as the importance of the survival, preservation, and protection of other such sites and the role of the National Park Service in such efforts.

- Visitors could benefit from interpretive and cultural programs, achieved through cooperation with various civic, historical, and cultural groups, that promote appreciation of Theodore Roosevelt Birthplace and nearby historical resources.

ACTIONS COMMON TO ALL ALTERNATIVES

The quality of the visitor experience to this site would be enhanced through some form of climate control. The site would be open seven days a week, and more outreach programs and community/friends groups would be established. The site supervisor would continue to be involved in community relations. The National Park Service would work closely with the cooperator and local community organizations to continue to schedule appropriate public use of the fourth floor auditorium and would expand efforts to promote the site among local schools and through tourist organizations.

Providing unaided accessibility into the structure, done to the fullest degree possible and in conformance with historic preservation policy, would be achieved with the installation of a ramp on the basement level, the main entry level into the structure. A ramp system would also be added to the lower museum and the Rough Rider room. Although this would allow access into these rooms, some of the historic exhibit cases might not be at an accessible viewing level for all visitors.

Updated brochures and an information board would be provided. The brochures and information board would have multilingual information and be accessible to those with visual limitations. The information board would include the history of the site, the schedule for tours and special events and programs, and a map and location of other national park system sites. A wayside exhibit outside the structure, also accessible to all visitors, would provide a brief history of the site. Exhibits and audiovisual materials would be upgraded and accessible to non-English-speaking visitors and visitors with disabilities.

The exhibited materials in the lower museum and in the Lion's room would be periodically rotated due to their sensitivity to light and heat. The collection monitoring system would continue to be used. The collection management plan would be updated.

The Theodore Roosevelt Association, a cooperator with the National Park Service, would continue to use the site and its auditorium for special programs and cultural events. The association would also continue to be involved in the preservation and conservation of the structure and its extensive museum collection. The American Landmark Festival would continue its concerts through an informal agreement.

To acquire more knowledge about contemporary groups and descendants that are traditionally associated with Theodore Roosevelt Birthplace, an ethnographic overview and assessment would be done. This study would provide baseline data and include a research and consultation plan to identify and contact the relevant groups associated with the site. Until this study is completed for Theodore Roosevelt Birthplace, the park would continue to recognize and maintain relationships that are based on respect for differing lifestyles, ethnic preferences, cultural diversity, and social groupings that are associated with the site and the surrounding area.

Part of the third floor would be used for NPS administrative offices and cooperator space, and part would be used for curatorial storage and conservation.

All actions of this alternative would occur within NPS policies and guidelines pertaining to historic structures.

ALTERNATIVE 1: NO ACTION / MINIMUM REQUIREMENTS

Alternative 1, the continuation of existing management, would meet minimum requirements; there would be little change to the site. The main activity would continue to be the scheduled tours of the period rooms on the first and second floors, which would continue to be preserved. Additional window air-conditioners would be installed at the rear of the house. The exhibits would remain much the same (except for periodic rotation). The objects and documents on exhibit would have improved preservation treatment.

The museum collection that is not on display would continue to be stored and curated in the western halves of the second and third floors (see Alternative 1 — Existing Conditions map). Portable humidification equipment would be used to help preserve the collection in storage.

The elevator would continue to allow access to the first three floors. The fourth floor auditorium would remain unaccessible to visitors and staff with disabilities.

The site would continue to be managed as a historic zone. The staffing under this alternative would continue to require four full-time employees and annual operational costs of about $185,000. Costs for implementation and interpretation would be about $264,000, the least of all the alternatives.

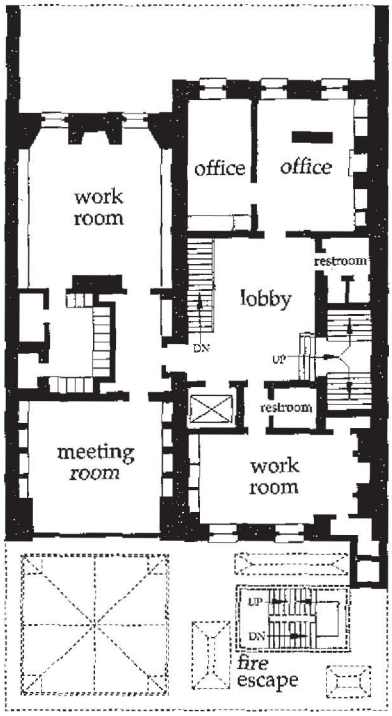
ALTERNATIVE 2: PREFERRED — ENHANCEMENT OF VISITOR AND INTERPRETIVE FACILITIES

Alternative 2 would be a significant enhancement of the programs, interpretation, and facilities at the site. The visitor services area on the basement level with the information/sales desk and restrooms would be rehabilitated/reconfigured to better accommodate visitors and provide a more comprehensive introduction to the site (see 157 Alternative 2, Preferred Floor Plans). A central air-conditioning system would be installed, with a museum-standard climate control system in the collection storage area, would be installed. Special care would be taken to insert the systems within the existing structure — in concealed spaces behind paneling, soffits, and if necessary, on the outside in the rear of the building — and to place air-handling equipment in the basement and/or on the roof in a way that would not intrude on the designed appearance of the site. The staff area at the rear of the basement would remain.

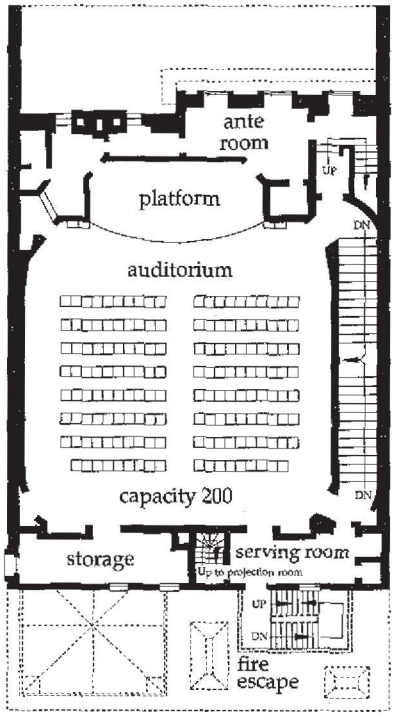
Additional exhibits and publications would bring Theodore Roosevelt's life into the context of contemporary life. The period rooms on the first and second floors would continue to be preserved.

The library on the second floor would be restored in part to its 1923 appearance, using original furnishings now stored in the basement and on the third floor. A resource and educational center of site-related archival materials would be developed in the library. The research facility would be open to researchers and visitors alike on a scheduled or appointment basis. The western half of the second and third floors would continue to be used for curatorial storage and conservation. Modern museum storage equipment would be installed as needed and as funds become available. Part of the third floor would be used for NPS administrative offices and space for the cooperators.

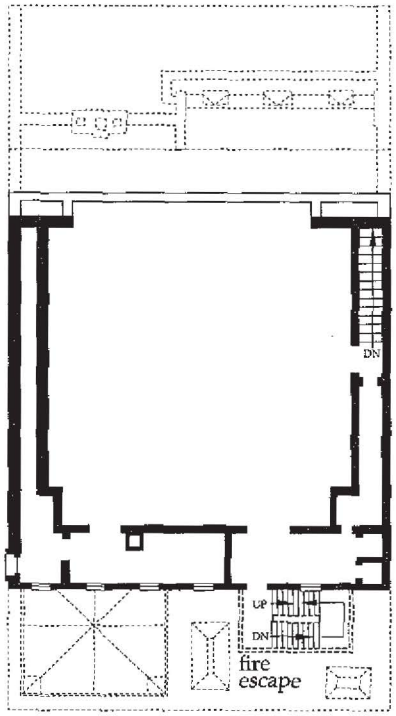
Along with the entrance ramp and ramps in the lower level museum and the existing elevator for circulation between the first three floors, a closet elevator would be installed from the third to the fourth floor to allow mobility impaired visitors and staff access to the entire house (except for a few exhibit cases).



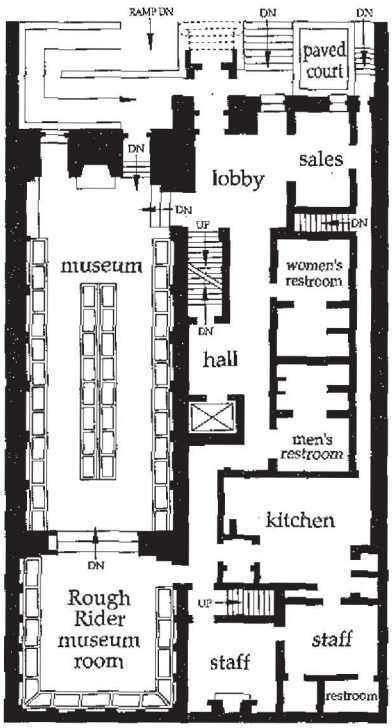
Third Floor



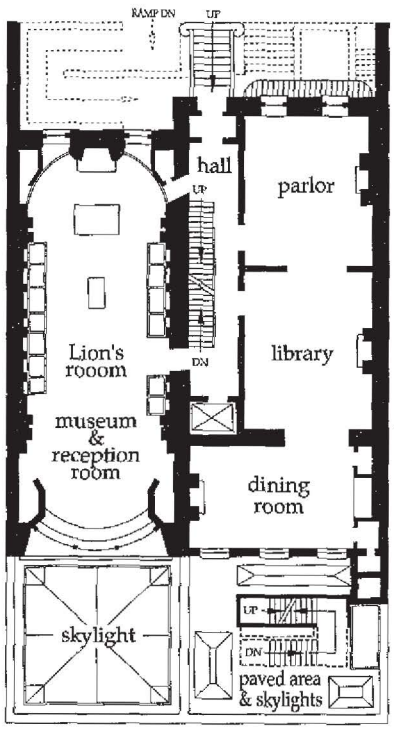
Fourth Floor



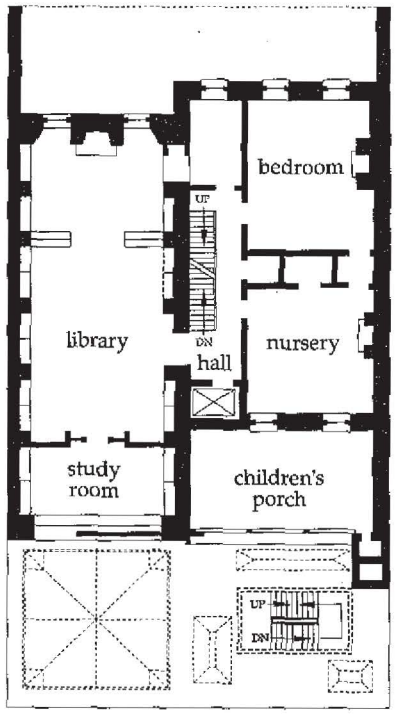
Roof Terrace & Garden



Basement Level



First Floor



Second Floor

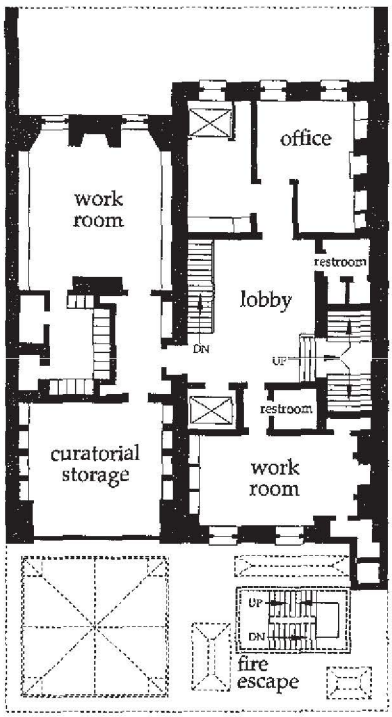
ALTERNATIVE 1
EXISTING CONDITIONS

Theodore Roosevelt Birthplace

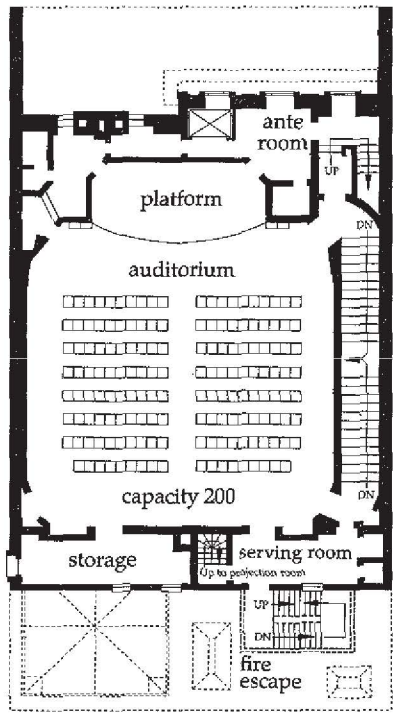
National Historic Site
United States Department of the Interior/National Park Service
DSC / 420 / Dec. 1995 / 20,018A

