

Manhattan Sites

Long Range Interpretive Plan

COVER IMAGE: Hamilton Grange on the move, June 8, 2008.

Manhattan Sites

Long Range Interpretive Plan

Prepared by:
Interpretive Solutions, Inc.
732 Westbourne Road
West Chester, PA 19382

for:

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National Parks of New York Harbor

Harpers Ferry Center
P.O. Box 50
Harpers Ferry, WV 25425

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*“America, we have come
so far. We have seen so much.
But there’s so much more to do.”*

—BARACK HUSSEIN OBAMA,
44TH PRESIDENT OF THE UNITED STATES
NOVEMBER 4, 2008

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Introduction

The development of the Manhattan Sites Long Range Interpretive Plan (LRIP) took place at an extraordinary moment in American history. Against the backdrop of a presidential campaign that eventually resulted in the election of the nation's first African-American president, the planners saw many of the Manhattan Sites themes debated in newspapers, on television, and on the internet on an almost daily basis. As they grappled with ways to articulate the fundamental American ideals that were embodied in the stories of the sites—ideals that too often seemed still to be works in progress—they witnessed the American ideal of equality expressed resoundingly through that other fundamental ideal, the power of the ballot. As the global economy struggled to regain lost footing, Alexander Hamilton's economic philosophies, more than 200 years old, were brought forth, debated and re-examined. As Americans debated national immigration policy, voices from Castle Clinton's past seemed to enter the discussion, pointing to shared values of opportunity, diversity, and freedom, still so meaningful to newcomers today.

An effective interpretive theme provides exciting, timely comparisons and links to present and future lives. The Manhattan Sites themes have proved their worth in that regard. They provide fresh, exciting new opportunities to discuss the issues of today in the context of significant historical events. They are strikingly relevant in terms of our future. They sharpen our appreciation of American values, and of the struggles

of the nation to realize and implement those values.

The National Park Service Context

Six national park system properties in New York make up the National Park Service (NPS) administrative unit known as the Manhattan Sites (MASI). They are:

- Federal Hall National Memorial
- Saint Paul's Church National Historic Site
- Hamilton Grange National Memorial
- Castle Clinton National Monument
- General Grant National Memorial
- Theodore Roosevelt Birthplace National Historic Site

Since the early 1970s, these sites have been administered as a unit by a single National Park Service superintendent. The Manhattan Sites are part of a larger framework, the National Parks of New York Harbor (NPNH), with a Commissioner at the helm. The other harbor parks include the Statue of Liberty National Monument and Ellis Island, Governors Island National Monument, African Burial Ground National Monument, Gateway National Recreation Area, and an affiliated site, the Lower East Side Tenement Museum.

The Manhattan Sites share themes, stories and conceptual connections with each of their sister sites, with other National Parks of New York Harbor,

Opposite: the American flag flies outside Grant's Tomb.

and with many non-NPS historic and cultural sites in New York's metropolitan area.

Executive Summary

The LRIP for the National Park Service's six Manhattan Sites is based on overarching interpretive themes that emphasize common elements, connections, and linkages among the sites. The plan updates earlier versions of site-based themes to 1) ensure that they reflect the over-arching themes, and 2) provide relevant, dynamic stories that will engage audience interest. This plan also addresses new and emerging audiences, as well as those already engaged, and approaches interpretation from the visitor point of view.

This plan is based on the foundational elements of a healthy and effective Interpretation Program with a special emphasis on *audience engagement*, the components of which are:

- Audience outreach strategies
- Recruitment and management of volunteers
- Evaluation strategies for interpretive media and services
- The use of digital media to convey themes and stories
- An integrated marketing strategy

Each of the audience engagement components is part of a single, overall strategy designed to establish a strong Interpretation and Education Program (I&E). The plan ensures that each element of audience engagement

reinforces the others, and creates a model implementation plan for each of these approaches that is centered on a single Manhattan Site. These "demonstration projects" will model best practices for addressing each element, and will provide implementation templates for the other sites as each begins to address its own array of audience engagement strategies.

The plan also provides an implementation timeline to ensure an orderly approach to improving I&E over the next five to seven years. It brings themes, audience, volunteers, evaluation, new kinds of media and marketing together in a carefully structured program intended to catapult the Manhattan Sites to a whole new level of performance and accountability over the next few years.

Planning Background

Since 1995, the Comprehensive Interpretive Plan, or CIP, has been the NPS's basic planning document for interpretation. It provides goal-driven, action-oriented and integrated strategies for providing interpretive services, including media, person-to-person interpretation, and education programs. At the heart of the CIP is the Long Range Interpretive Plan. It defines the overall vision and long-term interpretive goals of the park, looking ahead five to seven years. The LRIP provides realistic strategies and actions that work toward achievement of interpretive goals.

None of the six Manhattan Sites has had an earlier LRIP. Interpretation to date has been guided by the General Management Plans for the sites, all of which were completed in the mid-1990s.



Library of Congress

Grant and the victorious Union generals portrayed in review, 1865.

Rather than treating each of the sites as a separate, isolated unit, this plan addresses unifying relevant themes from two directions: one, a single set of overarching themes that emphasize common elements, connections, and linkages among the sites; and two, themes that are site-centered, that tell the relevant stories that are unique to each site, at the same time emphasizing the themes and stories that link each site to the bigger picture that is New York and the American nation.

In addition to theme development, the LRIP identifies five audience engagement strategies for enhancing the I&E program. These are 1) outreach strategies for new audiences; 2) recruitment and management of a volunteer force; 3) evaluation strategies for interpretive media and services; 4) the use of digital media to convey themes and stories; and 5) an integrated marketing strategy. The challenges of ensuring a relevant and effective I&E Program are common to all the sites. The plan provides a systematic way of addressing these challenges. As the LRIP is imple-

mented, each site will develop one strategy, based on best professional practices, that will provide a model to the other sites. These strategies are summarized in the sections devoted to each site, below, but please see *Appendix B, The Tools of Engagement*, for more details.

Approach to Planning

The process of developing the LRIP for the Manhattan Sites dictated the use of a non-traditional planning model. Significance and themes at the sites had last been addressed with the development of General Management Plans (GMPs) for each of the sites in 1996. The significance statements from these documents were reviewed and used as a basis for the LRIP.

The sites had historically been managed as separate entities, so one of the main goals of the planning process was to treat them as a group of sites that, despite their varying time periods and stories, have some unified themes

in common. Rather than developing detailed implementation plans that cover a wide range of interpretive services for each of the sites, the plan focused on the sites' common need to engage with new and existing audiences. Each site will develop a model program to address one aspect of audience engagement. The program at each site will lead the way and inspire other sites to follow suit. Specific implementation plans for theme-based interpretive services will be developed as part of the Annual Implementation Planning process; they are not a part of the LRIP itself.

After a scoping trip in December 2007, the planning team developed an approach to the LRIP. On April 8-10, 2008, a diverse group of stakeholders and core planning group members came together to identify overarching and linking themes, and to articulate desired visitor experiences. (Please see page 55 for the complete list of participants.) During the workshop, the planners formed breakout groups, meeting with subject matter experts who addressed audience engagement in terms of marketing, volunteer management, evaluation, audience outreach, and new kinds of digital media.

After the workshop, a Team Leader from each of the sites participated in a series of teleconferences that helped refine the theme statements. In addition, the team leaders continued to work with the subject matter experts to develop site-based strategies that addressed audience engagement issues.

Primary Interpretive Themes Linking the Manhattan Sites

Interpretive themes are intended to convey the significance of the site. They include the stories and core messages that are critical for audience understanding of the site's importance and meaning—the reason that an Act of Congress has designated the site as a national treasure.

The following overarching themes were developed during the LRIP process, beginning with broad input from a variety of stakeholders, and then continuing with a smaller group of team leaders. Because the themes are intended to emphasize common elements, connections, and linkages among the sites, they need to hit a delicate balance: not so broad as to become meaningless, but not so narrow as to be confining. While each site will have the potential to interpret each of the overarching themes using its own tangible resources, not all of a site's themes will be interpreted in light of the overarching theme statements. Some themes at each site will be specific to that site only. (Please see the sections that address each site for a detailed review of the site-based themes.)

Theme 1, The American Experience. *A fundamental element of the American experience is the struggle of succeeding generations to understand and realize core national values, which include liberty, equality, opportunity, service, sacrifice, progress, and freedom of expression.*

Theme 2, Architecture. *The buildings that house these historic sites reveal the social and historical context in which each was created and within which each evolved as conditions changed.*

Theme 3, New York. *These historic sites, located in New York, have both reflected and enhanced the city's position as the nation's commercial and cultural capital for more than 200 years.*

Theme 4, Leadership. *Stories and themes at these historic sites provide vehicles for examining and fostering leadership.*

Theme 5, Historic Preservation. *Each of the sites has been preserved because of its special historic, cultural, or architectural significance. Just as there are various values recognized through historic preservation, there are different concepts of preservation represented by these sites.*

Theme 6, American Indian Presence. *The recent archeological discovery of Native American artifacts at St. Paul's serves as a reminder that the areas on which the sites are located were all once occupied by American Indians prior to the European settlements of the 17th century.*

Visitor Experience Goals

An important aspect of interpretive planning is the consideration of desired visitor experiences. Without this goal-setting exercise, the effectiveness of interpretive services is difficult to evaluate. Visitor experience goals can

target general audiences, or they can be created to target a specific category of visitor.

General Audiences. The visitor experience goals for general audiences can be grouped by the type of desired experiences. These include *cognitive experiences* (what people may learn); *emotional* or *attitudinal experiences* (what people may feel); *behavioral experiences* (what they may do); and *sensory experiences* (what they may experience through the senses).

Desired Cognitive Experiences

The audience will have opportunities to:

- Not only learn and understand American history, but recognize the relevance of more fully understanding American history.

- Recognize that prominent American historical figures make mistakes and still succeed, as has our country as a whole. Ideally, this realization will empower visitors by helping them see their own challenges in a new light.
- Have access to multiple points of view and the option to choose the level or depth of information desired by each individual visitor.
- Make their own discoveries and create their own interpretation, through the availability of a wide range of interpretive service options.
- Achieve their learning objectives through curriculum-based programs and other services.
- Have access to institutes, seminars, and workshops to support place-based learning.
- Understand the full breath and depth of the National Park System.

Desired Emotional / Attitudinal Experiences

The audience will have opportunities to:

- Feel inspired.
- Feel a sense of belonging.
- Feel as if they have literally and figuratively touched history.
- Be motivated to learn more about national parks.
- Be provoked to explore the meanings of these sites in the context of their lives.



Visitors to Federal Hall get a first look at its façade.

- Engage with a site to the point that they desire to learn more about that site after their visit has ended.
- More fully appreciate history in general.
- Confirm their beliefs, yet at the same time challenge some of those beliefs and broaden their perspectives.

- Enjoy themselves in a variety of social contexts (individually or with a group).

American history (e.g., fought in the Revolutionary War, built the Transcontinental Railroad, etc.)

Desired Behavioral Experiences

The audience will have opportunities to:

- Experience the site via the Internet both before and after their visit.
- Encourage others to make visits to the site.
- Have access to take-home items that allow them to extend their interpretive experience through theme-centered books, maps, audio, video, curriculum-based materials, and other memorabilia.

- Better understand their own experiences as immigrants by way of the lives of those who immigrated in the past.
- Realize they don't have to lose their language and culture when they become Americans. To be an American means one does not have to jettison old traditions and completely assimilate, but rather adapt old traditions to new settings and situations.

Sensory-Based Experiences

The audience will have opportunities to:

- Directly engage with a site's physical qualities.
- Bridge temporal, spatial, and cultural differences by relating to tasks as simple and common as cooking and gardening.
- Interact and discuss the site with other humans (in particular, knowledgeable staff).
- Experience the lives of real people and events through archives and artifacts.

Audience Engagement Elements

The planning process revealed audience engagement issues relating to interpretation that were common to all six sites. Marketing, audience outreach, evaluation, volunteer programs and new forms of media are all elements of a sound and effective interpretive operation. While each of the six sites has planning issues that are unique within the Manhattan Sites, these five elements—and the way they will be addressed—have far-reaching implications for all.

International Audiences, Including New Immigrants. Desired visitor experiences for this targeted audience segment were developed as a step toward the goal of reaching new and emerging audiences. International audiences will have opportunities to:

- Connect with and learn about the role their ancestors played in

Outreach. One mandate for the plan calls for the development of a strategic approach to building new audiences. These include existing potential audiences not currently being reached (e.g., certain neighborhoods, ethnic minorities, etc.), as well as emerging audiences, like new immigrants and the “Gen Y” generation (teens and twenty-somethings). There is also a concern for providing interpretation services for random audiences,

i.e., those who wait in line for the ferry to the Statue of Liberty, sit to rest and people-watch on the steps of Federal Hall, etc.

- The development of outreach strategies will engage new and developing audiences, incorporating their own feedback about what they want and need.
- There is a need to better meet accessibility standards. Visitors with limited mobility currently struggle to access programming at nearly all the sites, as do those with vision and hearing impairments. Interpretive media should be developed according to universal design standards as a matter of course.
- Federal Hall will develop a strategic approach for reaching out to new audiences, as well as underserved existing potential audiences, that will serve as a model for the other Manhattan Sites.

Volunteers. There is a need at all the sites to create and effectively manage volunteer programs that will support interpretation while providing meaningful volunteer experiences. Volunteers play a surprisingly minor role in providing interpretation at most of the MASI sites, with Theodore Roosevelt Birthplace NHS the notable exception. Yet deployment of volunteers to perform key roles in audience engagement is critical to the success of this plan.

- The plan addresses ways of increasing volunteer participation at all the Manhattan Sites. It addresses how effective volunteer programs are created and managed.

- Theodore Roosevelt Birthplace will build on an existing program to create a strategic approach to recruiting and managing volunteers.

Evaluation. There is a need to create an ethos of evaluation that is practical and useful and makes ongoing evaluation of interpretation and visitor experience routine for all the sites. The need to create a “culture of evaluation” throughout the NPS has been clearly articulated by NPS upper management in the *Service-wide Education and Interpretation Evaluation Strategy*, as well as during an “Evaluation Summit” held in October 2006. This LRIP introduces an evaluation strategy that will make ongoing evaluation of interpretation services a matter of routine for all the sites, seamlessly integrated into all planning.

- A goal of the evaluation program is to make good interpretation excellent.
- Current evaluations can derive from visitation/program statistics and annual surveys. Visitor and program statistics are collected annually. Annual visitor surveys (Visitor Services Card) assess visitor satisfaction with the quality of facilities, services and recreational opportunities, and understanding of the sites’ significance. All additional feedback is informal and anecdotal.
- Evaluative techniques that involve direct visitor feedback need to be implemented. Questions addressed to ten or more visitors need to be accomplished within the context of guidelines issued by the Federal Office of Management and Budget (OMB).
- Castle Clinton was chosen as the site to develop and model an effective,

ongoing evaluation program, including summative, front-end and formative modes.

Digital Media. There is a need across the board to make better use of new forms of digital/electronic media. Few of the Manhattan Sites provide interpretation through updated technologies.

- New technologies are an important part of planning for the future (for example, cell phone interpretation and podcasts). These technologies are beginning to appear at some of the Manhattan sites. The plan recommends new media elements to upgrade interpretation at both Hamilton Grange and General Grant Memorial. These initiatives will serve as model projects to inspire and lead the other sites to develop new interpretive media.
- None of the Manhattan Sites has effectively exploited one of their most effective interpretive tools, the internet. Since an increasing number of prospective visitors conduct internet research before their journeys, the sites are missing a golden opportunity.
- The sites' websites could also provide valuable teaching and learning tools for schools beyond what is now available.