NO SCALE

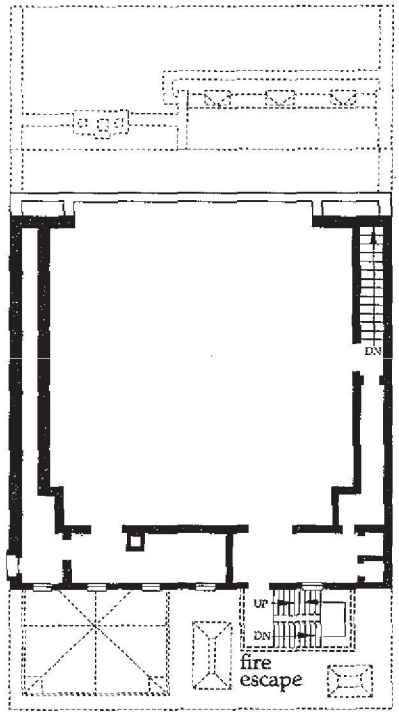
ON MICROFILM



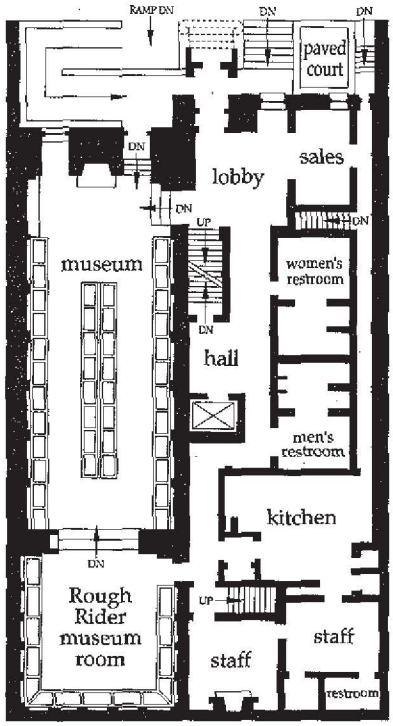
Third Floor



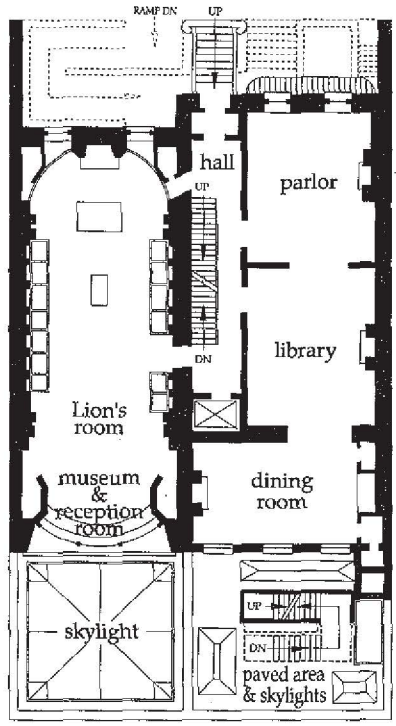
Fourth Floor



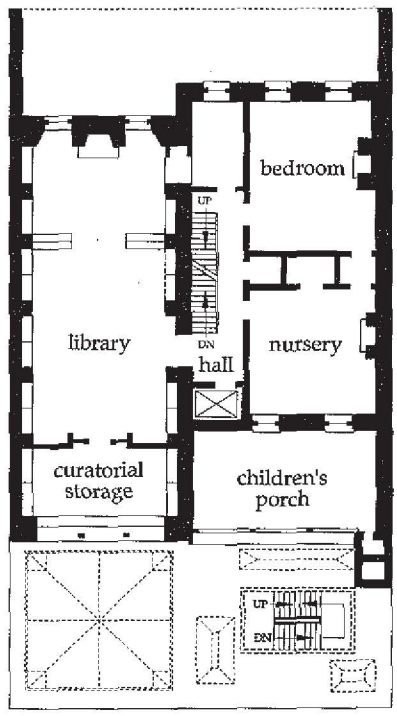
Roof Terrace & Garden



Basement Level



First Floor



Second Floor

ALTERNATIVE 2
PREFERRED FLOOR PLANS

Theodore Roosevelt Birthplace

National Historic Site
United States Department of the Interior/National Park Service
DSC / Dec. 1995 / 420 / 20,019

NO SCALE

ON MICROFILM

The site would continue to be managed as a historic zone. Five full-time employees would be needed for this alternative, and annual operational costs would be about $225,000. This alternative would cost more to implement than alternative 1 but less than alternative 3, requiring about $1,240,000 for implementation and interpretation.

ALTERNATIVE 3: FULL SITE ACCESSIBILITY

Alternative 3 would provide complete physical accessibility throughout the structure (except for a few exhibit cases), including the auditorium level, in conformance with historic preservation policy (see Alternative 3, Full Accessibility). A modernized elevator system would be installed from the basement level to the fourth floor auditorium. This would require an addition to the rear of the building for the elevator shaft. The rear walls on the first, second, and third levels would be extended to facilitate additional interior room space and the elevator shaft. The additional space could be rented out for special uses and events. This alternative would also provide a significant enhancement of the programs and facilities at the site, as in alternative 2, and would provide enhanced interpretive opportunities.

For the preservation of the structure and the collection, a central air-conditioning system for the structure and a museum-standard climate control system for the collection storage area would be installed. Special care would be taken to insert the systems within the existing structure in concealed spaces behind paneling, soffits, and if necessary, on the outside in the rear of the building. The air-handling equipment in the basement and/or on the roof would be installed in such a way that would not intrude on the designed appearance of the site.

The historic elevator would remain for staff use and interpretation. The visitor services area on the basement floor with the sales/information desk and restrooms would remain unchanged. The staff area at the rear of the basement would be removed to provide room for the elevator. The staff space would be relocated on the third floor to a more spacious and efficient area. The former staff area in the servant's quarters would be converted into interpretive space that would allow for an audiovisual area for visitors.

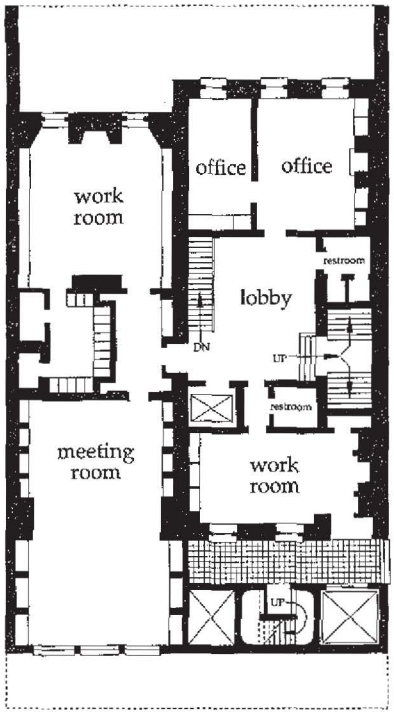
Additional exhibits and publications, with multilingual information, would be used to bring Theodore Roosevelt's life into the context of contemporary life.

The period rooms on the first and second and floors would be preserved; however, the addition of the elevator would require access through these rooms. This would destroy historic fabric and layout of the dining room, children's porch, and nursery. The addition to the rear of the structure would remove the skylights in the kitchen area and above the Rough Rider room.

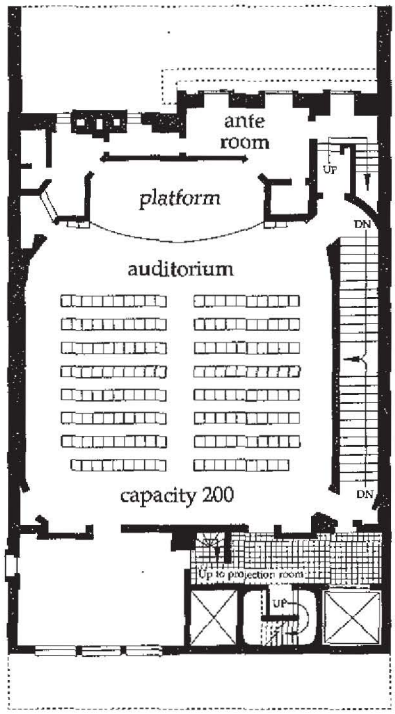
The second-floor library would be restored in part to its 1923 appearance, using original furnishings now stored in the basement and third floor. A resource and educational center of site-related archival materials would be developed in the library. This would be open to researchers and visitors alike on a scheduled or appointment basis.

Part of the third floor would be used for NPS administrative offices and staff space, as well as space for the cooperator. The western half of the second and third floors would continue to be used for curatorial storage and conservation. The storage closets and vaults in this area would be conserved and used as appropriate for museum object storage. Modern museum storage equipment would be installed.

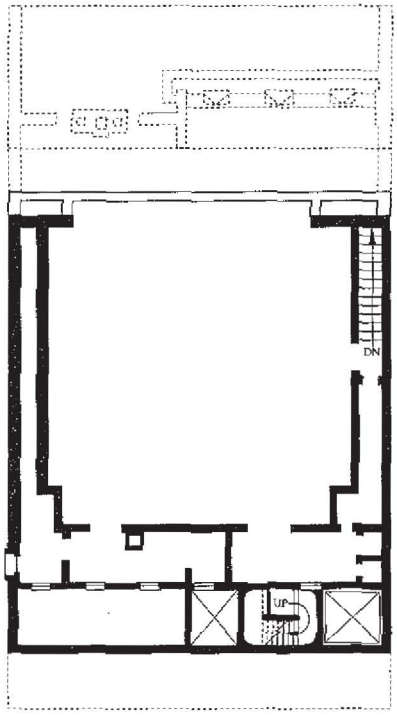
The site would be maintained as a historic zone. Eight full-time employees would be required for this alternative, and annual operational costs would be about $500,000. Implementation and interpretation costs would be about $3,409,000, the most costly of the three alternatives (see appendix C).



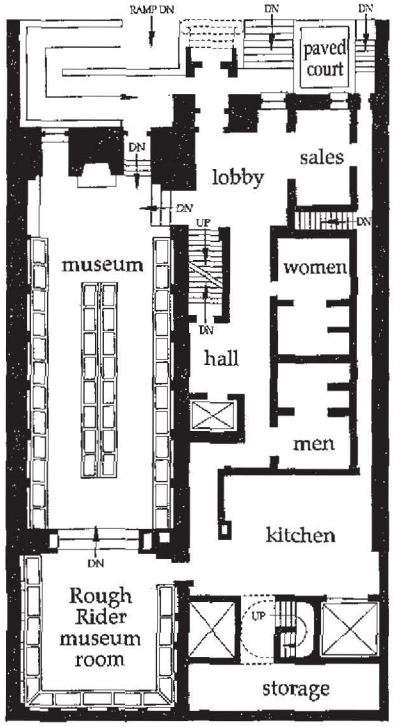
Third Floor



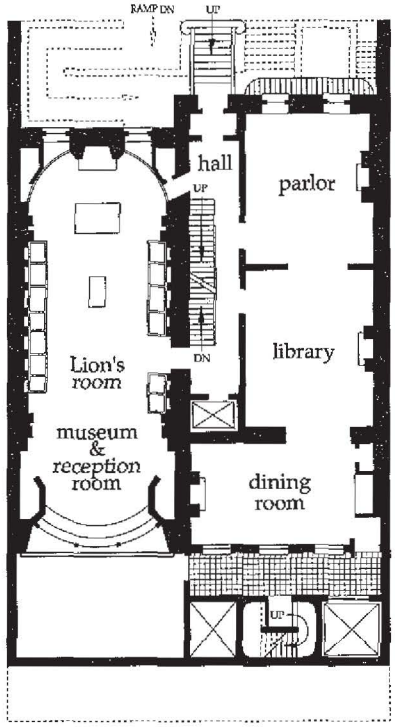
Fourth Floor



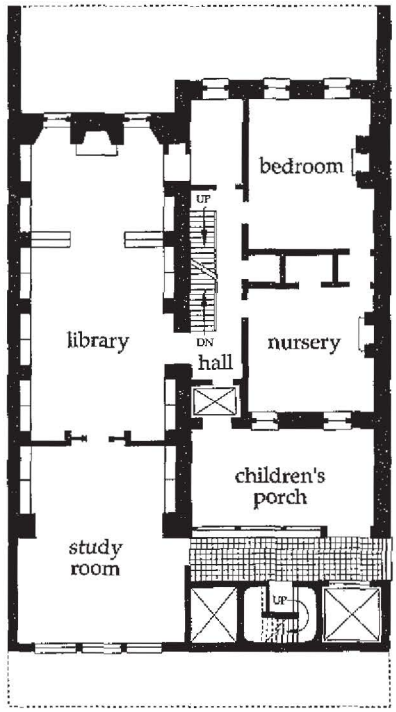
Roof Terrace & Garden



Basement Level



First Floor



Second Floor

ALTERNATIVE 3
FULL ACCESSIBILITY

Theodore Roosevelt Birthplace

National Historic Site

United States Department of the Interior • National Park Service

DSC / Dec. 1995 / 420 / 20,020

ON MICROFILM

No Scale

TABLE 13. SUMMARY OF ALTERNATIVES FOR THEODORE ROOSEVELT BIRTHPLACE

	ACTIONS COMMON TO ALL ALTERNATIVES	ALTERNATIVE 1	ALTERNATIVE 2 — PREFERRED	ALTERNATIVE 3
Structure		Little change.	Some structural changes because of air-conditioning systems.	Significant changes for elevator and air-conditioning systems.
Interpretation and Programs	Visitor comfort and experience would be enhanced through some form of climate control. Site would be open seven days/week, and more outreach programs and community/friends groups would be established. Updated brochures and new information board (with history, map, and tour/events schedule) would be accessible to non-English-speaking visitors and those with visual limitations. Outside wayside, accessible to all visitors, would provide brief history. Entertainment programs and special events in the auditorium would continue to be scheduled by park staff and cooperators.	Existing interpretation and tours of period rooms, which would be preserved, would continue to be primary interpretive activity. Additional window air-conditioners would be installed in rear windows.	Significant enhancement of programs, interpretation, and facilities at the site. Information/sales desk area and restrooms would be rehabilitated. Central air-conditioning system, with museum-standard climate control system for collection storage area, would be installed, increasing visitor and staff comfort. Period rooms on first and second floors would be preserved. Additional exhibits and publications would bring Roosevelt's life into contemporary context. Library (second floor) would be restored in part to 1923 appearance, using original furnishings. Resource and educational center of site-related archival materials would be developed in library. Research facility would be open to researchers and visitors.	Significant enhancement of programs and facilities at the site. Central air-conditioning system, with museum-standard climate control system for collection storage area, would be installed. Additional exhibits and publications would bring Roosevelt's life into contemporary context. Library (third floor) would be restored in part to 1923 appearance, using original furnishings. Resource and educational center of site-related archival materials would be developed in library. Research facility would be open to researchers and visitors.
Collection	Continue use of monitoring system for the collection. Update collections management plan. Collections on exhibit would be rotated.	Undisplayed collection would continue to be stored and curated in the western halves of the second and third floors. Portable humidification equipment would be used to help preserve undisplayed collection.	Central air-conditioning system would be installed in house, and museum-standard air-conditioning system and storage equipment would be installed in collection storage areas. Undisplayed collection would continue to be stored and curated in the western halves of the second and third floors.	Same as alternative 2.