Marketing. The challenge is bringing interpretation into synchronization with the Public Affairs operation that promotes not just the Manhattan sites, but all the parks of the New York Harbor, as a conceptual unit.

- A Strategic Communications Plan has been developed for the National Parks of New York Harbor. Manhattan Sites

interpretive themes must be positioned to tie in with this strategy.

- Federal Hall is being positioned as a tourism hub for visitors exploring NPS sites in New York. This role must be emphasized and facilitated.
- Marketing partnerships need to be explored, as well as programming partnerships.
- A marketing plan for St. Paul's Church will serve as a model for the development of similar plans at the other sites. The plan provides a marketing template that drives a site's self-promotion in the context—and taking full advantage of—the broader marketing initiative.



The model strategies and recommendations developed by the individual sites for each of these audience engagement elements will be presented by the specific recommendations in the next section of this LRIP. These will then serve as possible templates for developing programs at the other sites.

Remnants of an earlier fortification are interpreted at Castle Clinton.



The following recommendations are organized by individual site; however, each contains proposals for one of the five audience engagement elements introduced in the Parkwide section. These should be read in the context of their eventual applications to the other park sites as well.

During the planning process for some of the sites a significant amount of supportive material was generated, especially related to the interpretive themes. At the park's request to improve the plan's readability, much of this material is presented in the appendix.

Federal Hall National Memorial

Federal Hall's new designation as the "tourist hub" for New York City's NPS sites has created a flurry of activity to supplement its traditional exhibits and other interpretive programs. A visioning exercise is underway, sponsored by the National Parks of New York Harbor Conservancy and the National Archives and Records Administration (NARA), that will address Federal Hall's vision for the future, as well as space planning issues. The entire building is to be reprogrammed as a result of the findings of the exercise. A \$16.5 million rehab and visitor center development is also underway. The Conservancy has an office in the Hall. A partnership with NARA will bring a series of new exhibits in addition to the one currently on display. In addition, an "Exhibit Concept for Federal Hall" has been developed that will effectively tell the story of the Hall in the context of ongoing American and New York City

events, from the founding of the nation, to the first aid station established by rangers on September 11, 2001, when the World Trade Towers collapsed. The concept has created some momentum toward new interpretive exhibits, but the plans for it are not set in stone. The existing interpretation focuses on 18th century New York: "George Washington's New York." An NPS-oriented visitor center in the building establishes agency presence, and a desk operated by NYC & Co. promotes all area sites by making available brochures and an orientation video.

Significance. The following significance statement was developed as part of the site's General Management Plan in 1996.

Federal Hall National Memorial commemorates the inauguration of George Washington as America's first president. It was also the site of the first American capital under a federal constitution, the birthplace of constitutional government, and where Congress adopted the Bill of Rights. The existing building is significant both historically and architecturally. Historically, it served as a U.S. customs house and a sub-treasury.

Site-specific Primary Interpretive Themes. Interpretive displays and programs at Federal Hall focus primarily on how events that occurred on the site and in the various structures that preceded the present building were integral to the development and implementation of our present form of government. The themes at Federal Hall are extremely rich, and of great national significance. See *Appendix A*

Opposite: the statue of George Washington outside Federal Hall marks the spot where he took the oath of office to become first President of the United States.

for a more detailed narrative and supporting material relating to the primary themes. The primary themes are:

Theme 1, New Form Of Government.

Federal Hall preserves the story of the birth of our nation. It was the site of events that led to revolution, the headquarters of British operations during the Revolutionary War, the final home of the Confederation Congress, and the launching point for our current national government, symbolized by the first session of the United States Congress and the inauguration on April 10, 1789, of George Washington as the first President of the United States.

stability of the nation, but also the founders' commitment to the ideals of the ancient Greek and Roman world: democracy, representative government, and a moral form of governance.

Thematic Links to other sites.

Common elements, connections, and thematic links among the sites create synergy and provide opportunities for joint programming. These connections go beyond links to National Park Service sites, and include other area interpretive venues.

NPS Links

- Fortifications and various defensive structures such as the First and Second American Systems of Coastal Fortifications at *Governor's Island NM* provide the context for understanding the evolution of New York. Harbor defenses are related to Federal Hall NHS's commerce theme. For more than two centuries, American defensive strategies and the growth of the U.S. Army as a professional federal force emerged here.
- *Hamilton Grange* addresses Hamilton's role in the development of the U.S. Treasury system and his key role in creating a protective force for revenue protection which eventually led to the creation of the US Coast Guard as a branch of the American system of defense.
- St. Paul's Church shares the time period and stories of the Revolutionary War.
- As the shipping power of New York Harbor emerged quickly, additional protection outside of the immediate harbor area was required to secure the port (*Sandy Hook and the Staten Island Sites*).



Federal Hall National Memorial, built as the New York Custom House, 1842.

Theme 2, Development Of Treasury.

Strategically located at the heart of American finance, Federal Hall has been integrally connected with our nation's economic history since its inception, witnessing the creation of the Treasury Department in 1789 and housing subsequent public financial operations that have supported the country's stability and growth.

Theme 3, Architecture.

The massive stone construction and Classical architectural style of Federal Hall symbolize not only the strength and

- The Slave Revolt of 1741 with its deaths is directly related to the history of the *African Burial Ground*; slaves apprehended during the revolt were incarcerated and brought to trial in City Hall at this site, and taken from here to be executed on the commons. The site also underscores the importance of the contributions of African-American men, women, and children to the development of New York City and to the economic foundations of the United States. A slave workforce is linked to construction of Broadway, Federal Hall and other similar public works projects such as the laying of water pipes under Wall Street and the building of roads.

Links To Other Interpretive Venues

- The Flushing Remonstrance (archival documents in *New York State Archives* and *John Bowne House* in Flushing, Queens) reflects Peter Stuyvesant’s and early Dutch Settlement’s conflicts with the Quakers’ struggle for religious freedom; this document was a precursor to the Freedom of Religion concept formally incorporated into the Bill of Rights. Tension between Dutch and British is reflected here.
- Alexander Hamilton is buried at *Trinity Church cemetery*.
- Alexander Hamilton’s role in the eventual creation of the *US Coast Guard* might lead to a potential partnership there.
- The toppling of the statue of King George took place at *Bowling Green*.
- The Sons of Liberty pamphleteers and their Freedom of Speech story are linked to *Fraunces Tavern*.

- *The Museum of American Finance (MAF)*, an affiliate of the *Smithsonian Institution*, provides a link with the Hamilton story at Federal Hall.

Visitor Experience Goals. Visitor experience goals describe the desired interaction between the site and its audiences. Specifically at Federal Hall NHS:

- Visitors will have the opportunity to feel the weight of history.
- Visitors will have the opportunity to view the icons associated with Washington’s inauguration.
- Visitors will feel connected to the site.
- Visitors will link their visit to Federal Hall with a visit to the African Burial Ground.
- Visitors will return for other programs.
- Visitors will develop a sense of stewardship, bring their friends, and communicate to others through word-of-mouth advertising.
- Visitors will ask questions so they can learn more about the site, and debate what they have learned in a forum with others.
- Visitors will participate in an historical conference center based in Federal Hall.

Audience Outreach. Federal Hall is the site designated to create a pilot audience outreach program. Although Federal Hall’s constituency could be said to be all of the city of New York, if not the nation, for the purposes of targeting audience development, Federal Hall’s

community is defined as the area between the two rivers, and south of Canal Street.

Federal Hall serves two diverse audience elements within its geographical community. Permanent constituents include local schools, businesses, and cultural institutions, as well as a considerable and growing number of residents. Temporary constituents consist of tourists. This target market is also reached through the service providers who meet the needs of tourists, such as hotels and restaurants.

Audience outreach strategies will need to be developed that can be carried out with minimal staff involvement. Volunteers and interns can play an important role in community outreach activities, plus local volunteers working at Federal Hall enhance community involvement.

Strategies emerged in five different categories: *visibility*; *partnerships*; *curriculum-based programming*; *under-served audiences*; and *community contacts*.

Visibility. Although Federal Hall is one of the most prominent landmarks in the Wall Street area, its imposing façade does little to encourage visitation, either by tourist walk-in traffic, or by local residents. The building is stark and somewhat forbidding, its entrance is almost hidden from view from the sidewalk, and the long, wide set of stone stairs, with its limited handrails, is daunting.

A hand-written sandwich board at the top of the stairs is ineffective in attracting visitors to the entrance. The sidewalk is too crowded to accommodate sandwich-

board type signage. When a ranger can be spared to be posted to the sidewalk in front of the building, visitors are more likely to be enticed to enter the building. People are more likely to sit on the steps facing Wall Street than they are to climb up them.

Recommendations

When available, a costumed interpreter or interpreters (ex: fife and drum corps) should be stationed on the sidewalk to generate interest and excitement.

- Add signage at street level, but on Federal Hall property (for example, on the inner vertical surface of the wall to each side of the stairs)
- Banners, buntings, and flags on the building's façade would call attention to the building, create excitement, and reinforce Federal Hall's themes and time period. Banners are an honored tradition for museums throughout the city, and in particular should be in place each time a special exhibit is on display. Recently, Federal Hall has successfully displayed a banner to call attention to a current exhibit. At times when no special program is offered, a generic "Experience America"-type banner should be installed.
- Federal Hall personnel presently distribute flyers advertising special programs in front of the building, and to some area hotels. Especially if volunteer help could be recruited, these flyers should be distributed more widely in the community, including not only to hotels, but also to area libraries, community centers, senior centers, and other appropriate venues. See below for a more detailed list.



Print of Federal Hall from 1789.

Library of Congress

Partnerships. Strengthening existing partnerships and developing new ones will not only increase visibility, but will build good community relations.

Current partnerships and potential ones to consider include:

- **NYC&Co.**, the city’s tourism bureau, is already an outstanding partner. The organization staffs and runs the tourist information unit/visitor center within Federal Hall.
- Federal Hall has not yet established a partnering relationship with **Community Board 1**, which covers Battery Park City, the financial district, City Hall, South Street Seaport, the World Trade Center, Civic Center, and Tribeca. These neighborhoods are all undergoing dramatic changes in their composition, and the Community Board is engaged in community improvement activities.
- The **Downtown Alliance** is a Federal Hall partner, but the relationship could be strengthened. At present, it primarily deals with infrastructure issues like garbage and streets, rather than promoting Federal Hall’s programs. The Alliance sponsors permanent as well as temporary informational kiosks about activities and events in the downtown area. Uniformed Alliance personnel also hand out tourist information and help out-of-towners orient themselves. This relationship should be re-examined.
- **The National Archives**, already an in-building partner, offers joint programming with Federal Hall. This partnership should continue and be reinforced at every opportunity.
- **The National Parks of the New York Harbor.** Of course, Federal Hall and the other Manhattan Sites are part of this framework. But all the parks should make a special effort to market each other’s programs, especially where there are connecting themes.
- **NPNH Conservancy.** The Conservancy already does a great deal to help promote New York’s national parks.

For example, they are currently developing a ranger-led walking tour that will connect Federal Hall to other historic sites in the area. Additional personnel will likely be needed to conduct these tours.

- **Non-NPS cultural institutions.** Federal Hall already has good working relationships with many of these organizations. Additional cultural institutions in the immediate community should be contacted in order to encourage mutual promotional initiatives.
- **Public Access Television.** Federal Hall could partner with the city to create a program for the city's public access channel.

Curriculum-based Programs.

Because classroom teachers find it increasingly difficult to procure buses for field trips, it would be advantageous to develop close relationships with local schools, which can either walk or take public transportation to Federal Hall. Public schools in Federal Hall's community include seven elementary schools, one intermediate school, four high schools, and one charter school, attended by more than 10,000 students. In addition, there are private schools, home-schoolers and post-secondary institutions within the community.

Recommendations

- Before Federal Hall begins closer contact with schools in its community, it needs to develop a high quality, curriculum-based education program. Federal Hall should seek funding through the National Parks Foundation to create a summer-long Teacher Institute, during which a group of about ten active and/or retired teach-

ers would be paid to either write or act as mentors to the writers of a curriculum-based program that matches Federal Hall's mission. Federal Hall's themes hold a great deal of significance for curriculum at all levels. For models of similar teacher institutes within the NPS, refer to *Lowell National Historical Park*, *Eisenhower National Historic Site*, *Selma to Montgomery National Voting Rights Trail*, and *Tuskegee Institute National Historic Site*. All these national sites have successfully conducted this type of program.

- With a solid educational program in place, Federal Hall staff can begin a program to attract school groups that, while centered on community schools, will also attract schools throughout New York and the region. However, such a program will not be sustainable without ongoing teacher involvement. Federal Hall should develop a Teachers' Advisory Committee (TAC), to be put in place to enhance entrée to the school system, advise on educational matters, and help with ongoing curriculum development. Made up of teachers of appropriate grade levels from a range of neighborhood schools, the TAC will help ensure that Federal Hall's educational program continues to meet the needs of schools and teachers.
- The NPS's Teacher-Ranger-Teacher program would also be of benefit to Federal Hall.
- When considering audiences with curriculum needs, Elderhostel programs should be explored. Elderhostel groups tend to prefer multi-day programs with a thematic focus. A program emphasizing the

resources of the Parks of the New York Harbor would be ideal for this enterprising organization of seniors.

- Girl Scouts and Boy Scouts are a ready-made audience for Federal Hall programs, with their emphasis on public service, patriotic themes, and badge acquisition. Research should be conducted into the locations of local troops, but here again, the Parks of the New York Harbor ought to investigate a joint, city-wide scouting initiative. Such a program would not only serve a youthful segment of the public, but might also be a source of volunteers for certain kinds of activities.

Under-served audiences. More research may be needed into under-served audiences that exist within Federal Hall’s community, but one obvious target for outreach would be the residents of Chinatown. Research is needed in order to understand this community better. The Greater Chinatown Community Association (GCCA) may be a good place to begin. This organization works to better the Chinatown community through individualized program services. Chinatown’s economically disadvantaged and underserved population faces a wide range of problems, including illiteracy and language barriers, unemployment, lack of social benefits, and poor health conditions. In particular, this population struggles with a 60% limited English proficiency rate; 22% are living in poverty. Quite possibly, Federal Hall could play a role, perhaps helping with literacy and preparation for citizenship, or in other ways.

An additional underserved audience may be the thousands of new residents



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currently migrating into Lower Manhattan. For example, the *New York Times* reported (“The Financial District Attracts Families,” February 20, 2009) that community surveys conducted by the Alliance for Downtown New York indicated a rise in the percentage of households with children under age 18 from 19 percent in 2004 to nearly 25 percent in 2007. The communities surveyed included the Financial District, Battery Park City and parts of TriBeCa. In order to serve residential neighbors, Federal Hall ought to be open at least one day of the weekend, as it is unlikely to be able to serve this audience while open only during the work week.

Community contacts. A number of community organization targets were identified in the Federal Hall neighborhood. They should be contacted on a regular basis, or at least, flyers promoting special programs should be distributed to each of these entities:

- **Houses of worship.** Federal Hall already has a relationship with Trinity Church and the associated St. Paul’s Chapel, because of their related historical themes. Churches,

“A View of the Federal Hall of the City of New York”, 1797.

synagogues, and other places of worship should be contacted; flyers regarding special programs should be posted on bulletin boards, and church and other religious groups should be invited for special tours. The House of Worship is the backbone of the community. Look for organizations within, such as youth groups, that are looking for activities for their members.

- **Libraries.** Libraries are an ideal place to post flyers listing special programs. Volunteers could be recruited to distribute these materials. Federal Hall's community includes six branch libraries of the New York Public Library system. Each library has friends groups, senior citizens, book clubs, etc., for whom the site can host Ranger-led programs, or orientation programs introducing the NPS, or NPS-hosted guest speakers, etc.
- **Community centers and senior centers.** Research will be required to identify community centers in the area. Special programming might be developed for community-centered groups. At the least, flyers promoting special programs should be distributed for posting on community center bulletin boards. This is a perfect opportunity for community centers to host NPS programs.
- **Social service agencies.** Not only should social service agencies be considered as a location in which to promote Federal Hall's programs, but such a campaign might also help identify additional underserved audiences. Research will be required to identify the agencies located in Federal Hall's community.

Conclusion. The first step toward Federal Hall's audience outreach program is to investigate possible collaboration with organizations in the area that implement programs and activities annually. Learn about the strategies they use to reach their audiences. Conduct research to identify target constituencies/audiences in the community. The site should investigate the possibility of performing this work through the services of either volunteers or college-level interns. The research could likely be conducted over a single summer or semester.

Additional recommendations.

Other recommendations specific to Federal Hall include:

- A comprehensive exhibit plan for Federal Hall has been under consideration for some time. The exhibits are badly in need of a cohesive, coherent approach to this site's wonderful stories. The exhibit plan should be completed and implemented as soon as possible, in conjunction with plans related to an overall vision for Federal Hall.
- Following protocols to be developed for evaluating programs at Castle Clinton, undertake both summative evaluation of existing interpretive services and front end evaluation to help guide efforts to create new exhibits, programs, and other media.
- The difficulties of access from the street level have been addressed elsewhere. In addition, take steps to create a sense of arrival upon entering the building. Visitors should easily discover what is available to them in the Hall, and what they should do to access interpretive or informational services.

- Add an attractive, easily changeable sandwich board to indicate when tours are available.
- Add signage at street level at the entrance indicating that handicapped access is available on Pine Street at the back of the building.

Saint Paul’s Church National Historic Site

St. Paul’s biggest challenges are related: the site is in an industrial neighborhood that is difficult to reach, and the site is little-known. Access via public transportation involves a 15-minute walk from the train station through an area that, while it does not appear overtly dangerous, is relatively unpopulated. Best access is via private vehicle, but parking spaces are extremely limited. It is difficult to market effectively when access options are so few. The fact that this “Manhattan site” is not in

Manhattan adds to the difficulties involved in developing an audience, yet school groups do visit from a wide range of geographic areas, including New Jersey and Connecticut.

Significance. Through the 18th-century stone and brick church that was used as a Revolutionary War hospital, the cemetery with gravestones dating to 1704, and the remnant of the village green—site of the famous election of 1733—St. Paul’s Church National Historic Site preserves an important chapter in the early history of our country, helping to tell the story of the development of colonial society and the political and military history of the American Revolution.

Site-specific Primary Interpretive Themes. Interpretation at the site focuses on the events that were integral to the site’s development and how those events related to the development of the nation.



A storm gathers over the steeple of Saint Paul’s Church.

Theme 1, Consent Of The Governed.

The election for an open seat in the New York assembly held on the village green at St. Paul's on October 29, 1733, is one of the earliest recorded examples of the prized American tradition of consent of the governed, and a landmark moment in the extension of religious freedom.

The themes of universal suffrage and religious toleration are expressed through an election for an open seat in the New York assembly. It was one of the earliest and best documented examples of a large-scale exercise of the elective franchise in colonial history, and thus significant in the development of the prized American tradition of consent of the governed, which remains a central tenet of our form of government. Additionally, the exclusion of Quaker voters at the election and subsequent legislation to protect their right to vote was a milestone in the expansion of religious freedom in America.

Theme 2, Role In Revolutionary War.

Difficult personal decisions reached in a politically divided, war-torn region characterize the story of the American Revolution preserved at St. Paul's. Caught in a "neutral ground" between warring armies, local residents were forced to make grave choices between patriots, loyalists and neutrals, often splitting families and generating partisan warfare. Those same Revolutionary War battles and conflicting loyalties led to the military use of St. Paul's Church by both sides at different times during the conflict.

Theme 3, The Cemetery.

The cemetery, one of the oldest continuously used burial yards in the country, contains an impressive

variety of stones, carving styles, and iconographic representations that provide insights into religious beliefs, cultural changes and attitudes toward death and salvation over three centuries. The personal and family histories of the people interred in the yard chronicle the story of the area from the early 1700s through the present.

Theme 4, Architecture.

The architectural history of the church building, especially several internal alterations, provide significant insights into changing religious practices, community development, and attitudes toward historic preservation over more than 200 years.

Thematic Links to other Manhattan Sites. Common elements, connections, and thematic links among the sites create synergy and provide opportunities for joint programs. These connections go beyond links to National Park Service sites, and include other area interpretive venues.

NPS links

Federal Hall provides obvious links thematically and in time period. *Hamilton Grange* is also of the same time period.

Links to Other Interpretive Venues.

St. Paul's has many connections with the many Hudson River Valley Sites—especially for visitors who are exploring the rich architecture of the Valley. St. Paul's has ties with other state historic sites, for example, Washington Headquarters in White Plains and the Thomas Paine Cottage, and could promote those links more aggressively.



Saint Paul's Church interior.

Visitor Experience Goals. Visitor experience goals describe the desired interaction between the site and its audiences. Specifically at St. Paul's Church NHS:

- Visitors will have the opportunity to hear the historical continuum of St. Paul's Church through the interpretation of the history of a village where the church was the focal point of the community and where important events occurred that affected state and national history.
- Visitors will have the opportunity to help conserve and preserve the site's structure and collections because they will become aware of their importance and fragility.
- Visitors will have the opportunity to learn about the role of St. Paul's Church 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 will have the opportunity to benefit from interpretive and cultural programs, achieved through cooperation with various civic, historical, and cultural groups, that promote appreciation for and use of St. Paul's Church.
- Visitors will have the opportunity to benefit from extended NPS outreach programs in the surrounding communities, including Mount Vernon and lower Westchester County, the Bronx, New York, and Fairfield County, Connecticut.

Marketing Strategies

St. Paul's Church has been designated to pilot the model program for branding/marketing. The NPS has some challenges in marketing cultural resources in urban areas such as New York City. The urban environment is not reflected in the NPS's

A gravestone dating from 1724 in St. Paul's Church cemetery.



very well-known brand as represented by its “arrowhead” logo. The National Parks of the New York Harbor also have a brand awareness conflict with such entities such as New York City’s Parks and Recreation Department; they are good partners with Manhattan Sites, but New York’s urban park rangers have similar uniforms. Essentially, people do not associate NPS with a city brand. The classic NPS brand is associated with a park ranger greeting visitors at a park entrance in an admissions booth that is associated with rural or forest settings. The image of a NPS park ranger in an urban setting has not been developed and requires much more attention.

The NPS additionally is somewhat constrained in marketing its programs because government entities are not permitted to pay for advertising. The challenge is to promote interpretive services through allowable channels. For example:

The Parks of the New York Harbor Conservancy, as a private group, can market and advertise services, but are more likely to prioritize the allocation of resources to promote linkages and partnerships between parks.

Therefore, the Manhattan sites should work together to propose a marketing strategy that might be supported by the Conservancy.

National Parks of New York Harbor Strategic Communications Plan.

With a mandate to raise public awareness and stakeholder support of park areas, programs and services, a NPNH Communication Plan is under development, with the objectives listed below. Manhattan Sites marketing strategies therefore should aim to meet the same objectives:

- Raise visitor awareness of destinations’ affiliation with NPS and NPNH
- Treat every park project, program, event and activity as a brand catalyst
- All parks must serve to orient visitors to other NPNH destinations
- Increase visibility of Park Rangers in and around the harbor
- Shift focus from static, media inquiry management to proactive media relations

- Create NPNH brand ambassadors through strategically managed internal/employee communications program
- Develop “grassroots” brand building through community and stakeholder management (e.g. relationship managers)
- Volunteers, in terms of brand loyalty and brand association, as an extension of the brand is a very important aspect of building the NPS brand.

A marketing plan for St. Paul’s

Church. St. Paul’s Church is an excellent candidate to pilot the marketing initiative for the Manhattan Sites: it is a little-known site that has great appeal once people discover it, and it is “off the beaten path” compared to the other Harbor Parks. But it is also positioned to tap into Hudson River Valley markets in a way that may not be as accessible to the other Manhattan sites.

Branding St. Paul’s Church. The goal of the marketing plan for St. Paul’s Church will be to build the site’s “brand equity.” St. Paul’s identity will need to be addressed both in national terms and within the local market context in which it resides. Market assessment is a high priority and should lead to a Branding Communications Plan.

At St. Paul’s, the site’s brand awareness challenge is typical for many urban market locations of park units within the area. Brand awareness for the site must take into consideration that its current placement is within an industrial environment near an asphalt plant that visitors may find a bit forbidding. This perceived quality of the experience is a major obstacle to overcome and is

achievable provided people are given enough reason to visit. Also, there is some question by some visitors that the site may still be an active religious institution. Typically, once visitors do understand that St. Paul’s is no longer an active religious institution and has been officially “desanctified,” they are happy to visit and explore the historical significance of the site. This is true primarily of potential visitors of non-Christian faiths.

The physical issue of “getting there” is another serious marketing concern at St. Paul’s, given the travel time from Manhattan and somewhat poor accessibility from public transportation. Visitors must walk through an industrial zone of Mt. Vernon that is not well populated—especially on weekends—and perceived as a safety issue.

Another communications strategy at St. Paul’s is to study the range of customer perspectives. Currently St. Paul’s attendance is largely from schools—about 14,000 students annually. It would be desirable to tap into a broader schools market in the metropolitan area. Schools from New York City’s five boroughs, Long Island and New Jersey already come to the site; but there is great potential to expand this market.

Branding in the local media is important, especially in concert with events and sites in the Hudson Valley. Increased brand association should be sought with Thomas Paine Cottage, the John Jay Homestead and Revolutionary War sites in White Plains (e.g., George Washington’s headquarters). Many architectural tours that concentrate on Hudson River Valley historic sites come to St. Paul’s as the southern terminus of their regional tours. This trend should be explored in

terms of expanding new marketing strategies that are not Manhattan based.



A chair built in the 17th century was a gift to St. Paul's Church in 1910.

The marketing opportunities that St. Paul's offers should be addressed jointly by St. Paul's and the NPS Public Affairs office. The approach should be pro-active with appropriate lead times (not after the fact when promotional packages have already been made up by

Public Affairs). All sites should view the Public Affairs office as their resource to help them market/project their site as a destination. With a clear understanding of the interpretive themes to be highlighted at the regional and local levels, the Public affairs office should be viewed as a supporting arm to site superintendents and managers. It is understood that this work can only be done in a coordinated fashion but the local sites need to request the necessary support.

Recommendations

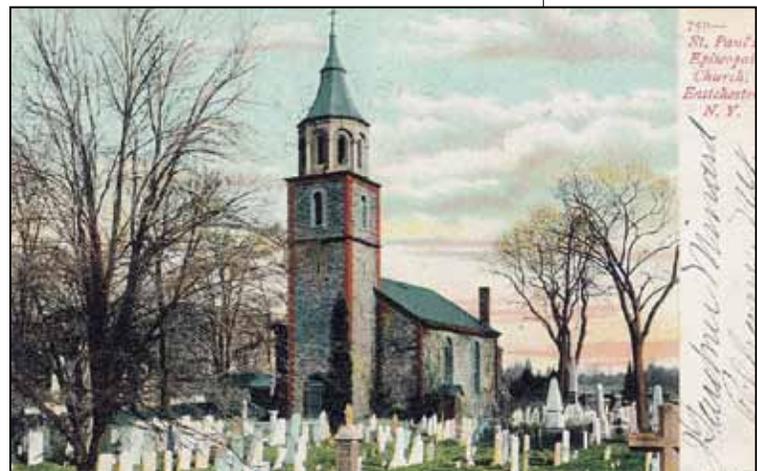
- **Harbor Sides:** This bimonthly publication of the National Parks of the New York Harbor provides story ideas to media outlets. Continue to submit information to the editor in a timely manner (i.e., well before the publication date).
- **Media list.** Building on St. Paul's existing media list of publications (dailies and weeklies) that target audiences within one hour's drive of the site, work with Public Affairs to extend the site's marketing range further up the Hudson Valley with an expanded media list hitting those areas.

- This will allow for an exponential expansion in marketing for the next program period.
- Public Affairs will contact reporters from the expanded list to learn more about how they make choices regarding coverage. He will make reporters aware of potential feature stories, find out if they have visited St. Paul's, and ask if he can bring them for a press tour.
- Parent-oriented publications like *Westchester Parent*, *New York Parent*, *New York Kids*, and *Time Out Kids* are effective, free, and have a good reputation, but they have a long lead time for publication. Program information should be submitted at least 30 days in advance for the (usually) twice yearly publications (i.e., by June 1 for the July-December issue; by Thanksgiving for the January-June issue).
- It is essential to provide calendar items and program schedules, as well as feature opportunities related to themes, well in advance of the event. It will not help to contact a media outlet just days before an event is to take place.
- Marketing St. Paul's church to Manhattan audiences is likely to prove a much more difficult challenge.
- **Thematic links.** Thematic links will pique the interest of reporters if they are linked to current news stories. For example, St. Paul's theme relating to the important election of 1733 touches upon issues of universal suffrage and religious toleration, themes that might resonate in an

election year. Plan to provide some background information on the story as a foundation for the reporter's article.

- **Local tourism organizations.** Westchester County's tourism organization has been moderately effective, depending on available personnel at any given time. They have provided a connection in the past with a syndicated travel writer, distribute brochures and other materials, and prominently feature St. Paul's programs, including program schedule.
- **Signage needs assessment.** Solicit assistance from the Harpers Ferry Center for a signage needs assessment that will result in a whole new "feel" for St. Paul's signs. Signs do make a difference, as the site is located on an extremely active street. The billboard erected onsite every October to advertise the encampment that takes place there has been an effective marketing tool.
- **Marketing mix.** A marketing mix is essential to successful marketing. Each target provides different results. Different audiences will be reached differently. General media is effective for general audiences. An example at St. Paul's includes monthly musical events, which may include jazz, historical music, or an organ concert on the church's historic instrument, targeted to music lovers as well as history people.
- **School groups.** School group visitation at St. Paul's is sufficient at peak times; the site could not handle more without additional staff. School visitation has been growing 5-10% per year for some time, so this audience

does not need to be specifically targeted at this time. However, if the market could be broadened so that school group visits are spread throughout the year (later in fall, earlier in spring), this would expand this visitation base. In addition, programs might possibly be devised that would bring school groups to the site in the winter months (December through mid-March), when visitation is currently lower. Such programs would have to be based on the church, and probably would have to forego cemetery interpretation.