	ACTIONS COMMON TO ALL ALTERNATIVES	ALTERNATIVE 1	ALTERNATIVE 2 — PREFERRED	ALTERNATIVE 3
Accessibility	Unaided accessibility into structure provided via a ramp installed at basement (main) entry level. Ramp system would be added to lower museum and Rough Rider room. Some exhibits would remain too high for viewing by all visitors. Upgrade of exhibits and audiovisual media would be done for visitors with hearing and sight disabilities and non-English-speaking visitors.	Existing elevator would allow access to basement and three floors; fourth floor would continue to be inaccessible to visitors and staff with disabilities.	Structure would be fully accessible (except for a few exhibits). Existing elevator would allow access to basement and three floors; closet elevator would be installed for access from third to fourth floor.	Structure would be completely accessible via elevator system installed at rear of building.
Cooperators	Theodore Roosevelt Association would continue to use site and auditorium for special programs and events. Association would continue to be involved in preservation and conservation of the structure and its museum collection. American Landmark Festivals would continue its concerts through an informal agreement.			
NPS Operations	Part of third floor would be used for NPS administrative offices and cooperator space and part for curatorial storage and conservation. Site supervisor would continue to be involved in community relations.		More staff would be need for interpretation.	More staff would be needed for maintenance and interpretation.
Research	Ethnographic assessment and overview would be done to provide information.			

	ACTIONS COMMON TO ALL ALTERNATIVES	ALTERNATIVE 1	ALTERNATIVE 2 — PREFERRED	ALTERNATIVE 3
Outreach	National Park Service would continue to work closely with cooperators and local community organizations for use of auditorium and would expand efforts to promote site among local schools and tourist organizations.			Additional space created by elevator installation and expansion could be rented out for special events.
Staffing		4 full-time employees	5 full-time employees	8 full-time employees
Annual Operating Costs		$185,000	$225,000	$500,000
Implementation Costs (including interpretation)		$264,000	$1,241,000	$3,409,000

TABLE 14. SUMMARY OF IMPACTS FOR THEODORE ROOSEVELT BIRTHPLACE

TOPIC	ACTIONS COMMON TO ALL ALTERNATIVES	ALTERNATIVE 1	ALTERNATIVE 2 — PREFERRED	ALTERNATIVE 3
Impacts on Cultural Resources				
Impacts on Historic Structures	Minimal impacts on historic fabric due to wheelchair ramp to provide access; would be mitigated by careful design and installation. However, grassy area in front would be removed.	Same as alternative 1.	Installing central air system would negatively impact some interior historic fabric; careful design would avoid major impacts. Installing closet elevator from the third to the fourth floor would destroy some interior historic fabric. A compatible design and careful installation would deter some of the damage.	Interior and rear facade of structure would be significantly impacted. Elevator installation and changes on building's rear exterior would remove significant amounts historic fabric and alter historic design, especially in period rooms. Careful design and construction would help minimize impacts.
Impacts on Museum Collections	Collections management plan would be updated, which would benefit collection. Rotation of collection on exhibit would alleviate some impacts.	Adverse impacts of the climate on the collections would be reduced. Collections in lower museum and Lion's room would not continue to be exposed to the elements. Although more air-conditioners would be of some help, proper atmospheric conditions for collections would not be achieved.	Extensive conservation and careful exhibition of artifacts would be positive impact on collection. Climate control systems and storage equipment would help preserve artifacts and collection, a positive impact on collection and site. Adverse impacts of climate on collections would be alleviated.	Same as alternative 2.
Impacts on Ethnographic Resources	Unknown; determined by future ethnographic study.			
Impacts on Visual Resources	Exterior ramp, although visually intrusive, would be unobtrusive by design but would destroy grassy area in front, which would change the visual scene somewhat. Effect would be lessened by sensitive design of the ramp.	No impacts on surrounding structures. Installing more window air-conditioners would be visual intrusions, but would be mitigated by putting air-conditioners in rear of building.	No impacts.	Would visually impact exterior of structure, especially rear facade, and neighboring buildings around the rear alley.
Impacts on Archeological Resources	Minimal likelihood of impacting archeological resources when installing front ramp.			
Impacts on Natural Resources	No perceived short- or long-term impacts.			
Impacts on Floodplains	No impacts.			

TOPIC	ACTIONS COMMON TO ALL ALTERNATIVES	ALTERNATIVE 1	ALTERNATIVE 2 — PREFERRED	ALTERNATIVE 3
Impacts on Threatened or Endangered Species	No impacts.			
Impacts on Coastal Zone Management	With required state concurrence, no impacts.			
Impacts on Regional Land Uses and Visitor Facilities	No impacts.			
Impacts on Socioeconomic Environment	No new impacts except that increased outreach for schools would provide positive learning experiences. No significant impacts on homeless.			
Impacts on Visitor Use and Interpretation	Some exhibits would remain too high for viewing by all visitors. Visitor comfort would be improved. Quality of visitor experience would be enhanced by addition of ramp system into building and lower museum and Rough Rider room. Site tours would continue to offer complete history of site. Structure could be accessed by visitors with disabilities (except fourth floor). Multilingual information would also be of benefit to many visitors.	Same as alternative 1. Added air-conditioners would allow full summer use and provide more comfort for visitors.	Quality of visitor experience significantly improved. Site would be fully accessible, and air-conditioning system would improve comfort and allow summer use. With improved and expanded programs, more visitors might come to the site. Renovated lobby would provide a more welcoming and organized entrance, which would be a positive impact. The expanded and comprehensive interpretation of the site would allow a better understanding of the site's themes, which would be a positive impact for visiting school groups.	Quality of the visitor's experience would be significantly improved. Site would be fully accessible to those in wheelchairs, and comfort provided by central air system would allow use on hot days. With improved and expanded programs more visitors might come to the site. The expanded and comprehensive interpretation of the site would allow a better understanding of the site's themes, which would be a positive impact for visiting school groups.
Impacts on Transportation	No new impacts.			
Impacts on Cooperators	No new impacts.			
Impacts on NPS Operations	Site would be open for seven days/week, which would impact management and operations. The site supervisor would continue to be involved in community relations, which might benefit the site and its security.	Air-conditioners would provide comfort for staff. Site management and operations would be impacted, especially without additional staff.	Staff would be relieved of issues related to visitors with disabilities because site would be fully accessible (except for a few exhibit cases). Extended hours would require more interpretive and custodial staff. Additional staff would be a positive impact on site management. Central air-conditioning systems would improve staff comfort and site management.	Same as alternative 2.

TOPIC	ACTIONS COMMON TO ALL ALTERNATIVES	ALTERNATIVE 1	ALTERNATIVE 2 — PREFERRED	ALTERNATIVE 3
Cumulative Impacts		No new impacts.	Same as alternative 1.	Same as alternative 1.
Unavoidable Adverse Impacts / Relationship between Short-term Uses and Long-term Productivity / and Irreversible and Irretrievable Commitment of Resources	Addition of entrance ramp would be a minor irretrievable and irreversible impact on historic fabric.	No additional impacts.	Addition of central air-conditioning system and closet elevator from third to fourth floor would cause irreversible and irretrievable commitment of interior historic fabric; careful design and installation would help mitigate impacts.	Proposed actions would irreversibly and irretrievably commit historic fabric and design elements for both interior and rear facade of the structure and provide more space for special use/events Permanent visual impacts on exterior of structure would occur, especially on the rear facade.

CULTURAL RESOURCES

History of Theodore Roosevelt Jr.

Theodore Roosevelt was born on October 27, 1858, to Theodore Roosevelt Sr. and Martha Bulloch. Born in Manhattan, New York, as one of four children, Theodore was the seventh generation of Roosevelts in Manhattan, the earliest settling from the Netherlands in 1644. Theodore was a frail and asthmatic child who struggled with physical limitations. He overcame his ailments by exercising and bodybuilding.

Over time, Theodore became physically robust, mastering various skills of shooting, boxing, and horseback riding. His love of the outdoors led him to national and international travels, and he became a rancher and an exotic animal huntsman. Roosevelt's early education cultivated his interest in history and naturalist topics, which he continued to explore and foster throughout his life. He excelled at Harvard, graduating Phi Beta Kappa, but was not enthusiastic with the opportunities it had to offer. Enrolled in Columbia University Law School but with little desire in pursuing a law career, Roosevelt turned to his interest in history and writing books and magazine articles.

In 1882, at the age of 24, Roosevelt launched his political career when he was elected to the 21st State Assembly in Albany, New York. Serving in his first political position, Roosevelt learned about politics and the way of the press. He supported and campaigned for laws that improved the conditions of both the workforce.

Roosevelt worked at his political career; however, he remained a keen naturalist and avid outdoorsman as well. In 1883 he established the Maltese Cross Ranch in North Dakota. The ranch offered Roosevelt the opportunities for raising cattle, hunting, and the rugged outdoor activities that he relished. It also provided him a place of solace after his young wife of four years, Alice Hathaway Lee, died shortly after giving birth to his first child in 1884.

After his assembly term in Albany, Roosevelt immersed himself in writing a number of books on ranching and politics; he also continued to participate in politics peripherally. After an unsuccessful run for the mayor of New York in 1886, he traveled and married his second wife, Edith Kermit Carow.

He returned to politics to assist in the presidential election, and in 1888 he was appointed as a civil service commissioner in Washington, D.C. In 1897 he was appointed as the assistant secretary of the navy by President William McKinley. Roosevelt favored an aggressive approach to foreign relations. He resigned as assistant secretary of the navy to pursue active military duty in the Spanish American War. With White House physician Captain Leonard Wood of the Army Medical Corps, he formed the First U.S. Cavalry Volunteers, which came to be known as the Rough Riders. Although Roosevelt had no formal training in battle techniques, his career as the president of the police commissioners of New York in 1895–97 provided leadership experience. As the colonel of the Rough Riders, Roosevelt emerged from the pages of the press as a hero of the Spanish-American War, who led the now-famous charge up San Juan Hill in the 1898 Battle of Santiago.

Roosevelt's successful military engagements during the Spanish-American War benefitted his 1898 bid for the governorship of New York. Winning the election, he pursued his reform goals of state government; his administration caused alarm among many of his political associates. In 1900 Roosevelt was nominated for and won the election as the vice-presidential running mate to William McKinley. In 1901, in Buffalo, New York,

Roosevelt took the oath of office and became the 26th president of the United States, after McKinley's assassination.

Roosevelt's presidential career was most notable on the domestic front — for his dedicated sponsorship of the conservation of natural resources his antitrust legislation. His office was aggressive in foreign relations and policies. He secured the right to construct the Panama Canal and, in 1906, was given the Nobel peace prize for his intervention in the Russo-Japanese War. After serving two terms, Roosevelt left the presidential office, traveled overseas, and resurrected his writing career. In 1912 he reentered politics as a third party presidential candidate under the Progressive "Bull Moose" ticket. Surviving an assassination attempt while campaigning in Wisconsin, Roosevelt faced a difficult political battle against President William Taft. Their struggle enabled, in part, the election of Democrat Woodrow Wilson as president of the United States.

Roosevelt never strayed far from the political arena. Although he lost the 1912 campaign, he continued to offer his suggestions and opinions to those in office. He continued his travels, and in while in Brazil he contracted several physical maladies, rendering him blind in one eye and weakening his overall physical health. However, this did not diminish his fervent opinions and views. The start of World War I brought Wilson and the pro-war Roosevelt into further conflict. Although he lost one of his sons in the war, Roosevelt remained proactive and petitioned the War Department and the White House for permission to assemble a volunteer division and to command one of is brigades. The White House declined his petition, citing his age and physical condition. He returned to his writing and wrote his last book *The Great Adventure; Present-day Studies in American Nationalism.*

Theodore Roosevelt Jr. died on January 6, 1919, in Oyster Bay, New York. His illustrious careers and adventurous life included politics as well as science and history. He maintained a sense of commitment and dedication to his beliefs and epitomized the new nationalism of the United States as it entered the international stage as a world power in the first years of the 20th century.

Brief History of the Site and Structure

In the late 1840s, Cornelius Roosevelt presented wedding gifts to his sons, Theodore Roosevelt Sr. and Robert Roosevelt: two newly built adjoining townhouses on East 20th Street in Manhattan. Theodore Roosevelt Jr. (1858–1919) spent his first 14 years in the eastern residence. The Theodore Roosevelt family moved out of the house in 1872; for 40 years it was occupied by various residential and commercial tenants, altered considerably during this time.

Soon after Roosevelt Jr. died in 1919, the Women's Roosevelt Memorial Committee (soon to be called the Women's Roosevelt Memorial Association) was formed with the intention of restoring the birthplace home. In addition to providing a memorial to their deceased president, the women intended the restored home to be a place where schoolchildren could come to broaden their understanding of their country and Rooseveltian Americanism. Within two months of his death, the association had purchased the property (and the adjoining property), which by then had been drastically altered since Roosevelt's boyhood years.

The association selected architect Theodate Pope Riddle, one of the country's first female architects, to design a building containing both a reconstruction of the birthplace and a museum. Funds for construction were lacking, however, and in 1922 the association partially merged with the Roosevelt Memorial Association who had funds but no success in securing a memorial site. The reconstructed home, combined with a museum exhibiting Roosevelt memorabilia, a library, and an auditorium, would allow both organizations to realize their plans.

The re-creation of the facade of the birthplace and the period rooms within it were based, in part, on the memories of Theodore Roosevelt's two sisters, Anna Cowles and Corinne Roosevelt Robinson, and his second wife, Edith Kermit Carow Roosevelt, who had been familiar with the original house. The women were instrumental in determining spatial configuration, wall and floor finishes, furnishings, and furniture placement in the rooms. The re-creation was also based on house descriptions from Roosevelt's autobiography.

The site opened to the public on October 27, 1923. The focus of the building was the five re-created period rooms: parlor, library, dining room, nursery, and master bedroom. Museum galleries were filled with Roosevelt memorabilia and exhibits pertaining to Roosevelt's adult life, career, and politics. A library was filled with a collection of Roosevelt books and other research material. The auditorium was used for association meetings and meetings of other patriotic organizations and social affairs.

Theodore Roosevelt Birthplace was established as a national historic site on July 25, 1962 (76 stat. 217), and listed on the National Register of Historic Places on October 15, 1966, with historical documentation following on December 6, 1976. In 1963 the Theodore Roosevelt Association donated the site to the National Park Service.

Architectural Description and Development

The building, comprised of both the east and west properties, is constructed of reinforced concrete. The facade is faced with Portland (Connecticut) brownstone in ashlar blocks; the rear wall is faced with brick. Side walls adjoin the party walls of the two adjacent buildings.

The building is four stories high with a raised basement. Visitors to the site enter through a door in the basement, accessed by two short sets of steps leading down from street level. The eastern facade was designed as an 1840s townhouse with a prominent front entry, shutters on the windows, mansard roof, and bronze railings and balcony. The facade is arranged in three bays; the front entry, in the western bay, is accessed by 11 steps. A small, nonfunctioning balcony is in front of the eastern and center bay windows adjacent to the door. Above the third story is a simple cornice, and above the cornice is a mansard roof, covered with slate and pierced by three pedimented dormers. A bronze eagle over the door provides a mount for a flag.