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- **The random visitor.** St. Paul's does reasonably well with special events and groups, but would like to expand one untapped audience, the unannounced, unscheduled random visitor, looking to receive the basic tour of the site. Research to tap this audience will need to expand beyond the usual demographic studies (where from, income, race, etc.) to a more targeted approach, involving psychographics. That is, what special interest group members might enjoy a visit to St. Paul's?
 - Consider developing a program designed to appeal specifically to key audiences. This is easier than

A 1907 postcard of St. Paul's Church.

targeting “general history buffs.” Potential programs: Revolutionary War programs to military history and Am Rev aficionados, cemetourism for old cemetery buffs and genealogists, etc. New York State already has a well-developed market for Rev War groups, and St. Paul’s is already a part of many of these organizations.

- Research how these specialized groups get their information: perhaps through hobby or specialty publications, conventions, etc.
- Church groups on church outings might be interested in church history. It is important for non-Christian religious groups to realize that St. Paul’s has been de-sanctified, and is no longer a Christian church, but simply an historic site. It might be possible to develop a collateral marketing piece targeting church groups, perhaps emphasizing the freedom of religion theme. The Public Affairs Office could design and produce a limited edition of such a brochure, designed to be mailed, but also appropriate for posting on church bulletin boards.
 - Procure mailing lists for direct mailings of targeted brochure to church groups.
- Website links could provide important contacts. Ask reputable organizations if they would like to link to St. Paul’s. Ask to be listed in their newsletters and linked to their websites.

- Marketing within the organization is important, too. Make sure colleagues in sister sites know about St. Paul’s programs.
- Cemetourism is a growing arm of interpretation. Various themed programs are possible at St. Paul’s, including those based on soldier and slave burials, and religious symbolism. More research on this growing field is needed.
- Open House New York has been an effective tool for attracting visitation. NPS is a member of the group, and participates in its activities.
- St. Paul’s free admission could be more fully exploited in troubled economic times like these.

Additional recommendations.

Other recommendations specific to St. Paul’s include:

- The cemetery at St. Paul’s offers interpretive opportunities. Consider marshalling a small volunteer force to photograph and document the gravestones.
- Middle school or high school students might be interested in researching the stories behind the gravestones. Their findings could be posted on St. Paul’s website.
- Plan for an “afterlife” for the site’s annual exhibit installations. The site could publish a small brochure on each exhibit; could mount the exhibit for travel to other sites; or could create a virtual exhibit on the St. Paul’s website.



Hamilton Grange is lifted from its foundation and prepared for the second move in its history.

Hamilton Grange National Memorial

Hamilton Grange is currently closed to the public after its move to a new location in Nicholas Park in upper Manhattan. Its furnishings and exhibitry were removed in preparation for the building's move. The move was necessitated by the Grange's extremely uncongenial former location, squeezed in tightly between an apartment house that literally touched the wall on one side, and a church that had somehow managed to wrap itself partially around the street side of the Grange. The move was also justified by the fact that the Grange has not been at its original location since the 1890s, when a developer of the former Hamilton property had to move the mansion to make way for a new street. The new location will allow the house to be restored more closely to its original appearance.

During the time it has been closed, Hamilton Grange has not offered outreach programs to schools and other offsite audiences. The Grange offers a number of possibilities for effective interpretation through its website, including a podcast that shows how the building was prepared for the move and put back together.

When open, the first floor will be furnished to the Hamilton period according to a Historic Furnishings Plan (HFP) that was developed in 1986. The second floor is not well enough documented to be furnished accurately. The lower (basement) level will form the entrance and serve as an orientation center. It has been used to display interpretive exhibits in the past.

Alexander Hamilton is not well interpreted anywhere in New York. The New York Historical Society mounted an exhibit in 2004 to commemorate the 200th anniversary of Hamilton's unfortunate duel.

The Museum of the City of New York and the New York Historical Society have some Hamilton elements, but nothing extensive. Hamilton Grange does not own any objects of Hamilton provenance, but the HFP does list where they exist in other collections, and, once the building is restored, NPS may be able to borrow some of these objects for display. Hamilton Grange has the potential to become the primary resource for interpretation of Hamilton’s life and influence on the nation and on the city of New York.

Significance. Hamilton Grange National Memorial was established by Congress in 1962 “to commemorate the historic role played by Alexander Hamilton in the development of this Nation.” The same act of Congress directed that the house eventually be relocated and “preserved in a fitting setting” for its proper interpretation.



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Hamilton Grange in its original location, before 1889.

Now the house has been relocated and preserved in a setting which allows visitors to appreciate it fully. As the only museum in America devoted to this “Founding Father,” the Grange, along with its historic collections and interpretive exhibits, connects

the visitor with the man who “made modern America.”

Site-specific Primary Interpretive Themes. Interpretive themes are intended to convey the significance of the site. They include the stories and core messages that are critical for audience understanding of the site’s importance and meaning.

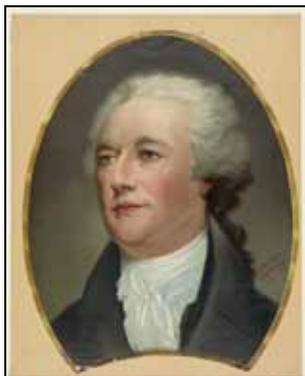
Theme 1, Hamilton the Man.

Hamilton Grange is the lens through which we can view the career of Alexander Hamilton, an immigrant American from the Caribbean who rose from humble beginnings to make lasting contributions to the nation as the father of the federal government and of the American economy.

The Grange is Hamilton’s self-created monument to his career achievements, a mark of his acquired social status, a symbol of America as a land of opportunity, a refuge, a show-place, and a paradise comprising everything that had been missing from his own background as a child, from a stable and loving family life, to the refined, tasteful—and expensive—setting in which he entertained distinguished visitors from around the world.

Theme 2, Hamilton’s role in creating the new nation. *Hamilton’s role in the creation of the Federal government and a strong economic system based on investment and industrial development made possible the rise of the United States to its status today as the world’s most powerful nation. Federal fiscal policy and economic institutions were fundamental elements of his plan for a strong national government. To Hamilton, national survival and financial stability were so closely linked that he could not imagine one without the other.*

Theme 3, Hamilton and New York City. *Hamilton's contributions to the development of the city of New York included military, financial, and commercial enterprises that helped create the city as the world-renowned metropolis it has become today.*



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Following his service in the American Revolution, which began at the Battle of New York in 1776, Hamilton had a distinguished career as

George Washington's trusted aide and friend. In private life back in New York, Hamilton practiced law, founded the Bank of New York, and published the "Daily News." His vision of an urbanized, industrial and commercial America founded on immigrant labor was most fully realized in this city.

Thematic Links to other sites.

Common elements, connections, and thematic links among the sites create synergy and provide opportunities for joint programs. These connections go beyond links to National Park Service sites, and include other area interpretive venues.

NPS Links

- *Federal Hall* is a natural link, as it relates to Alexander Hamilton's role as first Secretary of the Treasury.
- Alexander Hamilton's key role in creating a protective force for revenue protection led to the creation of the US Coast Guard as a branch of the American system of defense.

As the shipping power of New York Harbor emerged quickly, need for additional protection outside of the immediate harbor area was required to secure the port (*Sandy Hook* and the *Staten Island Sites*).

- *Ellis Island*, *Castle Clinton*, and the *Lower East Side Tenement Museum* all relate to Hamilton's status as an immigrant.

Links to Other Interpretive Venues

- The site of the *Battle of Harlem Heights* (in present-day Morningside Heights) in which Alexander Hamilton distinguished himself and came to the attention of Gen. George Washington.
- Hamilton founded the *Bank of New York*.
- Hamilton founded the *New York Post*.
- He is buried at *Trinity Church*.
- All of *Wall Street*, including the site of the *World Trade Center*, is a tribute to Hamilton's creation of the country's financial system.
- The *Museum of Finance* shares Hamilton's history.
- Both the *Museum of the City of New York* and the *New York Historical Society* include some original Hamilton materials in their collections.

Visitor Experience Goals. Visitor experience goals describe the desired interaction between the site and its audiences. These can include cognitive, emotional, behavioral and sensory elements. Goals specific to Hamilton Grange NM include:

Portrait of Alexander Hamilton, 1804.

- *Cognitive goals.* Visitors will have the opportunity to:
 - Learn about great Americans and their influence, significance, and contributions to American history;
 - Look at the life of a great American, and try to understand the qualities that made him what he was.
 - Learn about an individual and decide for themselves whether or not they were as great as we have been taught.
 - Learn why these men were honored in their day, and think about the reasons we remember them still.
 - Draw inferences about the Hamiltons' life style and social status from their domestic environment.
- *Emotional goals.* Visitors will have the opportunity to:
 - Ask themselves this question: "Would I be willing to make the kinds of personal sacrifices as Hamilton did in choosing service to their country?"
 - Feel a personal connection to the defining issue of the time.
 - Have an evocative experience.
 - Become engaged in a distinct and personal way.
 - Be inspired.
 - Be provoked.
 - Feel what it was like during that period.
- Empathize with Hamilton's pride in his home and its contrast with his humble origins.
- *Behavioral goals.* Visitors will have the opportunity to:
 - Advocate for more people to visit the Grange.
 - Ask questions about Hamilton, the Grange, and the role of a historic site in the community.
- *Sensory Goals.* Visitors will have the opportunity to:
 - Read Hamilton's writings and analyze them for themselves.
 - Move through the house and experience the rooms as real environments in which people like ourselves actually lived.

Digital media at Hamilton Grange.

Media development at the Grange takes place within the context of a number of other interpretive services being planned there, now that the building has been successfully transferred to Nicholas Park. These include:

- A movie, to be shown in the Grange basement theatre, a point-counterpoint presentation of Hamilton's life story, featuring aspects of his philosophy, contrasted with those of his opponent, Thomas Jefferson, and supplemented with impressions of Hamilton by other of his contemporaries.
- An interactive, somewhat based on the movie's themes, in which visitors will hear points of view, and have the opportunity to weigh in on the issues themselves. The exact medium for the

interactive has not been determined, but it will likely be made available on various platforms, including PDAs, phones, downloadable podcasts, the website, etc.

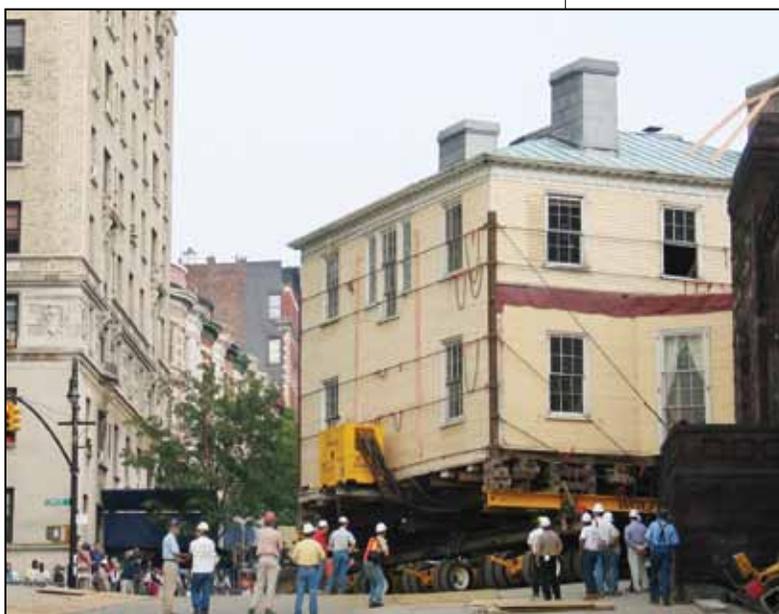
- The basement will also contain some traditional exhibitry interpreting the Grange.
- A podcast documenting the move of the Grange has been produced.
- A self-guided tour of the Grange will include audio elements.

Recommendations for media-based interpretation at Hamilton Grange include a virtual tour presented on the website; cell phone interpretation at the Grange’s former and new location, as well as in the neighborhood; podcasts/ vodcasts targeted to general and specific audiences; a special internet-based program targeting new immigrant audiences; and primary documents related to Hamilton made available via the website.

Virtual tour of Hamilton Grange.

Internet-based interpretation has the potential not only to reach visitors who will never be able to visit in person, but also to enhance and enrich the Hamilton Grange experience, both pre- and post-visit. Very few physical objects with a true Hamilton provenance are available to the Grange, yet one of the most important visitor experience goals is to provide visitors with the opportunity to feel what life was like during that period. For that reason, a web-based virtual tour of the Grange is recommended that uses the existing spaces of the Grange as a base, but, through layered renderings, photographs and other images, audio, music, and

perhaps even animation segments, fills in missing elements and provides a virtual interpretive “overlay” that completely furnishes the Grange and interprets Hamilton’s life and times there in historical context. What would a visitor to the Grange have seen/ experienced? What did it look like, sound like, in the days when the Hamilton family occupied the Grange?



The Grange is moved through the streets of New York City.

The tour would include a visitor-controlled 360° tour with hotspots highlighting original Hamilton items (potentially on loan from other institutions), as well as features of the historic structure, and would feature music and sound effects typical of Hamilton’s time. The virtual tour allows the visitor the opportunity to pan, highlight, enlarge, and learn more about any of the Grange’s features—or its virtual furnishings. Historically documented distinguished visitors to a particular parlor or bedroom could be highlighted, along with the stories of domestic servants who worked in the home (if such research is available).

This connection to everyday life at the Grange could open the door to related workshops on home life, kitchen activities, use of herbs, and foodways of the period. A virtual kitchen could provide documentation that would interpret domestic management of the Hamilton household in exciting and exacting detail. Additional workshops on the decorative arts of Hamilton's period might also spring from the content of the virtual tour.

Past studies of the Grange have concluded that the parts of the building not open to the public (mainly the top floor) do not offer significant important features, so the virtual tour would be confined to the first floor. However, one exception might be the huge bedroom that runs the entire length of the rear of the house, in which the six Hamilton sons slept.

The resources and the technology to create the virtual tour are available, and would not be very costly. The 1986 furnishing plan for the Grange has been very well done, and would provide the basic plan for the virtual furnishing of the Hamilton home.

Although the basement of the Grange will not be furnished, either virtually or in reality, and will consist of new construction providing visitor services, the virtual tour could be used to highlight details of the basement ceiling, which indicate the original location of basement rooms, including a kitchen and a family dining room.

An important element of the virtual tour would incorporate the geography of the area. It should highlight on an interactive map the original, second, and (hopefully) final location of the Grange, all of which are on Hamilton's original property, and

the evolutionary changes to the building through time. In addition, the geography element should include interpretation of the Battle of Harlem Heights, the Revolutionary War battle in which Hamilton distinguished himself, came to General George Washington's attention, and was appointed Washington's aide-de-camp. This element would include an interactive timeline that could allow visitors to track changes to the area, from the time of the American Revolution, to the present.

Cell phone components of Hamilton Grange interpretation. There are at least four opportunities to utilize cell phone technology in connection with Hamilton Grange. Two are informational, two interpretive. Both would be presented as exterior elements of the interpretive program, rather than inside the building.

Informational. The former site of Hamilton Grange featured a cell phone prompt explaining what was going to happen to the Grange prior to its move. This prompt should be changed to address where the Grange went, directing potential visitors how to find it in its new location. In addition, a cell phone prompt near the new location should inform people of where the Grange came from, why it ended up in Nicholas Park, when it will be open to the public, and what people will be able to see when it opens. In addition, the cell phone prompt should reference the Grange website, where visitors can learn more.

Interpretive. Two potential cell phone elements are recommended. One, an on-site exterior tour of the Grange could highlight architectural features, and discuss details of the restoration

process: what was done, and why. It could address issues like the mystery of the balustrade: is it original to Hamilton’s time, or a later 19th century addition? The cell phone content would discuss the architectural detective work that goes into a major restoration project like that of Hamilton Grange.

The second potential cell phone tour would interpret the whole neighborhood of the Grange, inviting people to walk, tour the community, and learn.

Cell phone service providers include a valuable feedback loop feature that permits visitors to phone in their evaluation of the tour, and perhaps even to weigh in with their opinions on different restoration decisions, or even their choice of interpretive media. Hamilton Grange personnel might consider taking advantage of this feature.

Podcasts/vodcasts. Since Video-On-Demand technology is becoming widely available, the term “podcast” should always be thought to include both video and still imagery as well as audio elements. Many podcast topics would be appropriate, some for general audiences and others for more specialized audiences. A podcast on the restoration and move is already under development. Other potential topics include home and family life, Hamilton’s adventures as he came to America to “seek his fortune,” and the experiences that contributed to the making of “Hamilton the Man.” Podcasts could highlight restoration details for “This Old House” fans, possibly opening the door to cross promotion with retail outlets like Home Depot.

Internet-based program targeting new immigrant audiences. New immigrants are a target audience of the Manhattan Sites, and a set of desired



visitor experiences has been developed to reach out to them. One of these desired visitor goals is to “provide a way for these visitors to better understand their own experiences as immigrants by way of the lives of those who immigrated in the past.” Because Hamilton himself was an immigrant, possibly of mixed race, who emigrated from the island of Nevis in the Caribbean, it is possible that his story would resonate with community members, many of whom are themselves immigrants from the Caribbean Islands. Once the media needs of the general audience have been met, the next most important audience comprises these new immigrants to the US.

Hamilton’s immigration story could be presented via a number of platforms. One possibility is to tell his story on the Grange’s website, using a graphic novel approach that depicts his origins, arrival, and struggle to achieve. Images of Hamilton’s original home on Nevis could be layered into the presentation

A foundation is prepared for the Grange in St. Nicholas Park.

along with other imagery, music and sound effects to develop the story of Hamilton the Immigrant. Hamilton was not always made to feel welcome in his new home, and this aspect of his story might resonate with others. At the same time, it is important to position his story carefully, recognizing that few immigrants from any country have been able to achieve the success that Hamilton did within a few years of his arrival.

The immigration story fits into the larger context of the “melting pot” of American ethnicity, a universal story. Hamilton, a highly successful self-made man, envisioned a society where other immigrants could also find success. He helped to create an environment that would help make this possible, including creating opportunities for capital investment, banking for “the little guy,” and educational opportunities.

Cross marketing opportunities for this great immigration story might include Caribbean Airlines: travelers might experience the story of Hamilton’s life as they fly here to start their own new lives in America.

Primary documents. Studies are underway to identify the most succinct and meaningful passages in Hamilton’s *The Federalist Papers*, to be posted on the website. Important letters of Hamilton’s may be excerpted for use on the website, including his poignant farewell letter to his wife on the eve of his fatal duel with Aaron Burr. The primary documents should be presented as digital images of the original (Hamilton’s handwritten letters, a first edition of *The Federalist Papers*), as well as in word-searchable transcription.

Additional recommendations.

Because of the recent move, the renovations, and the interpretive services that are already being developed for the house in its new locations, no additional recommendations are included here.

Castle Clinton National Monument

Castle Clinton’s own history is under-interpreted on site because to date, most of the interpretive rangers have had to engage in crowd control due to ticketing for the Statue of Liberty and Ellis Island being based in the Castle. This situation is about to change, with a new firm, Hornblower (which also operates the ferry to Alcatraz Island in California’s San Francisco Bay), taking over the ferry operation from Circle Line. The new protocol will involve online timed ticketing, and hopefully much less waiting in line, providing the ideal opportunity to rethink interpretation at the Castle. An internal IMAP assessment of Castle Clinton has been completed. The new ticketing strategy, along with new residential neighborhoods in the area, create a completely new interpretive landscape for Castle Clinton, with its rich history of war, immigration, entertainment, aquatic science, and heritage tourism.

Of particular concern: signage near Castle Clinton is wholly inadequate and does not present NPS’s nearby harbor sites, including the iconic Statue of Liberty, to good advantage. Fortunately, plans are in place for an improved signage system for all 23 sites in the National Parks of New York Harbor system. The signage targets the NPS Centennial coming up in 2016.

Significance. The following significance statement was developed as part of the site’s General Management Plan in 1996.

Castle Clinton National Monument has seen many changes in the growth and culture of New York City. The structure was one of the New York Harbor defenses built just before the War of 1812. Later it became a great entertainment complex, then an important immigrant processing station, and then an aquarium. The National Park Service carried out a restoration campaign, completed in 1975, that restored the structure to its original fortress configuration.

Site-specific Primary Interpretive Themes.

The interpretive themes for Castle Clinton are listed below. See *Appendix A* for a more detailed narrative and supporting material relating to the primary themes. The primary themes are:

Theme 1, Preservation/Adaptive Reuse. *Castle Clinton and surrounding Battery Park have continually been “re-invented” over the course of more than 200 years, each consecutive re-thinking of the use of the area a reflection of changing societal needs, concerns, and attitudes, both nationally, and in the city of New York.*

Theme 2, Military Defense. *Castle Clinton served as the last line of defense in a larger system of forts protecting New York Harbor, a port with immense strategic value, from attack by foreign naval forces.*

Theme 3, Immigration. *The creation of Castle Garden, the first official immigrant processing center in the nation, represented a country at a crossroads, signaling a change in American*

immigration policy, and in the ways through which immigrants became Americans. The Garden set more than 7 million immigrants on the road to new lives in America.

Theme 4, Public Gathering Space. *Serving symbolically as New York City’s front door and village green, Castle Clinton and the surrounding Battery Park have provided a setting for popular entertainment, a welcoming station for prominent visitors, and a staging ground for soldiers undertaking a variety of missions.*



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Thematic Links to other sites. Common elements, connections, and thematic links among the sites create synergy and provide opportunities for joint programs.

NPS Links

- *Ellis Island National Historic Site*
- *Lower East Side Tenement Museum*
- *Governor’s Island* and other *New York Harbor forts*

“Castle Garden, New York,” 1848.

Visitor Experience Goals. Visitor experience goals describe the desired interaction between the site and its audiences.

- By accessing the stories of immigrants of the past and present, visitors will be able to gain insights into the differences and similarities in the experiences of immigrants to the nation then and now.

Evaluation Strategies. The MASI interpretive plan begins the process for more specific planning for evaluation, development of a strategy, and actual evaluations. Castle Clinton has been selected to model evaluation for the other Manhattan sites. Of all the Manhattan sites, Castle Clinton is probably the site not only most in need of change due to existing conditions, but also with the greatest possibility for change. So evaluation will not only be practical at the Castle, it will be timely. Protocols developed there can be applied to other sites.



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Drawing of Castle Garden, 1852.

Existing interpretive programs and services may be evaluated to create a baseline against which new initiatives can be measured. As new interpretive programs and media are developed, they can be tested using front end and formative evaluation techniques to help ensure their effectiveness.

Recommendations

Evaluation possibilities for existing interpretive services:

- Cooperate with other units to conduct targeted literature searches that will identify and summarize prior evaluations effectively.
- Plan for evaluation, working with Manhattan Sites staff to determine which interpretive services should be evaluated. Use the Choosing By Advantage (CBA) method or a comparable one.
- Choose the most effective methods for assessing the interpretive services to be evaluated.
- Recruit volunteers, assign rangers, or connect with university students who are willing to do studies as part of their own college programs at little or no cost. Train and assign them to observation and tracking of visitors.
- This type of evaluation should be ongoing, continuing routinely even after new interpretive media and programs are in place.

Front-end evaluation to help set a direction for future development of interpretive services:

- Conduct front-end studies (e.g., interviews, focus groups, or a survey) to elicit what people already know about the monument, and what they would like to learn and experience while visiting.
- Create site-specific visitor surveys that ask for visitors' concerns and desires, what could be done to improve interpretive services, ratings of existing

services, etc. These could be handed out to visitors to be placed in a drop-off box on site.

- Use formative evaluation to guide the process when developing new media and services

Additional Recommendations.

Other recommendations specific to Castle Clinton include:

- Removing the ticket booth from Castle Clinton will make the site more into a destination than a passageway. There is a recognition that Castle Clinton must deal with the reality of the next several years, but also must plan for a time when the Statue of Liberty ticket office will no longer be there.
- There is a dire need for better, technologically-savvy exhibitions that would engage the viewer (e.g., using computer generated models to show visitors Castle Clinton's evolution). Development of exhibits (and other interpretive services) should be guided by an extensive front end evaluative process.
- The themes that address the site's architecture, military, and immigration history seem especially compelling in contemporary (post 9/11) New York.

General Grant National Memorial

The Memorial struggles to balance the reverential nature of General and Mrs. Grant's mausoleum with the need to interpret Grant's life and significance. In recent years, the Memorial has engaged more with its neighborhood constituency, which is largely African-American, a group that once held the

Memorial in high regard due to Grant's role in promoting civil rights and the 13th Amendment, and is beginning to again. The sad reputation of "Grant's Tomb" as an almost abandoned, unvisited memorial is clearly no longer true, but a great deal remains to be done to highlight Grant's significance and to tell his story.

Significance. The following significance statement was developed as part of the site's General Management Plan in 1996.

General Grant National Memorial, the largest mausoleum in the United States, provides the final resting place of former General and President Ulysses S. Grant and his wife, Julia Dent Grant. The memorial represents gratitude for the Civil War hero who helped preserve the Union. Architecturally, it exemplifies the mixture of classical forms and motifs, on a massive scale, that characterized turn-of-the-century architecture. Interior paintings, mosaics, and sculpture reflect the desire, on the part of the Grant Monument Association and the National Park Service, to embellish the tomb with artistic pieces commemorating General Grant.

Site-specific Primary Interpretive Themes. The Long Range Interpretive Planning process came at a time when General Grant's reputation was undergoing a renaissance as historians with a greater distance from the turmoil of the Civil War looked back on his career. The themes developed for the General Grant Memorial only served only to strengthen that impression. In particular, Grant's relationship with and great regard by African-Americans in the 19th century offer many opportunities to create relevance for today's audiences. Grant was

a strong advocate for the newly liberated freedmen in the South. He was the only civil rights president for 100 years, between the two Presidents Johnson. The 15th Amendment, which addresses what is probably Americans' greatest right, the right to vote, might not have passed if Grant had not expended considerable moral and political capital to make it happen.

See *Appendix A* for a more detailed narrative and supporting material relating to the primary themes.

The primary themes are:

Theme 1, Military Career. *Through his superior ability to adapt his grasp of tactics and strategy to changing conditions in the field, Ulysses S. Grant rose to command of the Northern armies and ultimately led the Union to victory in the Civil War.*

Theme 2, Grant the Man. *Throughout his life of leadership, service, and sacrifice, Ulysses S. Grant demonstrated several apparent contradictions between personal convictions and public responsibilities that help to paint a picture of a fascinating historical figure.*

Theme 3, The Presidency. *The esteem with which Grant was held by the American people led to his election to two terms as President of the United States, where achievements in the areas of civil rights, foreign policy, and public lands preservation were balanced by the difficult challenges he faced in reconstructing the Southern states, managing the growing industrial economy and especially in holding to higher levels of accountability several unscrupulous officers of his administration.*

Theme 4, African-American Civil Rights. *As a General and President, Grant achieved a lasting, positive relationship with the African-American community, as represented by his support for emancipation, the enlistment of black troops in the Union army, and measures to protect and improve the conditions of the freedmen in the South after the Civil War. The relationship was confirmed through significant contributions of African-Americans toward the building of Grant's tomb.*

Theme 5, Remembrance.

The monumental scale and impressive design of Grant's Tomb serve as symbols, not only of the great esteem of a nation for an exalted military hero, but also of the respect and reverence of a people reflecting on a fiercely fought, devastating war during which men of both sides served with honor.

Theme 6, Architecture.

The General Grant Memorial, based on a variety of architectural styles from the ancient and classical worlds, and modeled in part on the tomb of Napoleon, France's great military leader, is the largest such memorial in North America, and is an outstanding example of the use of monumental, inspiring building forms as integral elements of the City Beautiful movement in American cities around the turn of the 20th century.

Thematic Links to other sites.

Common elements, connections, and thematic links among the sites create synergy and provide opportunities for joint programs. These connections go beyond links to National Park Service sites, and include other area interpretive venues.



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"Tomb of General Ulysses S. Grant," 1897.

NPS Links

- *Statue of Liberty* with its themes of enlightenment and liberty
- *Governors Island*, where Grant was actually stationed for a time
- *Federal Hall* with its connection to New York's draft riots early in the Civil War
- *African Burial Ground* for the connections to African-Americans' lives
- *St. Paul's Church*, where several Civil War veterans are buried
- *Hamilton Grange*, for Grant's checkered financial history: his tenuous knowledge of finance; his tolerance for financial corruption during his administration; the Panic

of 1873, which took place during his administration; and the bad investments that bankrupted him at the end of his life

Other interpretive venues

- Three plaques in the city commemorate *US Colored Troops*
- *Plymouth Church* in Brooklyn, the seat of the Abolitionist movement in NYC, and other churches, including *Shiloh Baptist* (an African-American church where the movement to raise money for the Memorial began), *Abyssinian Baptist*, and *Lafayette Presbyterian* in Brooklyn, as well as *African Baptist* in Boston
- *West Point*, where Grant received his military training

Visitors pay their respects outside Grant's Tomb.



- The site of the *Draft Riots of 1863*, during which Irish draftees protesting the draft turned on the city's African-American community, burning down the Colored Orphan Asylum on Fifth Avenue
 - *Lower East Side Tenement Museum* and the *Chinese American Museum*. Grant traveled to China, where he was greeted with great respect. He also encouraged immigration from China
 - *Riverside Drive and Riverside Park* (which can also be linked to other landscapes, etc., designed by Frederick Law Olmsted, including Central and Prospect Parks, Eastern Parkway, and Grand Army Plaza.
- Visitor Experience Goals.** Visitor experience goals describe the desired interaction between the site and its audiences. These can include cognitive, emotional, behavioral and experiential goals. Goals specific to General Grant Memorial include:
- *Cognitive goals.* Visitors will have the opportunity to:
 - Learn about great Americans and their influence, significance, and contributions to American history.
 - Look at the life of a great American, and try to understand the qualities that make a person “great.”
 - Learn about an individual and to decide for themselves whether or not they were as we have been taught.
 - Learn why this man was so honored in his day that 100,000 people contributed to the construction of the tomb, which is still the largest monument in North America, and one of the largest in the world.
 - Contemplate the reasons we still remember Grant today

- *Emotional goals.* Visitors will have the opportunity to:
 - Ask themselves this question: “Would I be willing to make the kinds of personal sacrifices as Grant did in choosing service to his country?”
 - Feel a personal connection to the defining issue of the time.
 - Have an evocative experience.
 - Become engaged in a distinct and personal way.
 - Be inspired.
 - Be provoked.
 - Feel what it was like during that period.
 - Have a unique experience.
- *Behavioral goal.* Visitors will have the opportunity to advocate for more people to visit the Memorial.
- *Experiential goal.* Visitors will have the opportunity to read Grant’s letters and analyze them for themselves.