The western half of the building is set back 4 feet, and the facade was designed without ornamentation to avoid competition with its neighbor. The facade is also three bays wide with the center bay consisting of a slightly protruding chimney stack, faced with brownstone. Three chimney pots surmount the stack. Windows, without shutters, are in the east and west bays; the fourth-story windows consist of narrow vertical slits. The back wall of the building is marked by an irregular placement of windows and a fire escape.

The interiors of the two buildings are joined on each floor with doors through the party wall. A subbasement houses some storage facilities and the mechanical systems. The basement story (or the ground floor), is arranged with a lobby, information area, restrooms, kitchen, and caretaker's quarters on the east and museum galleries on the west. The back gallery and the Rough Rider room is covered with skylights.

The first and second stories of the east half of the building were designed to reflect the atmosphere of the original birthplace from the years 1865 to 1872. A hall and staircase are in the west bay and the period rooms (parlor, library, dining room, nursery, and master bedroom) in the center and east bays. A museum gallery and library are in the first and second stories, respectively, of the west half of the building. The entire third story is

used for museum storage and offices, and the fourth floor houses the auditorium.

Interior finishes of the period rooms consist of wallpaper, painted woodwork, marble fireplaces, marble floors in the hall, carpeted floors in the rooms, and a variety of light fixtures. Interior finishes of the rest of the building consist of oak paneling; marble fireplaces; terrazzo, parquet, cork, and linoleum floors; carpeted floors; brass handrails; a variety of light fixtures; and museum display cases of oak and glass.

A variety of conveniences (state-of-the-art technology in the 1920s) were installed in the building: an elevator, a fire alarm system, a centralized vacuum-cleaning system, speaking tubes permitting communication between the kitchen and the auditorium, and a dumbwaiter. The projection booth in the auditorium was outfitted with metal doors, installed to prevent the spread of fire from film combustion.

Several changes have occurred since NPS acquisition in 1963. To better accommodate office and administrative functions, modifications were made to the heating and electrical systems, including the installation of new lighting fixtures. In the late 1970s, the period rooms and exhibit rooms were refurbished.

Museum Collections

The collection of the birthplace contains more than 5,000 objects and 60,000 archives. The collections include furnishings, decorative arts on display in the period rooms (about 40% are from the original house, 20% are from the family collection, and the remainder are period pieces), and memorabilia and documents commemorating Roosevelt's life and accomplishments. There is also a large book collection.

New York City Landmark Designated District

Theodore Roosevelt Birthplace is a designated New York City individual historic landmark. It also lies within the New York City "Ladies Mile Historic District," which commemorates the fashionable stores frequented by women in the boom years following the Civil War and well into the 20th century. This district, although a city landmark, is not currently on the National Register of Historic Places.

Ethnographic Resources

Ethnographic data related to Theodore Roosevelt Birthplace has not been compiled. To expand information about the site's ethnographic resources and contemporary groups that are traditionally associated with the birthplace, a future study would be conducted (see "Actions Common to All Alternatives" section).

NATURAL RESOURCES

The natural resource description for the Manhattan Sites previously discussed is applicable to the Theodore Roosevelt Birthplace.

Floodplains

Theodore Roosevelt Birthplace is outside the 100- and 500-year predicted flood as determined by the Federal Emergency Management Agency. Base elevations range from 180 to 190 feet above mean sea level.

Threatened and Endangered Species

Consultation with the U.S. Fish and Wildlife Service field office in New York and the Significant Habitat Unit of New York Department of Environmental Conservation revealed that, except for occasional transient

individuals, no federal or state listed or proposed endangered or threatened plant or wildlife species are in the vicinity of Theodore Roosevelt Birthplace (see appendix D).

SOCIOECONOMIC ENVIRONMENT

General Characteristics

Theodore Roosevelt Birthplace National Historic Site is in the area on the east side of Manhattan known as Gramercy Park. This small, once exclusive enclave is near the southeastern corner of Community District 5, which encompasses most of central Manhattan and includes many well-known cultural and commercial landmarks, such as the Empire State Building, Grand Central Terminal, the New York garment district, the Broadway theater district, and Times Square. Nearby, largely residential neighborhoods include Murray Hill, Stuyvesant Park, and parts of Midtown South.

Socioeconomic profiles, developed by the city's Department of City Planning, and adopted in this plan, use community districts as the basic unit of analysis. Because Gramercy Park comprises a very small area at the border of Manhattan Community Districts 5 and 6, socioeconomic patterns and trends with direct bearing on the site may be closer to those found in nearby areas of District 6 than in neighborhoods further north and west in Community District 5.

Population density is relatively low due to the district's largely commercial character. Although the residential population increased by 10% in the 1980s, the percentage of foreign-born residents increased by 18.3% to 21.6% of the total. Nearly 40% of this subgroup are recent immigrants. The predominant ethnic groups are of European descent, especially Irish, German, and Russian-Ukrainian. The last decade has seen a significant increase in the percentage of new residents from Slovakia (103.3%) and Sweden (102.4%). Most other reported groups, including those of African, Hispanic, or Asian ancestry each comprise less than 3% of the population. In 1990, 25.5% of residents spoke a language other than English in the home, representing a 21.8% increase over the 10-year period. Although the district has the largest transient population in New York City, residents generally exhibit very high levels of educational attainment and fall into the middle and upper income levels, with a correspondingly low overall level of poverty.

The district supports a relatively low residential population (about 43,500) but has the highest transient population in the city. The median household and per capita incomes of $42,050 and $39,058, respectively, are similar to those in district 1. More than 40% of the tax lots (from the city's real property file) are commercial or industrial in nature; the remaining are primarily residential. Average rent for residential properties is $817 per month; 34% of those renting pay $1,000 or more per month.

Local Issues

The district reports a number of concerns regarding homeless youth and families, and various problems relating to infrastructure, transportation, police security, and lack of recreational parks. Currently the district's number one capital budget priority is to provide permanent housing and adequate interim housing for homeless persons.

Transportation, security, and sanitation concerns are relevant to Theodore Roosevelt Birthplace. Traffic problems are universal throughout New York City; midtown Manhattan, for example, is without a computerized traffic system that allows traffic to be diverted or flows increased where necessary. Residents and visitors may be stuck in numerous traffic jams while trying to reach their destinations, including Theodore Roosevelt Birthplace. The community board feels that because this district represents New York City to much of

the world, this district should be safe and clean for its residents and visitors.

REGIONAL LAND USE AND VISITOR FACILITIES

The area surrounding Theodore Roosevelt Birthplace is zoned as mixed use, a designation that allows commercial, industrial, and residential activities. Commercial buildings in this area are undergoing transformations and being converted into residential living spaces. Portions of Broadway near Theodore Roosevelt Birthplace have been designated as the Ladies Mile Historic District to commemorate the fashionable stores frequented by women in the boom years following the Civil War and well into the 20th century.

CARRYING CAPACITY

The carrying capacity at the birthplace is 100 people, which is based on safety regulations and preservation of the resources.

NPS OPERATIONS

The current operating costs are about $185,000, and there are four full-time employees.

TRANSPORTATION

Theodore Roosevelt Birthplace is accessible the subway trains nos. 4, 5, and 6, or the N and R trains. The city bus system has extensive service to the area with the M1, M2, M3, M5, M6, M7, and M18 buses. Curbside parking in the area is difficult to find and very limited.

COOPERATORS

Theodore Roosevelt Association

The Theodore Roosevelt Association was established to assist in the administration and development of both Sagamore Hill and Theodore Roosevelt Birthplace National Historic Sites. Representatives of the National Park Service and the association meet regularly to consult on respective goals, plans, and activities for the sites. A $500,000 endowment fund was provided for in the site's establishing legislation, the interest from which is used for projects that are mutually agreed upon by the National Park Service and the association. The association funds structural projects to preserve and maintain the birthplace.

At Theodore Roosevelt Birthplace, the association uses the site for special programs and cultural events. Some of these programs are an institution to the site, as well as important annual events for the city. The high profile annual Police Awards Ceremony recognizes individuals of the police force that have displayed heroism and persistence to remain in the line of duty despite difficult personal or physical obstacles. Other events, such as the Theodore Roosevelt Association oratory contest, is held for state high schools.

American Landmark Festivals

The American Landmark Festivals is a cultural organization that has coordinated a regularly scheduled concert series at Theodore Roosevelt Birthplace for many years. Although the cooperative agreement between the American Landmarks Festivals and the National Park Service for these concerts was not renewed by either party in 1995, concerts will continue on Saturday afternoons at Theodore Roosevelt Birthplace under an informal agreement. The possibilities of reestablishing the cooperative agreement are unknown.

VISITOR USE AND INTERPRETATION

Visitation at Theodore Roosevelt Birthplace often ranges from a low of five visitors per day during inclement weather to over 300 per day during a major special event at the site. Visitation has peaked at about 2,000 visitors a month, with an average of 70 per day. Peak months are usually during the spring and fall, but special events may affect this norm. Peak periods are attributable to school groups, the Theodore Roosevelt lecture series, American Landmarks Festival concerts, and similar events. Winter lows in visitation are normally due to weather conditions and an ebb of tourist arrivals in the city. Summer lows are due to environmental factors in the house, primarily a lack of air-conditioning, which forces closure of the site's auditorium and concerts, lectures, and other uses that require a large space.

TABLE 15. THEODORE ROOSEVELT BIRTHPLACE, VISITATION

Year	Visits/Year
1980	16,525
1981	14,014
1982	13,462
1983	13,976
1984	17,449
1985	19,874
1986	18,634
1987	18,872
1988	17,126
1989	12,712
1990	12,384
1991	13,901
1992	19,782
1993	19,957
1994	23,074

NOTE: Visitation is measured by counting the number of paid fees. For special events, the number of people that fill one area is multiplied by the number of areas that are the same size and also filled with people.

IMPACTS COMMON TO ALL ALTERNATIVES

Impacts on Cultural Resources

Impacts on Historic Structures. The construction of the wheelchair ramp in front of the house would have minimal impacts on the historic fabric of the structure's exterior. Careful design and installation of ramp would help mitigate impacts. The interior floor plan or fabric would not be impacted by the ramp. However, the grassy area in front of the building (about 12 feet by 10 feet) would be removed to allow for the ramp.

Impacts on Museum Collections. Under all of the alternatives, the collections management plan would be updated and specify the standards for collections storage and exhibit, which would benefit collection. Rotation of exhibits in cases would have a positive impact on collection preservation.

Impacts on Ethnographic Resources. The ethnographic study would determine if any ethnographic resources exist and would be impacted by actions under these alternatives. The study would also

- provide a foundation for evaluating how future actions would include or affect ethnographic resources
- allow the National Park Service to become more active with the neighborhood by sharing management information on site's resources on an continuing basis
- provide an information base for and understanding of the existing traditional uses of the structure and within the area of Theodore Roosevelt Birthplace
- take into account the contemporary concerns of neighboring groups about park operations and provide for channels of communication and cooperation with the various groups identified
- identify gaps in available data and provide an annotated bibliography, which could be used in future park operations and management

Impacts on Visual Resources. Exterior ramp, although visually intrusive, would be unobtrusive to building's historic style by design but would destroy grassy area in front, which would change the visual scene somewhat. However, this effect would be lessened by sensitive design of the ramp.

Impacts on Archeological Resources. Under all alternatives, the installation of the accessibility ramp at the front elevation would require ground-disturbing activities. However, because this action would occur on previously disturbed land, the potential of impacting any archeological resources is highly unlikely.

Impacts on Natural Resources

There would be no perceived short- or long-term impacts on the natural resources associated with the actions proposed in any of the alternatives.

Impacts on Floodplains. Theodore Roosevelt Birthplace is outside of both the 100- and 500-year floodplain as determined by the Federal Emergency Management Agency. Therefore, there would be no associated impacts on floodplain values at this site.

Impacts on Threatened or Endangered Species. Except for occasional transient individuals, no federally listed or proposed endangered or threatened species under the jurisdiction of the U.S. Fish and Wildlife Service or other state and city regulatory agencies are known to exist in the project area. Therefore, there would be no impacts and no biological assessment or further section 7 consultation under the Endangered Species Act (87 Stat. 884, as amended; 16

U.S.C. 1531 et seq.) would be required with the these agencies.

Impacts on Coastal Zone Management. With required concurrence with New York's coastal zone management program, there would be no impacts on coastal zone management.

Impacts on Regional Land Uses and Visitor Facilities

The three alternatives would not have effects on adjacent land uses and facilities because all proposed actions would occur within the confines of the house.

Impacts on Socioeconomic Environment

The three alternatives provide for continued educational, cultural, and concert opportunities for city residents and birthplace visitors, in conjunction with cooperators, thereby continuing positive intellectual and entertainment benefits for those attending events. Additional outreach to schools would provide positive learning experiences for area students. Continued NPS cooperation with local community groups, school groups, and Theodore Roosevelt Association would promote good relations with the community as well as continue to provide educational and entertainment opportunities for local residents and space for community meetings.

There would be no significant impacts on the homeless people who sometimes use the site.

Impacts on Visitor Use and Interpretation

Some exhibits would remain too high for viewing by all visitors. Basement and first three floors would be accessible. Visitor comfort would be improved by the addition of some form of climate control. Site tours would continue, offering a positive effect on the visitor understanding the site's history. The addition of a ramp system into the building and the lower museum and Rough Rider room would also improve visitor experiences. Site tours would continue, offering visitors a history of the site. Multilingual information would also be of benefit to many visitors.

Impacts on Transportation

The three alternatives would not impact traffic or parking adjacent to the site. In all alternatives, street parking would remain generally unavailable. Visitors and residents would use public transportation, such as buses or the subway, taxis, and walking as their primary means of transportation to the birthplace.

Impacts on Cooperators

With the Theodore Roosevelt Association continuing to use the site for special programs and special events and the American Landmarks Festival continuing to hold concerts at the birthplace in the fourth floor auditorium (through an informal agreement), there would be no new impacts on the cooperators.

Impacts on NPS Operations

Under all alternatives, the site would be open for seven days a week. This would impact park operations and management. The site supervisor would continue to be involved in community relations, which might benefit the site and its security.