Digital media at General Grant Memorial. Interpretation at Grant’s Tomb presents some challenges. The site has always been intended as—and remains—a mausoleum, a final resting place for a great American hero and his wife. The atmosphere must remain reflective and respectful, as befits such a memorial. Yet the enabling legislation for the site also calls for the interpretation of Grant’s life and accomplishments.

There is almost no effective space within the monument for interpretive content. Three or four outmoded panels with some interpretive content on are display in the rotunda, but their design tends to detract from the ambiance of the mausoleum’s interior. There are few auxiliary spaces that would be suitable, even for computer terminals, and the idea of electronics inside the hallowed space does not seem appropriate. Cell phone interpretation and other personal media also do not seem entirely compatible with the ambiance of the mausoleum.

The most suitable interpretive method for the interior of the monument remains the ranger talk. While effective, such talks do not readily provide access to the full range of supporting materials that are so rich in the case of Grant’s life story, from Civil War photographs, to reports on his funeral cortège. Plans are underway to construct a small ranger station in an “Overlook Pavilion” on the river side of the Monument. This will present the opportunity to provide an orientation to the Monument via a stand-alone computer kiosk. The kiosk could provide a deeper, richer interpretation of Grant’s life, and the same content could be accessed via the Grant’s Tomb website.

Recommendations for media-based interpretation at Grant’s Tomb include 1) web-based interpretation; 2) a cell phone tour highlighting the architectural details of the monument’s exterior; 3) primary documents from Grant’s life (and death) presented via the website; and 4) a downloadable podcast walking tour of the route of Grant’s funeral procession, enhanced with block-by-block imagery of 1885 Manhattan.

Web-based interpretation. Because of the inherent conflict between respectful remembrance, and the need for interpretation at General Grant Memorial, there is a need for a fully realized “virtual museum” of Grant’s life, presented in digital format, for use in multiple platforms, including the website. The same type of programming could be offered via a stand-alone computer kiosk, as referenced above. But there is no doubt that an on-line exhibit would work very well for visitors who access the material on their own computers, from remote locations.

Grant’s story is a rich one. It can be fully illustrated through photographs of the Civil War era and later, through first-person accounts, including Grant’s own memoirs, through music of the time, and through primary documents. A web-based virtual museum seems the ideal way to communicate the significance of Grant’s life, including not just his generalship during the Civil War, not just his presidency, but his role in promoting civil rights for African-Americans, especially his support for the 15th Amendment and his efforts to crush the Ku Klux Klan, as well as his family life. This is especially true since the site does not have an orientation film available that covers this material—nor does it have “theatre-style” space in which such a media piece could be presented.

The Grant Monument Association maintains an up-to-date website, and may be interested in partnering with the site to develop web-based interpretation for General Grant. The story of the Monument Association, its original foundation, and restoration in later years would also be a compelling element of interpreting

the General Grant theme that addresses the ways in which the nation chooses to memorialize its heroes.

Cell phone tour. Cell phone interpretation of Grant’s life and times may or may not be appropriate within the interior of the mausoleum. For one thing, reception is spotty. However, the design of the tomb itself—it is the largest such mausoleum in North America—includes many interesting features, so a cell phone tour of the exterior—and perhaps even the interior—of the site would be appropriate and useful. Given the already lively and colorful nature of the area surrounding the tomb, the presence of printed cell phone prompts installed in various locations around the site would not be incompatible with the site’s exterior atmosphere, although they may not be appropriate inside.

The cell phone tour could also touch upon Grant’s funeral procession and the dedication ceremony for the tomb: how many people attended? Who was there? Who spoke? What was it like on that dramatic occasion? This could be supplemented with a wayside exhibit discussing the funeral procession that also includes photographs of the day’s ceremony, and background information about the effort to build the Memorial site, including the contributions by thousands of African-American supporters.

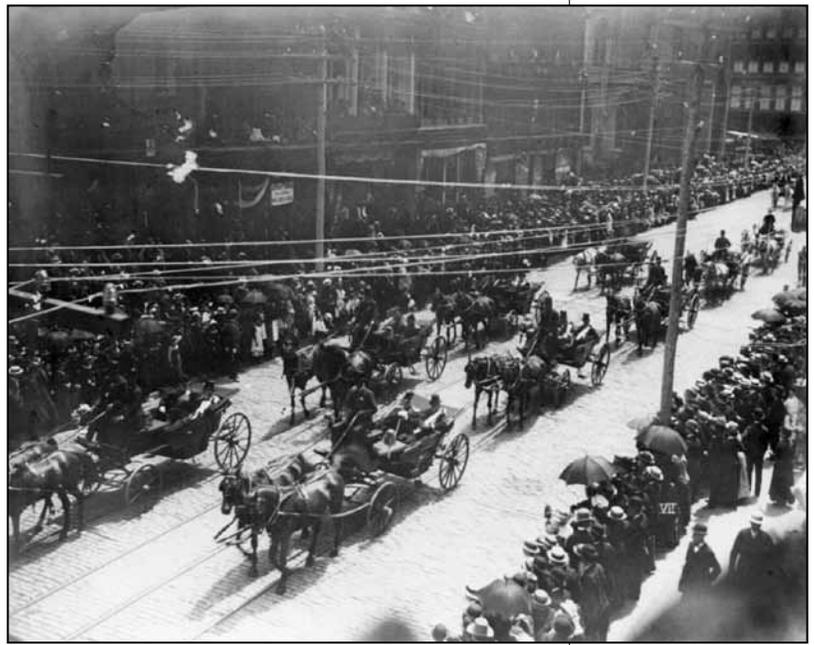
Cell phone tour content can also be presented in other formats, for example, as a downloadable podcast.

Primary documents. General Grant’s life story is effectively enhanced through primary documentation. Four major categories of primary documents that

could be made available via the website include 1) Grant's second inaugural address (in which he addresses civil rights issues), 2) letters of Grant that provide insights into the man, 3) photographs, and 4) excerpts from Grant's memoir, completed in the last days of his life, still considered by many to be a masterpiece of writing on military strategy and tactics.

Grant's papers reside at Southern Illinois University in Carbondale, Ill. Sadly, John Simon, the leading Grant archivist, recently passed away. However, his research would be available, and excerpts of Grant's writing can and should be made available on the website, both in their original form (samples of Grant's own handwriting, for example), and in transcription.

The site is in possession of an incredible set of hundreds of high-quality professional photographs that document, moment by moment, the day in 1885 when Grant was laid to rest at the present site. In addition to documenting the ceremony and the huge outpouring of grief and respect that occurred that day (over a million spectators), the photographs comprise a remarkable record of the city of New York in the late 19th century, almost block by block moving up Broadway all the way from Bowling Green to the then-countryside that is now Riverside Drive at 122nd Street. These images certainly deserve a more public presence than the dark corner they currently occupy at the Memorial, and are an example of the kinds of interpretation—among others—that could be provided via a website at a relatively low cost.



Library of Congress

1885 photo of Grant's funeral procession.

The set of photographs of the route of Grant's funeral procession are especially relevant, because they highlight the high regard of the million mourners—including many African-Americans—who turned out to honor Grant. A selection of these images would provide context for a discussion of Grant's esteem among Americans of his time, as well as a look at late 19th century New York. An additional interpretive use for these images is addressed below under "Podcast walking tour."

The images were donated to the National Park Service in 1999. The collection consists of high quality 3x5" negatives, and 203 albumen prints mounted in a set of four albums. The photographer is unknown. The photographs should be scanned as a matter of record, not to mention for interpretive use as digital media; this may be an appropriate project for a volunteer or intern.

Podcast walking tour. An important visitor experience goal identified for

Grant's Tomb is to provide a way for visitors to feel what it was like during that period. The photographs of Grant's funeral procession provide a dramatic view of the late 19th c. cityscape in New York, as the images portray, block by block, the entire parade route from City Hall to the Mausoleum, with buildings draped in the black bunting of mourning. The images provide a glance at a moment in time—not only a dramatic day in the city's history, but also a record of the architecture, transportation, street life, and look of New York as it prepares to enter the 20th century. The podcast would also interpret the great esteem in which Americans held General Grant and the reasons for this, and explore Victorian-era attitudes regarding death and remembrance.

For the greatest impact, these images should be made available to visitors as a downloadable enhanced podcast that features the still images of the route of the procession. The podcast would be presented in sections, as it is unlikely that anyone would be willing to walk the entire parade route—at least, not all at once. Visitors would select the section of the city they wish to walk, and then access the 19th century streetscape pictures, along with historical information, on their iPods or other devices, while walking the route, comparing the historical scenes with the real-life scenes of the present. The still images are synchronized to the audio track, creating a narrated slideshow interpreting the parade route. The audio might include first person accounts of people's experiences on that day, as well as appropriate music. The visitor "steps back in time," walking the route in contemporary times, but viewing and hearing the events

of the historic day. Of course, the material can be presented in text format for the hearing impaired, as well as in a number of languages other than English.

Additional Recommendations.

Other recommendations specific to General Grant National Memorial include:

- Building on an audience outreach model to be developed at Federal Hall, make an effort to get to know local audiences in order to assess their concerns, needs, and wishes.
- Build a set of programs built specifically on community needs. This may be nontraditional in nature.
- Create a marketing/branding program to enhance community awareness of interpretive opportunities at the site.
- Install ramping to allow wheelchair access to the Monument.

Theodore Roosevelt Birthplace National Historic Site

The staff at Theodore Roosevelt Birthplace interprets the resource in light of Roosevelt's early years, emphasizing childhood influences on his later life. An impressive collection of TR materials are displayed in an outmoded style, but somehow the exhibits seem appropriate to the period being interpreted. The site is notable for its strong relationship with a small corps of volunteers, who provide a significant number of the interpretive tours of the house. An associated group, the Theodore Roosevelt Association, has an interest in all sites nationwide that interpret Roosevelt, but they do not

function as a Friends Group, and in fact, are currently fundraising for initiatives of their own.

Significance. Statements of significance describe the site’s distinctive resources and values. They are the basis for national recognition of the site. The following significance statement was developed as part of the site’s General Management Plan in 1996.

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.

Site-specific Primary Interpretive Themes. The themes for Theodore Roosevelt Birthplace focus on Roosevelt’s early home environment and its influences on the man he became, focusing on the values formed in his youth that helped to shape his achievements. See *Appendix A* for a more detailed narrative and supporting material relating to the primary themes. The primary themes are:

Theme 1, Overcoming Adversity. *The comfort and opportunities inherent in the wealthy, Victorian-era home and family life that Roosevelt experienced as a youth helped him overcome a potentially limiting childhood illness and develop into an intellectually and physically bold adult who welcomed and successfully navigated*



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Teddy Roosevelt, posing in Rough Rider garb, 1898.

numerous challenges in his public life. That same intrepid and ambitious approach to life led him to build a successful political career in spite of the restrictions common to members of the upper class in the late 19th century.

Theme 2, The Conservation Movement. *Roosevelt’s insatiable scientific curiosity, his appreciation of nature, and his life as an avid outdoorsman and explorer, all instilled in boyhood, contributed to his role as a leader of the conservation movement, culminating in his pioneering work as President in setting national standards for the preservation of cultural and natural resources.*

Theme 3, TR as Reformer. *Roosevelt’s strong beliefs in merit, achievement, and progress based on empirical evidence and the scientific method as applied to social problems laid the foundations for his career as a reformer, and were*

dramatically articulated throughout his public life, beginning with his role as a state legislator, through his term as 26th President of the United States.



Library of Congress

The famous Roosevelt grin.

Theme 4, Vision for America's Future.

Heralding a vision of America as a world power and an equitable society at home, Roosevelt created a modern model of the Presidency as the center of the nation's political life.

Theme 5, Preservation of Childhood Home.

Foreshadowing the idea of the modern Presidential library, what has become Theodore Roosevelt Birthplace National Historic Site was established by two private historical organizations, the Women's Roosevelt Memorial Association and the Theodore Roosevelt Association, as a combined museum and research facility that would illustrate the environment that influenced Roosevelt's youth, and serve to perpetuate the memory, legacy and political principles of the nation's 26th President.

Thematic Links to other sites.

Common elements, connections, and thematic links among the sites create synergy and provide opportunities for joint programs. These connections go beyond links to National Park Service sites, and include other area interpretive venues.

NPS Links

- *Sagamore Hill*
- *Lower East Side Tenement Museum* (contrasting lifestyles in the same period of NYC history)

- **Grant's Tomb**

(presidential history/figures in American History)

- **Federal Hall** (TRB has a lithograph of Washington's inauguration that is original to the house; TR's father was once considered for head of the U.S. Customs House located in Federal Hall, but Tammany Hall politicians denied him the position. Historians feel that it was this incident that motivated Roosevelt to enter politics).

Links at other interpretive venues

- **Merchant House Museum** (same time-period and class)
- **Gramercy Park** (Victorian society)
- **National Arts Club** (Roosevelt was a member)
- **Players' Club** (Roosevelt's period and social class)
- **American Museum of Natural History** The museum was co-founded by Theodore Roosevelt, Senior. A heroic equestrian sculpture of Roosevelt is outside the entrance. He donated many specimens to the museum collection, following his hunting and collecting expeditions.

Visitor Experience Goals. Visitor experience goals describe the desired interaction between the site and its audiences.

General audiences. Visitors will understand that Roosevelt had to overcome a disability in order to achieve success in many different areas. They will understand contrasts

in medicine between TR's time and the present.

Young audiences. Visitors will have the opportunity to view objects that illustrate some of the challenges that Theodore Roosevelt faced as a young person that led to his achievements in his adult life.

Volunteer Recruitment and Management. At Theodore Roosevelt Birthplace, four dedicated and very accomplished volunteers regularly provide interpretive tours. The staff at TRB has put a great deal of effort into developing relationships with their volunteers, and to ensuring that the volunteers have positive experiences. In addition, though, the volunteer program plan for TRB should address ways of increasing volunteer participation at all the Manhattan Sites. It should address how effective volunteer programs are created and managed, and model such a program for the benefit of other sites. A Volunteers-in-Parks Handbook has been devised, which must be expanded as the volunteer program grows. The Manhattan Sites do have an official volunteer coordinator, currently based at Theodore Roosevelt Birthplace NHS.

Recommendations

- Define institutional needs and goals and how volunteers could contribute.
- Create a volunteer commitment page on the TRB website. Provide cross-links to the websites of all the Manhattan Sites.
- Identify public libraries within the TRB community: post volunteer recruitment notices on public bulletin boards.

- Explore other recruitment strategies with the help of the Volunteer Coordinator at the Museum of Modern Art, who has offered to assist with enhancing the program.
- Reach out to both nearby colleges and universities as well as nearby museums with existing volunteer programs so as to establish new partnerships or strengthen existing ones.
 - Institutions or sites that the site will potentially reach out to include Fraunces Tavern, the Merchant's House, NYU, Pace, Brooklyn College (with whom a formal agreement with the NPS already exists), and other CUNY colleges.
 - Explore the possibility of offering college internships for which students could earn academic credits. The internships should be centered on special projects involving research or program development.
 - Work with the NPNH Education Center to take advantage of resources and expertise in launching a program.
- Craft an incentive program to thank volunteers for their service and let them know they are appreciated.
 - Include opportunities to interact with other volunteers.
 - Create nametags that identify each volunteer as such.
 - Consider a volunteer newsletter.
 - Send out frequent thank-you emails to volunteers.