Unavoidable Adverse Impacts / Relationship Between Short-term Uses and Maintenance and Enhancement of Long-term Productivity / Irreversible and Irretrievable Commitment of Resources

The addition of the entry ramp to make the building accessible would have minimal but

irreversible and irretrievable impacts on the historic fabric.

ALTERNATIVE 1

Impacts on Cultural Resources

Impacts on Historic Structures. This alternative would not have any additional impacts on the historic structure or its fabric.

Impacts on Museum Collections. With the periodic rotation of artifacts on exhibit, the museum collections (which consist primarily of paper, photographs, and textiles on exhibit in the lower museum and the Lion's Room would not continue to be exposed to the elements. Although more window air-conditioning units would reduced concerns related to extreme temperature fluctuations, a proper atmospheric control system for correct storage conditions would not be provided.

Impacts on Visual Resources. There would be no visual impacts on the surrounding structures in the neighborhood. Installing more window air-conditioners would be visual intrusions, but this would be mitigated by installing the air-conditioners in the windows of the building's rear facade.

Impacts on Natural Resources

There would be no impacts on natural resources.

Impacts on Visitor Use and Interpretation

The quality of visitors' experiences would be enhanced by installing more air-conditioners. Visitors with disabilities could access all but the fourth floor.

Impacts on NPS Operations

Window air-conditioners would provide more comfort for staff. There would be a negative impact on site management and operations because additional staff would not be hired.

Cumulative Impacts

The special events of the associations would continue to be a positive impact on the site and surrounding community because they provide an awareness of the site, its history, and the events that occur here. The annual Police Awards Ceremony and the concerts provided by the American Landmarks Festival do not occur elsewhere in the area. This continues a positive use of the site during evening hours and draws visitors into the area. There would be no new cumulative impacts.

Unavoidable Adverse Impacts / Relationship Between Short-term Uses and Maintenance and Enhancement of Long-term Productivity / Irreversible and Irretrievable Commitment of Resources

There would be no additional short-term, unavoidable, or irreversible impacts.

ALTERNATIVE 2

Impacts on Cultural Resources

Impacts on Historic Structures. This alternative would have an adverse impact on the historic structure and its fabric. The addition of the central air and museum-standard air systems would have negative impacts on some of the historic fabric of the interior. However, with careful planning and installation of the system, major impacts on the fabric could be avoided.

Although the installation of the closet elevator from the third to the fourth floor

would destroy some interior historic fabric, visitors and employees with disabilities would have access to the auditorium. A compatible design and careful installation would deter some of the damage.

Impacts on Museum Collections. Central air-conditioning and careful exhibition of artifacts, a museum-standard climate control system, and storage equipment in the library would preserve the collection, its storage space, and exhibits. The adverse impacts of the climate on the collection would be alleviated.

Impacts on Visual Resources. There would be no additional impacts on visual resources.

Impacts on Natural Resources

There would be no impacts on natural resources.

Impacts on Visitor Use and Interpretation

The quality of the visitor's experience would be significantly improved. The site would be fully accessible (except for a few exhibit cases), and the interior comfort provided by the air-conditioning system would allow for full-term summer use. Improved and expanded range of programs could attract more visitors if a diligent effort is made to market the site. The renovation of the lobby area would provide a more welcoming and organized entrance into the site, which would positively impact visitor orientation. The expanded and comprehensive interpretation of the site would allow a better understanding of the site's themes, which would be a positive impact for visiting school groups.

Impacts on NPS Operations

Because this alternative would allow full physical accessibility (except for a few museum cases), staff would be relieved of issues related to visitors with disabilities. The extended hours would require more staff for interpretation and custodial responsibilities. Central air-conditioning would improve staff comfort and site management. The hiring of additional staff would be a positive impact on site management.

Cumulative Impacts

There would be no new cumulative impacts from implementing this alternative. The continuing special events and concerts and the Police Awards Ceremony would continue to be a positive impact on the site and surrounding community by providing an awareness of the site, its history, and the events that occurred here and by continuing a positive use of the site during evening hours and drawing visitors into the area.

Unavoidable Adverse Impacts / Relationship Between Short-term Uses and Maintenance and Enhancement of Long-term Productivity / Irreversible and Irretrievable Commitment of Resources

The addition of a central air-conditioning system, a museum-standard climate control system for the museum collection in the library, and a closet elevator from the third to the fourth floor could cause an irreversible and irretrievable commitment of the historic fabric of the interior of the structure. Mitigation is proposed by developing a compatible design and careful installation of the climate control systems and meeting regulations regarding the collections.

ALTERNATIVE 3

Impacts on Cultural Resources

Impacts on Historic Structures. The actions under this alternative would significantly impact the interior and rear facade of the structure. The proposed installation of the

elevator would remove historic architectural fabric and alter the historic design of the structure, as would the removal of the skylights and fire stair.

In the interior, the site keeper's rooms, the dumbwaiter shafts, the kitchen area on the fourth floor level, and the window openings in the dining room, nursery, and in the third floor staff area would be removed to allow for the elevator openings. Although these actions would have a significantly negative impact on the building's historic fabric, the design and construction would be handled carefully to minimize the loss of fabric.

Impacts on Museum Collections. Central air-conditioning, careful exhibition of artifacts, a museum-standard climate-control system in the collection storage area, and storage equipment in the library would help preserve the collection, its storage space, and exhibits. The adverse impacts of the climate on the collection would be alleviated.

Impacts on Visual Resources. The actions of this alternative would have a visual impact on the exterior of the structure, especially on the rear facade. The elevator would take up space in the rear alley, cutting out natural lighting to the neighboring structures as well as the birthplace.

Impacts on Natural Resources

There would be no impacts on natural resources.

Impacts on Visitor Use and Interpretation

As in alternative 2, the quality of the visitor's experience would be significantly improved. The site would be fully accessible (except for a few exhibit cases), and the interior comfort provided by the central air system would allow for use during hot days. Improved and expanded range of programs could attract more visitors. The expanded and comprehensive interpretation of the site would allow a better understanding of the site's themes, which would be a positive impact for visiting school groups.

Impacts on NPS Operations

The installation of an elevator up to the auditorium level would make the site accessible to all visitors without staff assistance. The extended hours would require more interpretive and maintenance staff. The addition of a central air system would provide interior comfort. All actions would be a positive impact on site management. The hiring of additional staff would be a positive impact on site management and operations.

Cumulative Impacts

There would be no additional cumulative impacts. The continuing special events and concerts and the Police Awards Ceremony would continue to be a positive impact on the site and surrounding community by providing an awareness of the site, its history, and the events that occurred here and by continuing a positive use of the site during evening hours and drawing visitors into the area.

Unavoidable Adverse Impacts / Relationship Between Short-term Uses and Maintenance and Enhancement of Long-term Productivity / Irreversible and Irretrievable Commitment of Resources

Actions proposed by alternative 3 would irreversibly and irretrievably commit historic architectural fabric and historic design elements for both interior and rear facade portions of the structure but would provide space for special use/events. Permanent visual impacts on the exterior of the structure, especially on the rear facade, would result.

COMPLIANCE WITH FEDERAL AND STATE LAWS, EXECUTIVE ORDERS, AND REGULATIONS

In implementing the general management plans for the six sites (including the previously completed plan for Hamilton Grange [NPS 1995c]) within the Manhattan Sites administrative unit, the National Park Service has complied and will continue to comply with all applicable laws, regulations, and executive orders, including those listed below. Informal consultation with appropriate federal, state and local agencies has been conducted in the preparation of this document. These agencies are listed in the section on "Consultation and Coordination."

Because there are no wetlands or prime and unique farmlands at the five Manhattan Sites discussed in this plan, compliance with Executive Order 11990 "Protection of Wetlands" and analysis of prime and unique farmlands would not be necessary.

NATURAL RESOURCE COMPLIANCE

This *General Management Plan / Environmental Impact Statement* provides disclosure of the planning and decision-making process and potential environmental consequences of the alternatives proposed. This document impact statement was prepared based on the need to adequately analyze and understand the consequences of the impacts related to the proposed park developments and to involve the public/other agencies in the decision-making process.

The environmental impacts were prepared in accordance with the Council on Environmental Quality regulations pertaining to the implementation of the procedural provisions of the National Environmental Policy Act (40 CFR 1500 et seq.) and in part 516 of the U.S. Department of the Interior's *Departmental Manual* (516 DM). Various agencies will be contacted and consulted as part of this planning and assessment effort. Appropriate federal, state, and local agencies will be contacted for input, review, and permitting in coordination with other legislative and executive requirements. Consultation will be sought with other agencies to address specific issues and concerns pertaining to endangered and threatened species and coastal zone management.

National Environmental Policy Act of 1969 (as amended)

This document provides public disclosure of the planning and decision-making process and the potential environmental consequences of actions and alternatives, as required by this act. The *Draft General Management Plan / Environmental Impact Statement* for the five sites will be on public review for no less than 60 days. Agency and public comments will then be considered. A *Final General Management Plan / Environmental Impact Statement* (or abbreviated final document if comments are not substantive) will then be prepared that responds to or incorporates the public comments on the draft document. After a 30-day no-action period, a record of decision, which documents the final decision and the alternatives considered, identifies the environmentally preferable alternative, and describes whether all practicable means of avoiding environmental impacts as a result of the selected action have been adopted, will be prepared and circulated to interested parties.

Floodplains Management

Executive Orders 11988 " Floodplain Management" and 11990, "Protection of Wetlands," directed federal agencies to avoid development in floodplains and wetlands whenever there is a practicable alternative and to avoid, to the extent possible, adverse impacts associated with the occupancy or modification of floodplains and wetlands.

The U.S. Federal Emergency Management Agency has inventoried floodplains in the area and has determined that Castle Clinton and Saint Paul's Church are in the floodplain. New construction activities or storage of collections at either site would require further analysis and that a statement of findings be written. The statement of findings would be prepared to document the rationale for locating structures and collections within the floodplain and to identify mitigating actions to protect life and property at these two sites.

Endangered and Threatened Species and Critical Habitat

The U.S. Fish and Wildlife Service has advised the National Park Service that, except for occasional transient individuals, no species listed or proposed for listing on federal or state lists as endangered or threatened species are known to exist in the project areas at Theodore Roosevelt Birthplace National Historic Site and Saint Paul's Church National Historic Site. Therefore, no biological assessment or further section 7 consultation under the Endangered Species Act (87 Stat. 884, as amended; 16 USC 1531 et seq.) is required with the U.S. Fish and Wildlife Service for alternatives proposed at these locations.

However, the peregrine falcon *(Falco peregrinus)* is a federally listed endangered species that is known to breed near Castle Clinton National Monument, Federal Hall National Memorial, and at General Grant National Memorial, and it may be found in the surrounding areas. This *General Management Plan* presents alternatives for future management of these areas and has evaluated the potential direct, indirect, and cumulative effects of specific project-related activities on this species. The U.S. Fish and Wildlife Service, as well as the New York State Department of Environmental Conservation and the City of New York Department of Environmental Protection would be consulted pertaining to the impacts analyzed by this document and the mitigation proposed to ensure that these proposed actions would not have an effect on this species or its critical habitat. If the mitigation proposed adequately addresses and protects the peregrines and their habitat as determined during the consultation process, then no further compliance with this act would be required.

However, actions proposed by alternative 2 at General Grant's tomb have been identified as having potential detrimental impacts on this species. If that alternative is selected as the course of action to be pursued at the tomb, then further environmental analysis to determine specific impacts and appropriate mitigation would be required, including a biological assessment. The National Park Service would work closely with these cooperating agencies to ensure that the species has appropriate consideration and protection in the decision-making process.

U.S. Army Corps of Engineers

The U.S. Army Corps of Engineers has been regulating activities in the nation's waters since 1890. Until the 1960s the primary purpose of the regulatory program was to protect navigation. Since then, as a result of laws and court decisions, the program has been broadened so that it now considers the full public interest for both the protection and use of water resources.

Regulatory authority and responsibilities of the Corps of Engineers includes section 404 of the Clean Water Act (33 USC 1344). This includes the regulation of the discharge of dredged material into waters of the United States including both navigable waters and adjacent wetlands. In addition, section 10 of the Rivers and Harbors Act of 1899 (33 USC 403) is regulated by the Corps of Engineers for activities in or affecting navigable waters.

Because the actions proposed would not impact any of these waters, no further compliance is required under the 404 regulatory program.

New York State and Local Permitting

In accordance with the New York State Environmental Quality Review Act (1976, part 617 of statewide rules and regulations as amended), activities proposed by this action would be reviewed for compliance and permitting as required by the state. It would be determined through coordination with the state and local agencies which permits would be required for compliance purposes. A Department of Environmental Conservation joint permit application would be completed for those activities that require evaluation.

In addition, the city of New York conducts an environmental review process similar to the state's. The city environmental quality review (Executive Order 91 of 1977 as amended) requires consultation and permitting for applicable projects, which is handled by both the state Department of Environmental Protection and the Department of City Planning. Coordination with the city would ensure that the alternatives selected for implementation would be in accordance with their mandates. Removal of the structural features associated with the skylights at Theodore Roosevelt Birthplace would be an adverse affect.

CULTURAL RESOURCE COMPLIANCE

All structures would be made accessible to visitors with disabilities to the greatest extent possible. In some instances, it might be difficult to achieve full access without compromising the architectural integrity of these structures. If the New York state historic preservation officer and the Advisory Council on Historic Preservation determines that these actions would have a negative effect on these historic properties, then the design concept would be altered accordingly.

Architectural Barriers Act of 1968 (42 USC 4151 et seq.); Rehabilitation Act of 1973 (29 USC 701 et seq.)

All facilities and programs developed would be accessible to visitors with disabilities to the greatest extent possible.

Public Law 90-480 established standards for physical access. Any new facilities would be designed for accessibility by visitors and staff with disabilities. Historic structures require special treatment, and any modifications must be done with the participation of a historic architect and with the appropriate clearances. Alternative methods of accessibility must be considered, and the alternative providing the most accessibility should be the preferred. Inaccessible areas should be made available through other means.

Interpretive media should be accessible. All video and films should be close-captioned. Basic information brochures should be taped for the visually impaired. Major exhibit areas should have taped descriptions of the exhibits. Wayside exhibits should be designed with special populations in mind, regarding type size, angle, and contrast. Aspects of the visitor experience may be affected by compliance with the Americans with Disabilities Act.

Section 106 of the National Historic Preservation Act of 1966, as amended (16 USC 470, et. seq.)