- Create a special event or party just for volunteers.
- Invite volunteers to regular special events, seminars, etc.
- Create opportunities for volunteers to go “behind the scenes.” Let them see collection items or areas that are not open to members of the public.
- When the volunteer program expands to the other Manhattan sites, each site will need to appoint a designated Volunteer Supervisor. A significant and meaningful portion of the Volunteer Supervisor’s work time must be set aside for these supervisory duties.
- Draft an updated formal volunteer policy handbook. This can be based in part on MOMA’s volunteer manual/guidelines, recently developed by a volunteer, but must of course conform to NPS volunteer management guidelines, as well. MOMA’s volunteer coordinator is also available as an additional source of practical advice and proven strategies, particularly regarding effective recruitment conduits currently in use.
- Develop a specific, consistent, well-organized volunteer training program.
- Consult NPS VIP guidelines that clearly articulate the duties that are appropriate for volunteers to perform.

Conclusion. The Manhattan Sites have a golden opportunity to pattern their volunteer program on the successful program in place at the Museum of Modern Art. A pilot program at TRB could quickly grow to assist other sites. A prestigious volunteer program for the

National Parks of the New York Harbor may be an eventual outcome.

Additional Recommendations.

Other recommendations specific to Theodore Roosevelt Birthplace include:

- The visitors tend to be of a certain type. They are not diverse. There is a need to reach out to different kinds of audiences. Following Federal Hall’s model audience outreach program, create a similar initiative at TRB.
- Since handicapped access to the building is difficult, consider creating a web-based virtual tour that will allow people to see inaccessible parts of the building.

Engaging the Audience

The LRIP process highlighted two important areas that will enhance Manhattan Sites interpretive services. One, the process has provided staff members the opportunity to revisit site themes in the light of contemporary approaches to interpretation. Not only were overarching themes identified that will help link the sites' stories, but the themes that are specific to each site were deepened and enriched during the many discussions that took place during the period of planning. Those engaging, cordial discussions may turn out to be one of the plan's most significant contributions to Manhattan Sites programming.

Two, the plan provides the guidance to establish a solid foundation for the interpretive program and a multi-faceted initiative to engage with audiences on many different fronts. A team leader from each of the sites will pilot one type of audience engagement program that will serve as a model for colleagues at other sites. The team leaders will take what they have learned from the experts in their fields, create model programs, and share lessons learned with their colleagues.

At the end of a five year-period, not only will audiences be touched, enlightened, and stimulated by themes that are interesting, relevant, and thought-provoking, but the sites will have reached out to engage new audiences in a number of ways that will enhance their sustainability. By then:

- Each site will have conducted a campaign to learn about their communities, reached an understanding of community needs and desires, and created at least one successful program that addresses community concerns.
- In part because audience outreach in the community will have been so successful, each site will have recruited a core group of at least 10 regular volunteers. The Manhattan Sites team leader for the volunteer program will have a deputy volunteer coordinator at each site. Managers at the National Parks of the New York Harbor will take notice of this volunteer start-up program, and will begin a plan to expand the program to all the NPS's area sites, using the Manhattan Sites approach as a model.
- "Choosing By Analysis" will have been conducted by management for each site to determine evaluation priorities, and a schedule for evaluation will be in place. Volunteers from each site will have been assigned to evaluate selected interpretive services. Just as for the volunteer program, an evaluation team leader will be in place. Feedback derived from evaluative processes will inform each site's Annual Implementation Plan, and where additional services or service upgrades are called for, funding will be sought.
- Because evaluation will be an ongoing process, site personnel will be able to track changing audience concerns and behaviors, including those of hard-to-reach segments and

emerging audiences. This will be particularly useful in identifying the kinds of interpretive services patrons want, and the kind of technology through which they want it delivered. This up-to-date information will also inform the Annual Implementation Plans, allowing the sites to respond effectively to audience needs as they evolve each year.

- With communities engaged, volunteers who serve as ambassadors onsite and off, programs that are audience-driven through ongoing evaluation, and interpretive services that are responsive to current trends, each site will be perfectly positioned to market interpretive services to a wider audience. Working with the NPNH Public Affairs Office, each site will have created a marketing plan that complements the organization's Strategic Communications Plan, and each site will be well on its way to being rebranded as among the best heritage tourism venues in the New York metropolitan area.

Staffing Recommendations

The LRIP process took place at a time when the national if not global economy was in a vulnerable state. Resources are limited, and staffing levels are at all-time low levels. At such a time, setting of priorities is more important than ever. Staff members cannot be all things to all people, and management will accept the responsibility to clearly delineate priorities, so personnel will be able to fulfill their duties effectively.

The plan can be implemented in its preliminary stages with the addition of two FTE staff members: one to manage volunteers and drive the evaluation process, and the other to update and manage the Manhattan Sites websites.

The former position could be filled by two existing staff members, each with one-half their time reassigned. One half the FTE would be assigned to developing the Manhattan Sites volunteer program. The other half would coordinate an ongoing program of evaluation. Or it could be a single new hire, or an existing staff member reassigned. The website manager position would extend the reach of each site, improve communication with important audiences, and demonstrate a grasp of 21st-century technology. As difficult a time as this is to contemplate adding staffing, the payoffs received from these two positions would be enormous.

In better economic times and with the hoped-for success of all three programs, the responsibilities of these positions would far exceed the amount of time allocated here. But the realistic choice is to start small, demonstrate the payoffs from their efforts, and elevate all three positions when resources permit.

Manhattan Sites: Recommendations by Media						
Media Recommendations	Federal Hall	St. Paul's Church	Hamilton Grange	Castle Clinton	Gen. Grant Memorial	Theodore Roosevelt Birthplace
Digital Media (other than web-based)						
Stand-alone computer kiosk at new pavilion: Gen. Grant "virtual museum"					X	
Cell phone tour: architectural features			X		X	
Podcast interpretive feature			X			
Podcast walking tour					X	
Cell phone (informational)			X			
Cell phone walking tour			X			
Under development by others			X			
Website						
Volunteer recruitment page						X
Virtual museum					X	
Virtual tour			X			
Primary documents			X		X	
Program targeted to new immigrants			X			
Information on gravestones		X				
Virtual tour for visual access						X
Interpretive exhibits and other media						
Comprehensive exhibit plan (in progress)	X					
All new interpretive media (on-going)			X			
All new interpretive media (to be determined)				X		
"Repackage" annual temporary exhibits		X				
Wayside Signage						
New signs to remove "Manhattan Sites" designation	X	X	X	X	X	X
Sign interprets General Grant's funeral procession					X	
Accessibility						
Universal design standards	X	X	X	X	X	X
Wheelchair ramps					X	
[Virtual tour for visual access]						[X]

Table 2. Timeline for Implementation of Audience Engagement Strategies

		Federal Hall	St. Paul's Church	Hamilton Grange	Castle Clinton	General Grant Memorial	Theodore Roosevelt Birthplace
YEAR	First	Audience Outreach	Marketing/ Branding	Digital Media	Evaluation Strategy	Digital Media	Volunteer Program
	Second	Volunteer Program	Volunteer Program	Audience Outreach	Digital Media	Audience Outreach	Evaluation Strategy
	Third	Evaluation Strategy	Evaluation Strategy	Marketing/ Branding	Volunteer Program	Marketing/ Branding	Audience Outreach
	Fourth	Marketing/ Branding	Digital Media	Volunteer Program	Audience Outreach*	Volunteer Program	Marketing/ Branding
	Fifth	Digital Media	Audience Outreach	Evaluation Strategy	Marketing/ Branding*	Evaluation Strategy	Digital Media

* - Takes place only after new interpretive services/media implemented. Because of factors not under Manhattan Sites management's control, the process of upgrading interpretive services at Castle Clinton may take longer than indicated here.

Rationales Overall

- No more than two sites adopting a single strategy each year. (Too much strain on other units, like Public Affairs, Media Development, etc.)
- Volunteer Program and Audience Outreach “front-loaded,” as they are important to the success of other initiatives.
- Except for Castle Clinton, Evaluation Strategy is initiated only after volunteers are available to implement it.
- Marketing/Branding Strategies should not be implemented until a site is “ready.”

Federal Hall

- Audience Outreach Strategies may take two-three years.
- Volunteer Program and Evaluation Strategy can be implemented while Audience Outreach continues.
- Digital Media deferred to coordinate with the “Exhibit Concept for Federal Hall”

St. Paul's Church

- Audience Outreach deferred because site is less in a “community” than others.

Hamilton Grange

- Will need to reach out to audiences ASAP after opening.
- With new interpretive media in place, will be ready for marketing immediately.

- Volunteer-implemented evaluation will take place after new interpretive media have had their “shake-down” cruise.

Castle Clinton

- Digital Media prioritized because that might be the quickest upgrade after front end evaluation takes place; new exhibits, etc., will not be installed until well after the Statue of Liberty ticketing operation has moved out.
- In this case, volunteers can help with Audience Outreach, among other assignments.

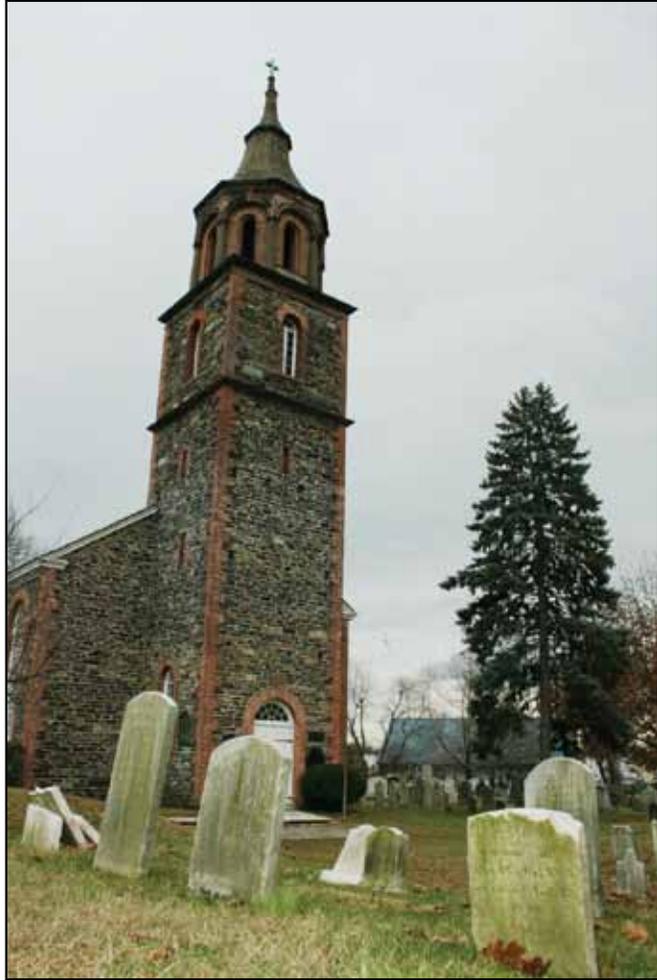
General Grant Memorial

- Good opportunity for Audience Outreach in the local community.
- Rebranding is a priority at “Grant’s Tomb.”

Theodore Roosevelt Birthplace

- Evaluation needed early on to guide upgrades to interpretive services.
- The surrounding community offers Audience Outreach possibilities.
- Marketing/Branding could wait until Digital Media has been developed.

Next page: gravestones in St. Paul’s Church cemetery.



Planning Team & Consultants

The planning process involved Manhattan Sites and NPS Northeast Region management representatives, a team leader from each of the sites, NPS personnel from other New York Harbor sites, representatives of many partner organizations, and a number of individuals not directly associated with NPS, in order to bring a broad range of perspectives to the planning process.

Core Team

Shirley McKinney, Superintendent, Manhattan Sites

Patti Reilly, Program Manager, Partnerships & Agreements, Northeast Region Office

Tom O'Connell, Chief of Visitor Services and Operations, Manhattan Sites

*Steve Laise, Chief of Cultural Resources, Manhattan Sites

*David Osborn, Site Manager, Saint Paul's NHS

*Michael Callahan, Park Ranger, Federal Hall NM

*Daniel Prebutt, Park Ranger, Castle Clinton NM

*Michael Amato, Park Ranger, Theodore Roosevelt Birthplace NHS

Katherine McDonald, Program Coordinator, National Parks of New York Harbor Conservancy

Tara Morrison, Superintendent, African Burial Ground

Albert Atchison, North District Ranger, Manhattan Sites

*Charles Kahlstrom, Park Ranger, Governors Island NM

Mike Shaver, Park Ranger Governors Island NM

Ilyse Goldman, Park Ranger, Governors Island NM

Danni Brown, Chief of Interpretation, STLI

Jeannette Parker, Assistant Director, NPNH Education Center, Fort Wadsworth

Bernadette Williams, Supervisory Park Ranger, Boston African American NHS

Monamma Al-Guiyy, Supervisory Park Ranger, African Burial Ground NM

John Lancos, Park Ranger, Education Specialist, Gateway National Recreation Area

* *Team leader*

Participants in Addition to Core Group

Maria Burks, Commissioner, National Parks of the New York Harbor

Michael Darden, South District Ranger, MASI

Hector Fonseca, Facility Manager, MASI

Tito Amato, Budget Analyst

Facilitator

Carla Cowles-Whitfield, Park Ranger, Selma-to-Montgomery NHT

Subject Matter Experts

Darren Boch, Public Affairs Officer, National Parks of the New York Harbor

David Restivo, Visual Information Specialist, Glacier NP

Diane Simpson, Visitor Services, Government and Community Relations, The Museum of Modern Art

Sam Vaughn, Manager, Interpretive Planning, NPS, Harpers Ferry West

Robin White, Superintendent, William Howard Taft NHP

Partners and Stakeholders

Judy Jacob, Cultural Resources, Northeast Regional Office, NPS

John Herold, Riverside Park Administrator, NYC Parks and Recreation

Margaret Bracken, Representative, NYC Parks and Recreation

Robin Bell-Stevens, President and CEO, Jazz Mobile

George Minnucci, Interim President, Eastern National

Monta Harrington, Mid-Atlantic Regional Manager, Eastern National

David Emil, President, Lower Manhattan Development Corporation

Sayar Lonial, Director of Planning and Development, Lower Manhattan Development Corporation

Mary Weitzman, Director, NYC Police Museum

Elizabeth Spinnelli, Registrar, NYC Police Museum

Edward Hoch, President, Grant Monument Association

Christopher Moore, Research Coordinator NYPL, Schomburg Center for Research in Black History

George Chall, Soldier and Sailors Monument Association

Cal Synder, Member, Board of Directors, Soldier's and Sailor's Monument Association

Adrian Benepe, Commissioner, NYC Department of Parks and Recreation

Jack Linn, Assistant Commissioner, NYC Parks and Recreation

Warrie Price, President and CEO, The Battery Conservancy

Pat Kirshner, Director of Operations and Planning, The Battery Conservancy

Lloyd Williams, President and CEO, The Greater Harlem Chamber of Commerce

Winston Majette, Senior Project Manager, The Greater Harlem Chamber of Commerce

Charles Campbell, Project Manager, The Greater Harlem Chamber of Commerce

Elizabeth Berger, President, Alliance for Downtown NY

Kate Kerrigan, Alliance for Downtown New York
Sigrid Peterson, Alliance for Downtown New York
Amy North Adamo, Director, Frances Tavern Museum
Diane LeBlanc, Regional Administrator, National Archives and Records Administration
Dorothy Dougherty, Public Programs Specialist, National Archives and Records Administration
Ruth Abrams, President, Lower East Side Tenement Museum
Steve Long, Vice President, Collection and Education, The Lower East Side Tenement Museum
James Bruns, President, Theodore Roosevelt Association
Savona Bailey McClain, Executive Director, The West Harlem Art Fund
Marie Salerno, President, National Parks of New York Harbor Conservancy
George Fertitta, CEO, NYC & Company
Richard Forliano, Chairman, Society of the National Shrine of the Bill of Rights
Blake Bill, Board Member, Society of the National Shrine of the Bill of Rights
Ron Melichar, Hamilton Heights/West Harlem Community Preservation Association
Vin Cipolla, President and CEO, National Park Foundation
David Lackey, Principal, Whirlwind Creative, Inc.
Terren Baker, Principal, Whirlwind Creative Inc.
William Castro, Manhattan Borough Commissioner, NYC Parks and Recreation
Rev. Dr. Thomas Stiers, Riverside Church
Pamela Jerome, AIA, Professor, Columbia University and Partner, WASA/Studio A
Will Reynolds, Student, Columbia University Student Historic Preservation
Meisha Hunter, Student, Columbia University Student Historic Preservation
Alice Soderberg, Volunteer, Theodore Roosevelt Birthplace NHS
Lee Kjellersen, President and CEO, Museum of American Finance
Thomas Stokes, Executive Director, Constitution Education Foundation

Planning Consultants

Ann Clausen, Principal, Interpretive Solutions, Inc.
Peter Dajevskis, Principal, Interpretive Solutions, Inc.
Vid Mednis, Associate Planner, Interpretive Solutions, Inc.
David Amott, Associate Planner, Interpretive Solutions, Inc.