Projects that have the potential to affect cultural resources at the sites require compliance with section 106 of the National Historic Preservation Act of 1966, and its implementing regulations, 36 CFR part 800. To facilitate the compliance process by accelerated review of certain specified common activities (programmatic exclusions), the National Park Service negotiated a programmatic agreement with the National Conference of State Historic Preservation Officers and the Advisory Council on Historic Preservation in 1995.

Because all of the sites within Manhattan Sites are listed on the National Register of Historic Places, the National Park Service would continue to preserve and foster these cultural resources in accordance with the law, regulations, policies, and the *Secretary of the Interior's Standards for the Treatment of Historic Properties*. If any actions of the alternatives would affect these resources, the park superintendent would be responsible carrying out the compliance process as stipulated in 36 CFR part 800. This would require that any actions that have the potential to affect cultural resources are identified before implementing those actions and that the affects are assessed. Ways to reduce or avoid harming cultural resources by federal undertakings must also be considered.

The National Park Service would document any proposed action before its implementation. This would assess any project effects and outline actions proposed to mitigate those effects. Specific actions may require monitoring, such as any activities requiring ground disturbance. Before any ground-disturbing activities, a professional archeologist would determine the need for an archeological survey and evaluation. Such studies would be completed before any construction activities, and monitoring during construction would continue to ensure that archeological resources would not be disturbed.

The park superintendent would involve and consult with the state historic preservation officer, the Advisory Council, and the public, as appropriate, during the section 106 process.

Before any ground disturbance caused by implementing the actions of the alternatives, a professional archeologist would determine the need for archeological survey, inventory, and evaluation. Any such studies would be completed before construction activities so that measures to avoid archeological resources would be considered and would meet the needs of the state historic preservation officer and the National Park Service.

Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations

Executive Order 12898 (Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations). Under policy established by the secretary of the interior to comply with this executive order, departmental agencies should identify and evaluate, during the scoping and/or planning processes, any anticipated effects, direct or indirect, from the proposed project or action on minority and low-income populations and communities, including the equity of the distribution of the benefits and risks.

If any significant impacts on minority and low-income populations and communities are identified during the scoping and/or planning processes, the environmental document should clearly evaluate and state the environmental consequences of the proposed project or action on minority and low-income populations and communities in the environmental document. However, for each of the management plans for Manhattan Sites, there would be insignificant or no impacts on minority/low-income populations.

TABLE 16. GENERAL MANAGEMENT PLAN ACTIONS AND CULTURAL COMPLIANCE REQUIREMENTS

Implementation of the alternatives for the five sites would require up-to-date research and documentation to fully ascertain the implications of these actions on the resources. The following programmatic exclusions for the actions were determined in consultation with the park's compliance technical expert and with the assessment of effects based on preliminary determinations.

ACTIONS	COMPLIANCE REQUIREMENTS
CASTLE CLINTON NATIONAL MONUMENT	
Alternative 1 — No Action (Minimum Requirements)	
1. Install stanchion system for Statue of Liberty ticket lines	Programmatic exclusion (C1l)
2. Install waysides to exterior area of structure	Programmatic exclusion (C1l)
3. Continue preservation maintenance of structure	Programmatic exclusion (C1a)*
Alternative 2 — Ticket Sales Removal and Visitor Enhancement	
1. Remove nonhistoric ticketing pavilions from interior of the castle	Requires SHPO/ACHP review (for new ticketing facility)
2. Renovate former ticketing facility, or build new structure in Battery Park, for ticketing purposes	Requires SHPO/ACHP review
3. Install waysides to exterior area of structure	Programmatic exclusion (C1l)
4. Continue preservation maintenance of structure	Programmatic exclusion (C1a)*
Alternative 3 — Construction of Performance Facility	
1. Construct structure with roof, incorporating existing fort structure, and add auditorium stage and seating to interior	Requires SHPO/ACHP review
2. Add restroom facilities	Requires SHPO/ACHP review
3. Install new exhibits	Requires SHPO/ACHP review
4. Install new fire detection and alarm systems, as well as environmental and climate control monitoring units and fire suppression system (part of new construction)	Programmatic exclusion (C1k)*
5. Install waysides to exterior area of structure	Programmatic exclusion (C1l)
6. Remove nonhistoric ticketing pavilions from interior of the castle	Requires SHPO/ACHP review (for new ticketing facility)
7. Renovate former ticketing facility, or build new structure in Battery Park, for ticketing purposes	Requires SHPO/ACHP review

TABLE 16. GENERAL MANAGEMENT PLAN ACTIONS AND COMPLIANCE REQUIREMENTS (CONT.)

ACTIONS	COMPLIANCE REQUIREMENTS
FEDERAL HALL NATIONAL MEMORIAL	
Alternative 1 - No Action (Minimum Requirements)	
1. Continue structural monitoring and preservation maintenance of structure	Programmatic exclusion (C1a,C1i)*
2. Upgrade access of building at Pine Street entrance for visitors and employees with disabilities	Requires SHPO/ACHP review
3. Install waysides	Programmatic exclusion (C1l)
Alternative 2 — Restoration and Preservation	
1. Continue structural monitoring and preservation maintenance of structure	Programmatic exclusion (C1a,C1i)*
2. Upgrade access of building at Pine Street entrance for visitors and employees with disabilities	Requires SHPO/ACHP review
3. Develop and install visitor information center using interior space	Requires SHPO/ACHP review
4. Install new exhibits	Requires SHPO/ACHP review
5. Install environmental and climate control monitoring units and fire suppression system	Programmatic exclusion (C1c, C1k)*
6. Install waysides	Programmatic exclusion (C1l)
Alternative 3 — Visitor Information Center	
1. Continue structural monitoring and preservation maintenance of structure	Programmatic exclusion (C1a,C1i)*
2. Upgrade access of building at Pine Street entrance for visitors and employees with disabilities	Requires SHPO/ACHP review
3. Develop and install visitor information center using interior space	Requires SHPO/ACHP review
4. Install new exhibits	Requires SHPO/ACHP review
5. Install environmental and climate control monitoring units and fire suppression system	Programmatic exclusion (C1c, C1k)*
6. Develop and construct lecture/auditorium space in interior space	Requires SHPO/ACHP review
7. Expand collection storage space, which may require the reconfiguration of interior space	Requires SHPO/ACHP review
8. Install waysides	Programmatic exclusion (C1l)

TABLE 16. GENERAL MANAGEMENT PLAN ACTIONS AND COMPLIANCE REQUIREMENTS (CONT.)

ACTIONS	COMPLIANCE REQUIREMENTS
GENERAL GRANT NATIONAL MEMORIAL	
Alternative 1 - No Action (Minimum Requirements)	
1. Continue preservation maintenance of structure and interior components	Programmatic exclusion (C1a,i)*
2. Modify building to allow access for visitors with disabilities, including a chairlift and ramp system on the exterior	Requires SHPO/ACHP review
3. Install new climate control system	Requires SHPO/ACHP review
4. Install new exhibits	Requires SHPO/ACHP review
5. Install waysides	Programmatic exclusion (C1l)
6. Adjust interior viewing circle to allow to allow views of sarcophagi for all visitors	Requires SHPO/ACHP review
Alternative 2 - Restoration of Site to Original Design	
1. Obtain legislation for boundary change	Requires congressional action
2. Transfer city park land to National Park Service	Requires state and local legislative action
3. Reconstruct entry of tomb	Requires SHPO/ACHP review
4. Rehabilitate southwest interior staircase	Requires SHPO/ACHP review
5. Reconstruct southeast interior staircase	Requires SHPO/ACHP review
6. Restore window treatment	Requires SHPO/ACHP review
7. Paint interior, covering 1938 murals in the reliquary rooms and the 1968 murals in the lunettes	Requires SHPO/ACHP review
8. Reconstruct bronze flag display cases for the reliquary rooms	Requires SHPO/ACHP review
9. Remove interior statuary	Requires SHPO/ACHP review
10. Rebuild exterior roof layer w/bricks and skylight	Requires SHPO/ACHP review
11. Add exterior statuary	Requires SHPO/ACHP review
12. Redesign plaza area, including the removal of trees and paved area	Requires SHPO/ACHP review
13. Relocate mosaic benches	Requires SHPO/ACHP review
14. Continue preservation maintenance of structure and interior components	Programmatic exclusion (C1a,i)*
15. Modify building to allow access to visitors with disabilities, including a chairlift and ramp system on the exterior	Requires SHPO/ACHP review
16. Install waysides	Programmatic exclusion (C1l)

TABLE 16. GENERAL MANAGEMENT PLAN ACTIONS AND COMPLIANCE REQUIREMENTS (CONT.)

ACTIONS	COMPLIANCE REQUIREMENTS
GENERAL GRANT (CONT.)	
Alternative 3 - Continuum of Grant Memorialization	
1. Obtain legislation for boundary change	Requires congressional action
2. Transfer city park land to National Park Service	Requires state and local legislative
3. Continue preservation maintenance of structure and interior components	Programmatic exclusion (C1a,i)*
4. Modify building to allow access to visitors with disabilities, including a chairlift and ramp system on the exterior	Requires SHPO/ACHP review
5. Restore window treatment	Requires SHPO/ACHP review
6. Restore reliquary rooms, including murals and bronze flag cases	Requires SHPO/ACHP review
7. Replace marble floor at sarcophagi level	Requires SHPO/ACHP review
8. Adjust interior views of sarcophagi to allow views for all visitors	Requires SHPO/ACHP review
9. Rehabilitate viewing pavilion into visitor center	Requires SHPO/ACHP review
10. Install fence around site perimeter	Programmatic exclusion (C1h)*
11. Install waysides	Programmatic exclusion (C1l)
SAINT PAUL'S CHURCH NATIONAL HISTORIC SITE	
Alternative 1 - No Action (Minimum Requirements)	
1. Continue preservation maintenance of structures and grounds maintenance of site	Programmatic exclusion (C1a,b)*
2. Continue preservation maintenance of gravestones	Programmatic exclusion (C1a)*
3. Add path system in cemetery	Requires SHPO/ACHP review
4. Install waysides	Programmatic exclusion (C1l)
5. Install environmental and climate control monitoring units and fire suppression system	Programmatic exclusion (C1c, C1k)*
Alternative 2 - National Park Service Management of the Site	
1. Continue preservation maintenance of structures and grounds maintenance of site	Programmatic exclusion (C1a,b)*
2. Continue preservation maintenance of curatorial collection, including gravestones	Programmatic exclusion (C1a)*
3. Install picnic area in village green	Requires SHPO/ACHP review
4. Add new interpretive exhibits	Requires SHPO/ACHP review
5. Add possible path system in cemetery	Requires SHPO/ACHP review
6. Install waysides	Programmatic exclusion (C1l)
7. Install environmental and climate control monitoring units and fire suppression system	Programmatic exclusion (C1c, C1k)*
8. Install site perimeter fence in previously undisturbed areas	Requires SHPO/ACHP review

TABLE 16. GENERAL MANAGEMENT PLAN ACTIONS AND COMPLIANCE REQUIREMENTS (CONT.)

ACTIONS	COMPLIANCE REQUIREMENTS
THEODORE ROOSEVELT BIRTHPLACE NATIONAL HISTORIC SITE	
Alternative 1 - No Action (Minimum Requirements)	
1. Continue preservation maintenance of the site	Programmatic exclusion (C1a)*
2. Modify building to allow access to visitors with disabilities, including exterior and interior ramp systems	Requires SHPO/ACHP review
3. Install waysides	Programmatic exclusion (C1l)
Alternative 2 - Enhancement of Visitor and Interpretive Facilities	
1. Continue preservation maintenance of the site	Programmatic exclusion (C1a)*
2. Modify building to allow access for visitors with disabilities, including exterior and interior ramp systems	Requires SHPO/ACHP review
3. Install central air-conditioning system throughout building	Requires SHPO/ACHP review
4. Install museum humidification and climate control system	Programmatic exclusion (C1c)
5. Restore library to 1923 appearance	Requires SHPO/ACHP review
6. Install closet elevator from third to fourth floor	Requires SHPO/ACHP review
7. Install waysides	Programmatic exclusion (C1l)
Alternative 3 - Full Site Accessibility	
1. Continue preservation maintenance of the site	Programmatic exclusion (C1a)*
2. Modify building to allow access to visitors with disabilities, including exterior and interior ramp systems	Requires SHPO/ACHP review
3. Install central air-conditioning system throughout building	Requires SHPO/ACHP review
4. Install museum humidification and climate control system	Programmatic exclusion (C1c)
5. Restore library to 1923 appearance	Requires SHPO/ACHP review
6. Install modern elevator from basement to fourth floor auditorium	Requires SHPO/ACHP review
7. Install waysides	Programmatic exclusion (C1l)

* Must be reviewed by park and found to meet conditions in the programmatic agreement, stipulation C, before they can be finally determined to be programmatic exclusions.

The initial public presentations of the Manhattan Sites *General Management Plan* were made at open houses held at each site. These events had been advertised in advance through newspaper ads and posters at the sites. Park staff and planning team members made the presentations through several hours at each site, supported by graphic displays representing each alternative. Copies of the preliminary alternatives were distributed to the public, along with a request for written comments.

The *General Management Plan* for Manhattan Sites was put on hold while the *Hamilton Grange General Management Plan* was completed. Meetings pertaining to the five sites were postponed during this time. The following is a list of the recorded meetings.

1992

March — Manhattan Community Board #9, general board meeting. Superintendent presented preliminary alternatives for Hamilton Grange and Grant's tomb.*

April — Open house at Hamilton Grange. General discussion of alternatives and their impact on the immediate neighborhood. Approval expressed by several residents of area for moving the Grange to restore architectural integrity.*

Open houses at Grant's tomb, Saint Paul's Church, Theodore Roosevelt Birthplace, and Federal Hall and Castle Clinton (which was held at Federal Hall).

Harbor Park Advisory Council, presentation on Castle Clinton to the steering committee

Harbor Park Advisory Council, presentation on Castle Clinton to the full council

May — St. Mary's Church, "town hall" meeting regarding Hamilton Grange and Grant's tomb.*

Presentation on Theodore Roosevelt Birthplace to Manhattan Community Board #5

Presentation on Castle Clinton and Federal Hall to Manhattan Community Board #1

Presentation on Grant's tomb and Hamilton Grange to Manhattan Community Board #9

Presentation on Castle Clinton to Manhattan Community Board #1

June — Fine Arts Federation. Preliminary alternatives for the Manhattan Sites were reviewed.

Municipal Arts Society. Preliminary alternatives for the Manhattan Sites were reviewed.

Presentation on Castle Clinton and Federal Hall to Manhattan Community Board #1, committees on parks and landmarks

August — Legislative update at Federal Hall (regarding Hamilton Grange, Grant's tomb, and Federal Hall). Superintendent provided information for legislative aides and city and state government representatives. Superintendent reported that the public comments received have identified three controversial issues: relocation of Hamilton Grange, relocation of mosaic benches at Grant's tomb, and termination of exclusive use of portions of Federal Hall. Suggestions were made that the Park Service explore transfer of part of Riverside Park surrounding Grant's tomb from the city Department of Parks and Recreation and that the plan for Hamilton Grange include development of the current site after the house is moved, as well as additional parking and full-time security at the site. Finally, it was agreed that the preferred alternative for Hamilton Grange should be presented at a general public meeting, to be attended by those public officials represented at that meeting.

Presentation to Saint Paul's and Saint Paul's board

November — Presentation to Saint Paul's and Saint Paul's board

1993

June — Presentation on Castle Clinton and Federal Hall to Downtown-Lower Manhattan Association

* Although Hamilton Grange was the focus of these meetings, the preliminary alternatives for some of the other sites were also discussed.



Appendixes

APPENDIX A: BRIEF ADMINISTRATIVE HISTORY OF THE MANHATTAN SITES

The Manhattan Sites were formerly part of the New York Group, which was formed in the 1960s and included Statue of Liberty National Monument and Ellis Island, Fire Island National Seashore, Sagamore Hill National Historic Site, as well as the five of the six properties (Saint Paul's Church was not yet authorized as a national park system unit) of what is now known as the Manhattan Sites. Each of these properties had a site supervisor and a curatorial employee. The headquarters of this group was in various locations, as dictated by spacial needs and the preference of the superintendent.

During 1969-72 the New York Group evolved into the New York Park District by the addition of more sites — Edison National Historic Site, Morristown National Historical Park, and Gateway National Recreation Area in New Jersey and Fort Stanwix National Monument in New York. This new assembly was operated as a small district or "region" until 1974 when the NPS Northeast Regional Office was created. During this time (1969–74), in response to site needs, staff at each of the sites increased. For instance, curatorial staff was added to those sites where collections management was needed. Law enforcement officers for each site were also added for security. (Later, NPS law enforcement at the sites would be eradicated in favor of the New York City Police Department.)

In late 1974, the New York Park District was reorganized to the original properties that formed the New York Group (Edison, Morristown, Fort Stanwix, and Fire Island were removed). A study was then conducted on managing grouped properties, examining the positive and negative aspects as well as the financial benefits (for example, saving overhead funds by having one administrative office for the group). One motive for dissolving the group office was that individual units of these sizes would be ideal training grounds for new superintendents. It was at this time that the five sites became the unit of the Manhattan Sites. Also at that time, Gateway became its own park, managed by its own superintendent; the Statue of Liberty and Ellis Island also became one unit, as did Sagamore Hill. In 1978, Saint Paul's Church was authorized as a park unit and included within the Manhattan Sites, thus completing the group as it exists today. Manhattan Sites is currently administered by one superintendent, with site managers at each of the sites, except for the combined management of General Grant and Hamilton Grange national memorials.

6. Castle Clinton National Monument

		Page
Establishment and acceptance of title to lands authorized	Act of August 12, 1946	397
New York City National Shrines Advisory Board authorized	Act of August 11, 1955	397
Amendment to Act of August 11, 1955	Act of August 14, 1958	398

An Act To establish the Castle Clinton National Monument, in the city of New York, and for other purposes, approved August 12, 1946 (60 Stat. 997)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior is authorized to accept, on behalf of the United States, title to the site, comprising approximately one acre and situated in Battery Park, New York City, of the historic structure known as Castle Clinton, together with such structure and any other improvement on or appurtenant to such site. When title to such property is vested in the United States, it shall constitute the Castle Clinton National Monument. (16 U.S.C. § 450cc.)

SEC. 2. The administration, protection, and development of the Castle Clinton National Monument shall be under the supervision of the Secretary of the Interior, subject to the provisions of the Act entitled "An Act to establish a National Park Service, and for other purposes", approved August 25, 1916, as amended. (16 U.S.C. § 450cc–1.)

39 Stat. 535. 5 U.S.C. § 485; 16 U.S.C. §§ 1, 2–4, 22, 48.

An Act To promote public cooperation in the rehabilitation and preservation of the Nation's important historic properties in the New York City area, and for other purposes, approved August 11, 1955 (69 Stat. 632)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior is authorized to appoint an advisory board, to be known as the New York City National Shrines Advisory Board. The membership of the Board may not exceed eleven persons. The Secretary shall appoint one member to represent the city of New York, one member to represent the State of New York, and one member to represent the Borough of Manhattan, after consideration of such recommendations as may be made by the mayor of New York City, the Governor of New York State, and the President of the Borough of Manhattan for the appointment of the representatives of their respective jurisdictions. The remaining membership of the Board shall be appointed from the various historical and civic organizations interested in effectuating the purposes of this Act.

New York City National Shrines Advisory Board.

The Secretary shall, at the time of appointment, designate one of the members to serve as Chairman. Members of the Board shall receive no compensation for their services, but may be paid any necessary traveling and subsistence expenses incurred in the discharge of their duties, when authorized by the Secretary of the Interior.

Preservation of historic properties.

The functions of the Board shall be to render advice to the Secretary of the Interior and to further public participation in the rehabilitation and the preservation of those historic properties in the New York City area that are of great national significance, identified as the Federal Hall National Memorial, Castle Clinton National Monument, and the Statue of Liberty National Monument. The Board shall conduct a study of these historic properties and submit recommendations concerning their preservation and administration to the Secretary of the Interior, such report and recommendations of the Board to be transmitted to the Congress by the Secretary of the Interior, together with his recommendations thereon, within one year following the date of the establishment of the Board. The Board shall cease to exist when the Secretary of the Interior shall find that its purposes have been accomplished.

Report to Congress.

SEC. 2. The Secretary of the Interior is authorized to accept donations of funds for rehabilitation and preservation of the historic properties including any made upon condition that such funds are to be expended only if Federal funds in an amount equal to the donated funds are appropriated for such purposes. There are authorized to be appropriated such funds as may be necessary to match funds that may be donated for purposes of this Act.

Appropriation.

SEC. 3. The Federal Hall Memorial National Historic Site, established pursuant to the Historic Sites Act of August 21, 1935 (49 Stat. 666), shall hereafter be known as the "Federal Hall National Memorial". (16 U.S.C. § 463 note.)

16 U.S.C. 461–467.

An Act To amend the Act of August 11, 1955 (69 Stat. 632), relating to the rehabilitation and preservation of historic properties in the New York City area, and for other purposes, approved August 14, 1958 (72 Stat. 613)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Act entitled "An Act to promote public cooperation in the rehabilitation and preservation of the Nation's important historic properties in the New York City area, and for other purposes," approved August 11, 1955 (69 Stat. 632), is hereby amended as follows:

New York City area. Historic properties.

16 U.S.C. 463 note.

(a) In the first sentence of the second paragraph of section 1 of such Act insert a comma and the word "development" after the word "rehabilitation."

(b) In the first sentence of section 2 of such Act insert a comma and the word "development" after the word "rehabilitation." (16 U.S.C. § 463 note. See p. 398.)

4. Federal Hall National Memorial

		Page
New York City National Shrines Advisory Board authorized	Act of August 11, 1955	375
Amendment to Act of August 11, 1955	Act of August 14, 1958	376

An Act To promote public cooperation in the rehabilitation and preservation of the Nation's important historic properties in the New York City area, and for other purposes, approved August 11, 1955 (69 Stat. 632)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior is authorized to appoint an advisory board, to be known as the New York City National Shrines Advisory Board. The membership of the Board may not exceed eleven persons. The Secretary shall appoint one member to represent the city of New York, one member to represent the State of New York, and one member to represent the Borough of Manhattan, after consideration of such recommendations as may be made by the mayor of New York City, the Governor of New York State, and the President of the Borough of Manhattan for the appointment of the representatives of their respective jurisdictions. The remaining membership of the Board shall be appointed from the various historical and civic organizations interested in effectuating the purposes of this Act. The Secretary shall, at the time of appointment, designate one of the members to serve as Chairman. Members of the Board shall receive no compensation for their services, but may be paid any necessary traveling and subsistence expenses incurred in the discharge of their duties, when authorized by the Secretary of the Interior.

New York City National Shrines Advisory Board.

The functions of the Board shall be to render advice to the Secretary of the Interior and to further public participation in the rehabilitation and the preservation of those historic properties in the New York City area that are of great national significance, identified as the Federal Hall National Memorial, Castle Clinton National Monument, and the Statue of Liberty National Monument. The Board shall conduct a study of these historic properties and submit recommendations concerning their preservation and administration to the Secretary of the Interior, such report and recommendations of the Board to be transmitted to the Congress by the Secretary of the Interior, together with his recommendations thereon, within one year following the date of the establishment of the Board. The Board shall cease to exist when the Secretary of the Interior shall find that its purposes have been accomplished.

Preservation of historic properties.

Report to Congress.

SEC. 2. The Secretary of the Interior is authorized to accept donations of funds for rehabilitation and preservation of the historic properties including any made upon condition that such funds are to be expended only if Federal funds in an amount equal to the donated funds are appropriated for such purposes. There are authorized to be appropriated such funds as may be necessary to match funds that may be donated for purposes of this Act.

Appropriation.

SEC. 3. The Federal Hall Memorial National Historic Site, established pursuant to the Historic Sites Act of August 21, 1935 (49 Stat. 666), shall hereafter be known as the "Federal Hall National Memorial". (16 U.S.C. § 463 note, as amended.)

16 U.S.C. 461–467.

An Act To amend the Act of August 11, 1955 (69 Stat. 632), relating to the rehabilitation and preservation of historic properties in the New York City area, and for other purposes, approved August 14, 1958 (72 Stat. 613)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Act entitled "An Act to promote public cooperation in the rehabilitation and preservation of the Nation's important historic properties in the New York City area, and for other purposes," approved August 11, 1955 (69 Stat. 632), is hereby amended as follows:

New York City area. Historic properties.

16 U.S.C. 463 note.

(a) In the first sentence of the second paragraph of section 1 of such Act insert a comma and the word "development" after the word "rehabilitation."

(b) In the first sentence of section 2 of such Act insert a comma and the word "development" after the word "rehabilitation." (16 U.S.C. § 463 note.)

7. General Grant National Memorial

	Page
Secretary of the Interior authorized to accept title to Grant's Tomb and maintain it as the General Grant National Memorial---------- Act of August 14, 1958	381

An Act To provide that the Secretary of the Interior shall accept title to Grant's Tomb in New York, New York, and maintain it as the General Grant National Memorial, approved August 14, 1958 (72 Stat. 614)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior is authorized and directed to accept, as a gift to the United States, title to the real property known as Grant's Tomb at Riverside Drive and West One Hundred and Twenty-Second Street in New York, New York, and thereafter to administer and maintain such real property as the General Grant National Memorial. (16 U.S.C. § 450nn.)

General Grant National Memorial.

13. St. Paul's Church, Eastchester

An Act to authorize additional appropriations for the acquisition of lands and interests in lands within the Sawtooth National Recreation Area in Idaho. (92 Stat. 3467) (P.L. 95-625)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

TITLE V—ESTABLISHMENT OF NEW AREAS AND ADDITIONS TO NATIONAL TRAILS SYSTEM

SUBTITLE A—PARKS, SEASHORES, ETC.

* * * * * * *

SAINT PAUL'S CHURCH, EASTCHESTER

SEC. 504. (a) In order to preserve and protect Saint Paul's Church, Eastchester, in Mount Vernon, New York, for the benefit of present and future generations, the Secretary may accept any gift or bequest of any property or structure which comprises such church and any other real or personal property located within the square bounded by South Columbus Avenue, South Third Avenue, Edison Avenue, and South Fulton Avenue, in Mount Vernon, New York, including the cemetery located within such square and any real property located within such square which was at any time a part of the old village green, now in Mount Vernon, New York.

(b) Any property acquired under subsection (a) shall be administered by the Secretary acting through the National Park Service, in accordance with this section and provisions of law generally applicable to units of the National Park System, including the Act approved August 25, 1916 (16 U.S.C. 1 and following) and the Act approved August 21, 1935. The Secretary, in carrying out the provisions of such Acts (i) shall give particular attention to assuring the completion of such structural and other repairs as he considers necessary to restore and preserve any property acquired in accordance with this section, and (ii) may enter into cooperative agreements with other public or private entities for the management, protection, development, and interpretation, in whole or in part, of the property so acquired.

* * * * * * *

Approved November 10, 1978.

15. Theodore Roosevelt Birthplace National Historic Site

		Page
Establishment authorized	Act of July 25, 1962	365

An Act To authorize establishment of the Theodore Roosevelt Birthplace and Sagamore Hill National Historic Sites, New York, and for other purposes, approved July 25, 1962 (76 Stat. 217)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in order to preserve in public ownership historically significant properties associated with the life of Theodore Roosevelt, the Secretary of the Interior may acquire, by donation from the Theodore Roosevelt Association, the sites and structures known as the Theodore Roosevelt House situated at Twenty-eight and Twenty-six East Twentieth Street, New York City, consisting of approximately eleven one-hundredths of an acre, and Sagamore Hill, consisting of not to exceed ninety acres at Cove Neck, Oyster Bay, Long Island, and the improvements thereon, together with the furnishings and other contents of the structures.

Theodore Roosevelt Birthplace and Sagamore Hill National Historic Sites, N.Y. Establishment authorization.

SEC. 2. (a) In accordance with the Act entitled "An Act to create a National Park Trust Fund Board, and for other purposes," approved July 10, 1935 (49 Stat. 477), as amended, the National Park Trust Fund Board may accept from the Theodore Roosevelt Association $500,000 and such additional amounts as the association may tender from time to time from the endowment fund under its control, which funds, when accepted, shall be utilized only for the purposes of the historic sites established pursuant to this Act.

Acceptance of funds.

16 U.S.C. 19–19c.

(b) Nothing in this Act shall limit the authority of the Secretary of the Interior under other provisions of law to accept in the name of the United States donations of property.

SEC. 3. When lands, interests in lands, improvements, and other properties comprising the Theodore Roosevelt Birthplace and Sagamore Hill, as authorized for acquisition by section 1 of this Act, and a portion of the endowment fund in the amount of $500,000 have been transferred to the United States, the Secretary of the Interior shall establish the Theodore Roosevelt Birthplace and Sagamore Hill National Historic Sites by publication of notice thereof in the Federal Register.

Transfer of property, etc. to U.S.

Publication in F.R.

SEC. 4. The Secretary of the Interior shall administer, protect, and develop the Theodore Roosevelt Birthplace and Sagamore Hill National Historic Sites in accord-

Development, etc.

ance with the provisions of the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1 and the following), as amended and supplemented.

Advisory committees. Establishment.

SEC. 5. The Theodore Roosevelt Association, having by its patriotic and active interest preserved for posterity these important historic sites, buildings, and objects, shall, upon establishment of the Theodore Roosevelt Birthplace and Sagamore Hill National Historic Sites be consulted by the Secretary of the Interior in the establishment of an advisory committee or committees for matters relating to the preservation, development, and management of the Theodore Roosevelt Birthplace and Sagamore Hill National Historic Sites.

SEC. 6. The Act entitled "An Act to incorporate the Roosevelt Memorial Association," approved May 31, 1920 (41 Stat. 691), as amended by the Act approved on May 21, 1953 (67 Stat. 27), which changed the name of such corporation to the Theodore Roosevelt Association, and by the Act approved on March 29, 1956 (70 Stat. 60), which permitted such corporation to consolidate with Women's Theodore Roosevelt Association, Incorporated, is hereby further amended by adding to section 3 thereof a new subdivision as follows:

Donation of property.

"(4) The donation of real and personal property, including part or all of its endowment fund, to a public agency or public agencies for the purpose of preserving in public ownership historically significant properties associated with the life of Theodore Roosevelt."

and by deleting the word "and" at the end of subdivision (2) of section 3.

APPENDIX C: DEVELOPMENT AND INTERPRETIVE ESTIMATED COSTS

The following costs are estimates to aid in comparing the alternatives presented and not for budgetary purposes.

TABLE C-1. COSTS FOR CASTLE CLINTON

	Gross Construction Costs	Construction Planning	Total Project Costs
Alternative 1	786,000	150,000	936,000
Alternative 2	1,294,000	247,000	1,541,000
Alternative 2A (includes new ticketing facility)	1,704,053	325,000	2,029,000
Alternative 3	13,926,000	2,658,000	16,584,00
Alternative 3A includes new ticketing facility)	14,336,000	2,736,000	17,072,000

TABLE C-2. COSTS FOR FEDERAL HALL

	Gross Construction Costs	Construction Planning	Total Project Costs
Alternative 1	104,000	20,000	124,000
Alternative 2	1,790,000	335,000	2,125,000
Alternative 3	5,933,000	1,132,000	7,065,000

TABLE C-3. COSTS FOR GENERAL GRANT'S TOMB

	Gross Construction Costs	Construction Planning	Total Project Costs
Alternative 1		1,000	224,000
Alternative 2		233,000	3,657,000
Alternative 3		360,000	4,246,000

TABLE C-4. COSTS FOR SAINT PAUL'S CHURCH

	Gross Construction Costs	Construction Planning	Total Project Costs
Alternative 1	432,000	82,000	514,000
Alternative 2	1,828,000	349,000	2,176,000

TABLE C-5. COSTS FOR THEODORE ROOSEVELT BIRTHPLACE

	Gross Construction Costs	Construction Planning	Total Project Costs
Alternative 1	20,000	4,000	24,000
Alternative 2	758,000	145,000	903,000
Alternative 3	2,478,000	473,000	2,951,000

TABLE C-6. INTERPRETIVE COSTS FOR CASTLE CLINTON

	Gross Construction Costs	Construction Planning	Total Project Costs
Alternative 1	112,000	2,000	114,000
Alternative 2	349,000	62,000	411,000
Alternative 2A (building new ticketing facility)	349,000	62,000	411,000
Alternative 3	1,276,000	225,000	1,501,000

TABLE C-7. INTERPRETIVE COSTS FOR FEDERAL HALL

	Gross Construction Costs	Construction Planning	Total Project Costs
Alternative 1	529,000	2,000	531,000
Alternative 2	2,421,000	447,000	2,868,000
Alternative 3	4,310,000	810,000	5,120,000

TABLE C-8. INTERPRETIVE COSTS FOR GENERAL GRANT'S TOMB

	Gross Construction Costs	Construction Planning	Total Project Costs
Alternative 1	283,000	3,000	286,000
Alternative 2	201,000	26,000	226,000
Alternative 3	787,000	122,000	909,000

TABLE C-9. INTERPRETIVE COSTS FOR SAINT PAUL'S CHURCH

	Gross Construction Costs	Construction Planning	Total Project Costs
Alternative 1	40,000	7,000	47,000
Alternative 2	691,000	137,000	828,000

TABLE C-10. INTERPRETIVE COSTS FOR THEODORE ROOSEVELT BIRTHPLACE

	Gross Construction Costs	Construction Planning	Total Project Costs
Alternative 1	238,000	2,000	240,000
Alternative 2	322,000	16,000	338,000
Alternative 3	422,000	36,000	458,000

NOTE: Estimated costs are rounded to the nearest thousand dollars.

APPENDIX D: LETTERS FROM U.S. FISH AND WILDLIFE SERVICE AND STATE REGARDING ENDANGERED SPECIES

Received in Manager's Office

JUN 2 9 1992

United States Department of the Interior

FISH AND WILDLIFE SERVICE
3817 Luker Road
Cortland, New York 13045

Mark: MA51
Pkg. # 101 P.T. 22A
Area
Subject

June 24, 1992

Manager Copied
Management Assistant Copied
Assistant Manager
Planning Jones/Wells/
Design
Construction
Park Roads &
Park Roads &
EAF
EAA
WPP
NRSO

Mr. Robert J. Shelley, Manager, Eastern Team
National Park Service
Denver Service Center
12795 Alameda Parkway
P.O. Box 25287
Denver, CO 80225-0287

Dear Mr. Shelley:

This responds to your letter of June 4, 1992, requesting information on the presence of Federally listed or proposed endangered or threatened species in the vicinity of the following sites:

1. Castle Clinton National Monument located in Battery Park in lower Manhattan, New York City.

2. Federal Hall National Memorial at 26 Wall Street in lower Manhattan, New York City.

3. Theodore Roosevelt Birthplace National Historic Site at 28 East 20th Street in mid-town Manhattan, New York City.

4. General Grant National Memorial in Riverside Park near West 122nd Street and Riverside Drive in Harlem, New York City.

5. Hamilton Grange National Memorial at Convent Avenue and 141st Street in Harlem, New York City.

6. St. Paul's Church National Historic Site at 897 South Columbus Avenue in Mount Vernon, New York.

The following applies to Sites 3, 5, and 6 only. Except for occasional transient individuals, no Federally listed or proposed endangered or threatened species under our jurisdiction are known to exist in the project areas. Therefore, no Biological Assessment or further Section 7 consultation under the Endangered Species Act (87 Stat. 884, as amended; 16 U.S.C. 1531 et seq.) is required with the U.S. Fish and Wildlife Service (Service). Should project plans change, or if additional information on listed or proposed species becomes available, this determination may be reconsidered. A compilation of Federally listed and proposed endangered and threatened species in New York is enclosed for your information.

However, the peregrine falcon (*Falco peregrinus*) is a Federally listed endangered species known to breed in close proximity to Sites 1, 2, and 4 and may be found in the surrounding area. The general management plan for these sites should, therefore, include an evaluation of the potential direct, indirect, and cumulative effects of specific

project related activities on this species. When specific plans are identified, the plans and the results of the evaluation should be provided to this office to determine the need for further consultation pursuant to Section 7 of the Endangered Species Act of 1973 (87 Stat. 884, as amended; 16 U.S.C. 1531 et seq.).

Except for the peregrine falcon and occasional transient individuals, no other Federally listed or proposed endangered or threatened species under our jurisdiction are known to exist at Sites 1, 2, and 4. Should project plans change, or if additional information on listed or proposed species becomes available, this determination may be reconsidered.

The above comments pertaining to endangered species under our jurisdiction are provided pursuant to the Endangered Species Act. This response does not preclude additional Service comments under the Fish and Wildlife Coordination Act or other legislation.

For additional information on fish and wildlife resources or State-listed species, we suggest you contact:

New York State Department
of Environmental Conservation
Region 2
47-40 21st Street
Long Island City, NY 11101
(718) 482-4900

New York State Department
of Environmental Conservation
Significant Habitat Unit
Information Services
700 Troy-Schenectady Road
Latham, NY 12110-2400
(518) 783-3932

If you have any questions regarding this letter, contact Tom McCartney at (607) 753-9334.

Sincerely,

Leonard P. Corin
Field Supervisor

Enclosure

cc: NYSDEC, Albany & Long Island City, NY (Regulatory Affairs)
NYSDEC, Latham, NY

2

FEDERALLY LISTED AND PROPOSED ENDANGERED AND THREATENED SPECIES IN NEW YORK

Common Name	Scientific Name	Status	Distribution
FISHES			
Sturgeon, shortnose*	*Acipenser brevirostrum*	E	Hudson River & other Atlantic coastal rivers
REPTILES			
Turtle, green*	*Chelonia mydas*	T	Oceanic summer visitor coastal waters
Turtle, hawksbill*	*Eretmochelys imbricata*	E	Oceanic summer visitor coastal waters
Turtle, leatherback*	*Dermochelys coriacea*	E	Oceanic summer resident coastal waters
Turtle, loggerhead*	*Caretta caretta*	T	Oceanic summer resident coastal waters
Turtle, Atlantic ridley*	*Lepidochelys kempii*	E	Oceanic summer resident coastal waters
BIRDS			
Eagle, bald	*Haliaeetus leucocephalus*	E	Entire state
Falcon, peregrine	*Falco peregrinus*	E	Entire state - re-establishment to former breeding range in progress
Plover, piping	*Charadrius melodus*	E T	Great Lakes Watershed Remainder of coastal New York
Tern, roseate	*Sterna dougallii dougallii*	E	Southeastern coastal portions of state
MAMMALS			
Bat, Indiana	*Myotis sodalis*	E	Entire state
Cougar, eastern	*Felis concolor cougar*	E	Entire state - probably extinct
Whale, blue*	*Balaenoptera musculus*	E	Oceanic
Whale, finback*	*Balaenoptera physalus*	E	Oceanic
Whale, humpback*	*Megaptera novaeangliae*	E	Oceanic
Whale, right*	*Eubalaena glacialis*	E	Oceanic
Whale, sei*	*Balaenoptera borealis*	E	Oceanic
Whale, sperm*	*Physeter catodon*	E	Oceanic
MOLLUSKS			
Snail, Chittenango ovate amber	*Succinea chittenangoensis*	T	Madison County
Mussel, dwarf wedge	*Alasmidonta heterodon*	E	Orange County - lower Neversink River

* Except for sea turtle nesting habitat, principal responsibility for these species is vested with the National Marine Fisheries Service.

Region 5 - 06/16/92 - 2 pp.

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FEDERALLY LISTED AND PROPOSED ENDANGERED AND THREATENED SPECIES * IN NEW YORK (Cont'd)

Common Name	Scientific Name	Status	Distribution
BUTTERFLIES			
Butterfly, Karner blue	*Lycaeides melissa samuelis*	PE	Albany, Saratoga, Warren, and Schenectady Counties
PLANTS			
Monkshood, northern wild	*Aconitum noveboracense*	T	Ulster County
Pogonia, small whorled	*Isotria medeoloides*	E	Entire state
Swamp pink	*Helonias bullata*	T	Staten Island - presumed extirpated
Gerardia, sandplain	*Agalinis acuta*	E	Nassau and Suffolk Counties
Fern, American hart's-tongue	*Phyllitis scolopendrium* var. *americana*	T	Onondaga and Madison Counties
Orchid, eastern prairie fringed	*Platanthera leucophea*	T	Not relocated in New York
Bulrush, northeastern	*Scirpus ancistrochaetus*	E	Not relocated in New York
Roseroot, Leedy's	*Sedum integrifolium* ssp. *Leedyi*	PT	West shore of Seneca Lake
Amaranth, seabeach	*Amaranthus pumilus*	PT	Atlantic coastal plain beaches

E=endangered T=threatened P=proposed

Region 5 - 06/15/92 - 2 pp.

2

New York State Department of Environmental Conservation
Information Services
700 Troy-Schenectady Road
Latham, New York 12110-2400

Thomas C. Jorling
Commissioner

July 30, 1992

Karen Andrews
National Park Service
Denver Service Center
12795 Alameda Parkway
PO Box 25287
Denver, Colorado 80225-0287

Dear Ms. Andrews:

We have reviewed the Significant Habitat Unit and the NY Natural Heritage Program files with respect to your request for biological information concerning six National Historic sites in Mt. Vernon, Westchester County and Manhattan, New York County, New York State, as indicated on your maps.

Enclosed is a computer printout covering the area you requested to be reviewed by our staff. The information contained in this report is confidential and may not be released to the public without permission from the Significant Habitat Unit.
Note: We did not identify any significant habitats or rarities associated with the St. Paul's Church site in Mt. Vernon, N.Y.

Our files are continually growing as new habitats and occurrences of rare species and communities are discovered. In most cases, site-specific or comprehensive surveys for plant and animal occurrences have not been conducted. For these reasons, we can only provide data which have been assembled from our files. We cannot provide a definitive statement on the presence or absence of species, habitats or natural communities. This information should not be substituted for on-site surveys that may be required for environmental assessment.

This response applies only to known occurrences of rare animals, plants and natural communities and/or significant wildlife habitats. You should contact our regional office, Division of Regulatory Affairs, at the address enclosed for information regarding any regulated areas or permits that may be required (e.g., regulated wetlands) under State Law.

If this project is still active one year from now we recommend that you contact us again so that we may update this response.

Sincerely,

Burrell Buffington

Burrell Buffington
Significant Habitat Unit

Encs.
cc: Reg. 2, Wildlife Mgr.

New York Heritage Program is supported in part by The Nature Conservancy

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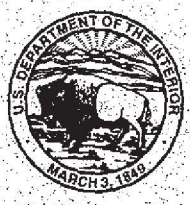
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As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering wise use of our land and water resources, protecting our fish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

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