Appendix A: Interpretive Theme Detail

This appendix provides the full versions of the site-specific themes for those teams that developed more extensive narratives during the primary interpretive theme development workshops.

Federal Hall National Memorial

Site-specific Primary Interpretive Themes. Interpretive displays and programs at Federal Hall focus primarily on how events that occurred on the site and in the various structures that preceded the present building were integral to the development and implementation of our present form of government. The themes at Federal Hall are extremely rich, and of great national significance. They are:

Theme 1, New Form of Government. *Federal Hall preserves the story of the birth of our nation. It was the site of events that led to revolution, the headquarters of British operations during the Revolutionary War, the final home of the Confederation Congress, and the launching point for our current national government, symbolized by the first session of the United States Congress and the inauguration on April 10, 1789, of George Washington as the first President of the United States.*

This theme is so rich that it will require an accompanying set of statements to further articulate the theme's many meanings. This set of statements might well parallel the four significant time periods of Federal Hall. These are 1) the path to revolution, 2) the period of British occupation, 3) the beginnings

of the rebirth of NY and the rethinking of government, and 4) the founding of a new form of national government.

Path to Revolution. This is a period (1735-1775) of public dialogue in and among the American colonies. Colonial newspapers like that of John Peter Zenger published critiques of the government, leading to an exchange of grievances and the idea that the colonies shared common interests and reasons to act in concert with one another, which in turn led eventually to the formation of the Stamp Act Congress, which met on the site of today's Federal Hall. The Stamp Act Congress marked the first time that the colonies acted together in a manner not dictated by Parliament. The British crown was taken by surprise, and the colonists' self-empowerment put them on the path to full revolt from Britain.

British Occupation. It is the period of British Occupation (1776-1783) that symbolizes the great strategic importance of New York to both sides in the Revolutionary War. New York's advantages were many—the harbor, the central location, the Hudson River, sufficient space to house and food to feed thousands of troops—and Federal Hall figured prominently in the strategies of both sides of the conflict. While George Washington was headquartered in New York, he made his plans to defend the city at Federal Hall (then City Hall). When the British took the city, the Hall became their administrative center, and some of the officers evacuated New York from the Hall when they faced defeat. The city was left in shambles in 1783 after this

Opposite:
Castle Clinton,
with cityscape in
background.

occupation: stripped of all useable assets, abandoned in semi-ruins, with a population of fewer than 5,000, one-fifth the number of inhabitants in 1776.

Rebirth. During the initial years of peace (1785-1788) immediately following the war, the unworkable character of the government under the Articles of Confederation became painfully evident. Confronting these serious limitations, the Congress then meeting on this site took the first steps toward creation of a new form of national government. The result was the adoption of a new Constitution in Philadelphia in 1787 that provided for a federal government, one that could provide a system for national defense and internal security, reconcile the often conflicting needs of the states, conduct foreign policy, and provide necessary funding.

Founding of a New Nation. The period from 1788 to August 1790 saw the beginning of a united and strengthened government based at Federal Hall. Landmark events in that short period of time included New York as the first capital of the US, the first session of the US Congress, the creation of the Bill of Rights, the formation of the first cabinet, and the inauguration of George Washington as the first president of the United States.

Theme 2, Development of Treasury. *Strategically located at the heart of American finance, Federal Hall has been integrally connected with our nation's economic history since its inception, witnessing the creation of the Treasury Department in 1789 and housing subsequent public financial operations*

that have supported the country's stability and growth.

The New York Stock Exchange. Here Alexander Hamilton, the first Secretary of the Treasury, established the financial security of the new nation through the assumption of the states' debts from the Revolution and subsequent sale of federal bonds. These bonds were so popular among investors that by 1792 a group of them had organized the New York Stock Exchange to manage the market.

A National Currency. Hamilton also established the nation's first currency, based on the dollar, which replaced the great variety of local, state and foreign currencies then in use. Hamilton's National Bank regulated interest rates for borrowing and lending money, much as the Federal Reserve does today.

The New York Custom House. The financial role of the site continued with the construction of the New York Custom House in 1842. Customs duties collected here accounted for 70% of the entire revenue of the Federal Government in those days before income taxes were known.

The New York Sub-Treasury. During the Civil War the Custom House became the New York Sub-Treasury, where currency was put into circulation and the government's bills were collected and paid. Much of the public financing of the nation's industrial and commercial development in the 18th and 19th centuries originated at this site.

Theme 3, Architecture. *The massive stone construction and Classical architectural style of Federal Hall*

symbolize not only the strength and stability of the nation, but also the founders' commitment to the ideals of the ancient Greek and Roman world: democracy, representative government, and a moral form of government.

Castle Clinton National Monument

Site-specific Primary Interpretive Themes. Interpretive themes are intended to convey the significance of the site. They include the stories and core messages that are critical for audience understanding of the site's importance and meaning.

Theme 1, Preservation/Adaptive Reuse. *Castle Clinton and surrounding Battery Park have continually been "re-invented" over the course of more than 200 years, each consecutive re-thinking of the use of the area a reflection of changing societal needs, concerns, and attitudes, both nationally, and in the city of New York:*

- *It was a fort and military base in the early 19th century, when the new American nation struggled to protect itself against foreign invasion;*
- *When New Yorkers objected to the prospect of new military buildings on the site, the federal government in 1822 ceded the property back to the city, which leased it to entrepreneurs who created Castle Garden, a public pleasure garden. The creation of Castle Garden corresponded not only to a growing realization on the part of urban planners of the importance of creating attractive amenities as part of the urban landscape, but also to the growth of an American*
- *middle class with more leisure time in which to enjoy such amenities.*
- *In 1842, new lessees of the property roofed the building to create a 6,000-seat theatre that hosted many famous performers of the day, reflecting New York's growing reputation as the entertainment capital of the nation.*
- *In 1855, with a new, thriving uptown theatre district providing tough competition to Castle Garden as an entertainment venue, the state of New York converted the site into a processing center for the hundreds of thousands of immigrants that had begun to arrive in the city, reshaping both New York and the nation.*
- *By 1892, the number of immigrants to America had overwhelmed the ability of New York State to manage the intake process. The United States federal government took over immigration management, moving the operation to Ellis Island, while Castle Garden, reflecting a growing movement that recognized the value of public education and the need for scientific knowledge for the masses, became an aquarium managed by the New York Zoological Society.*
- *By 1939, a perceived need to remake the city as a modern, automobile-driven society, led by famous New York City developer Robert Moses, nearly doomed the Castle. Slated for destruction because it was in the path of the proposed Brooklyn-Battery tunnel, the building was spared only by the onset of World War II in 1941.*
- *Following the War, the tunnel project would no doubt have proceeded, except for the intervention of a group of*

citizens led by George McAneny, a genuine preservation hero and co-founder of the National Trust for Historic Preservation, who, with the support of President and Mrs. Roosevelt, managed to save the Castle. The rescue of Castle Clinton represents one of the few defeats suffered by Robert Moses in his quest to remake the city.

- *The creation of Castle Clinton as a national monument in the wake of World War II, a conflict which had been responsible for the devastation of cultural heritage sites all over the world, signaled a new appreciation on the part of Americans for their own national heritage as represented by historic structures.*

Theme 2, Military Defense.

Castle Clinton served as the last line of defense in a larger system of forts protecting New York Harbor, a port with immense strategic value, from attack by foreign naval forces.

The citizens of New York were ever mindful of the vulnerability of New York to a seaborne assault, since it had been captured twice by combined sea and land forces, once in 1664 and again in 1776. The idea of harbor fortifications was born during the Revolutionary War, when, to the chagrin of American leaders, the British Navy operated in the harbor and East and Hudson Rivers with impunity. Although the idea of defending the harbor with a series of forts goes back to Alexander Hamilton and George Washington, it was not until Thomas Jefferson's second term as president that Congress took the threat to the vulnerable harbor seriously enough to allocate money for its defense and to build a series of forts.

(An early Dutch fort was also located nearby, emphasizing the recognition historically of the importance of protecting Lower Manhattan from attack.)

The War of 1812 found the major harbor city of New York again threatened by the British Navy. The vulnerable Atlantic seaboard, and the presence of the Brooklyn Navy Yard, made the harbor with all its resources a tempting target. Stephen Decatur conducted many of the small but effective American navy's battles in and around the harbor (the Narrows, Sandy Hook). Nevertheless, by 1813-14, Britain had effectively blockaded the New York harbor. However, they could not attack due to the series of fortifications that protected it.

The strategic purpose of the forts was to create interlocking fields of fire that would prevent the British Navy from entering the harbor. Any ship attempting to sail upriver, for example, would be caught in the cross fire from the series of forts. The strategic positioning of the harbor forts echoed the lethal design of 18th-century man-o-wars, with their immense fire power clustered so as to deliver devastating broadside fusillades to enemy ships, massing their full power on a relatively small target. A ship on the water was extremely vulnerable to concentrated fire from a position on land. This strategem was orchestrated by Jonathan Williams, a great nephew of Benjamin Franklin, and a man nearly matching his great uncle's range of interests and ingenuity. Williams studied engineering and architecture in France, commanded the post at West Point, and served as one of the Military Academy's first superintendents.

He also contributed to the formal establishment and training of the Army Corps of Engineers. He not only designed the system of forts, but planned, designed, and supervised manufacture of the forts' ordnance.

Theme 3, Immigration.

The creation of Castle Garden, the first official immigrant processing center in the nation, represented a country at a crossroads, signaling a change in American immigration policy, and in the ways through which immigrants became Americans. The Garden set more than 7 million immigrants on the road to new lives in America.

This theme explores a turning point in American history, which began with the opening of America's first immigration station at Castle Garden. As the numbers of immigrants grew rapidly from the 1820s on, the State of New York assumed responsibility for their documentation, processing, and orientation. The theme explores how this event affected immigration and immigration policy, reflecting new needs, ongoing progress, and rapid change.

Castle Garden was created at a time of dramatic transition in the country. Phenomenal economic and industrial growth dictated the need for a larger labor force. The western reaches of the country had been rendered safe for settlement by the ruthless destruction of native tribes, and railroad companies, anxious to profit from new opportunities, actively recruited immigrants from Europe, permanently altering traditional immigration patterns, and creating eastern cities like New York as launching points for westward expansion. New York, once a city of

immigrants, now became a place that many newcomers merely passed through on their way to new lives farther west.

The immigration theme provides the opportunity to examine parallels and differences between Castle Garden and its successor, Ellis Island. Their differing strategies reflected changes in immigration policy over time, different immigrant experiences, and a shift in the ethnic origins of immigrants to America. Contrasts between Castle Garden and Ellis Island include:

- Castle Garden was operated by the state of New York. Eventually the organization was overwhelmed by the sheer numbers of immigrants, and by corruption and mismanagement. At that point, the Federal government took over the processing of immigrants, and moved the operation to Ellis Island.
- The two processing centers developed contrasting strategies to ensure that immigrants were successful in their new homes.
 - At Ellis Island, a great deal of emphasis centered on screening out the individuals who were least likely to be successful. The selective screening process filtered out those who were ill-prepared, too sick to work, or without the financial resources or family support to succeed.
 - At Castle Garden, success was encouraged by providing more support. It involved a more humanitarian approach. Immigrants were directed to housing, employment, and other forms of support. Railroad ticket agents helped with

transportation. Unscrupulous people who might try to take advantage of new arrivals (as happened all too frequently in the days before Castle Garden, when immigrants simply showed up and were on their own) were prevented from contacting the new immigrants.

The transition to immigration processing at Ellis Island also marked a transition in the type of immigrant. In the Castle Garden period, immigrants still arrived mainly from northern and western Europe. During the Ellis Island period, origins were more likely to be in southern and eastern Europe. In addition to the changing ethnicity of the immigrants, at this time the sheer numbers of immigrants arriving increased tremendously. Ellis Island had processed 12 million new arrivals by the time it closed in 1954. Castle Gardens processed only about 7 million throughout its entire history as an immigration center.

The theme also provides the opportunity to explore the ways in which the immigrant experience of today differs from that of the millions of people who entered the country through Castle Garden and Ellis Island in the 19th and 20th centuries.

Theme 4, Public Gathering Space.
Serving symbolically as New York City's front door and village green, Castle Clinton and the surrounding Battery Park have provided a setting for popular entertainment, a welcoming station for prominent visitors, and a staging ground for soldiers undertaking a variety of missions.

This theme provides the opportunity to review the role of Castle Clinton and Battery Park in the public life of the city.

Castle Clinton and Battery Park have served as permanent and temporary military installations. After the War of 1812, the area was headquarters to the Third Military District commanded by General Winfield Scott, one of the most distinguished officers to serve in the United States Army. During the Civil War, a military camp in Battery Park served as a depot for the recruitment of troops and helped prepare New York soldiers for deployment. And in the aftermath of the attacks on the World Trade Center on September 11, 2001, the military set up temporary camps from which to aid in the recovery effort.

Crowds have gathered at Castle Clinton to enjoy popular entertainment and cultural events, including opera performances, concerts, and theatre, starting in 1822. To this day, the Castle serves as a venue for summer concerts and other performances.

- Greeting of dignitaries traditionally took place in Battery Park near Castle Clinton. For example, the Marquis de Lafayette and Andrew Jackson were ceremonially welcomed to the city there.
- Battery Park and Castle Clinton have served as venues for the demonstration of cultural and scientific wonders, including the introduction of the telegraph by Samuel Morse, and early balloon ascensions by Thaddeus Lowe.
- Castle Clinton began on an island, but landfill projects, driven by population pressures, and increasingly economically viable as land became

more valuable in New York, soon linked the Castle to the mainland, and created Battery Park and surrounding areas as the public spaces we enjoy today.

- In the mid-1890s, the site's aquarium supported public education in the sciences, and provided entertainment and enlightenment to crowds both American and foreign-born, with 2.5 million visitors per year, the same number that now visit the Park Service's famous sites, Ellis Island and the Statue of Liberty annually. This was a period not only of great scientific curiosity, but also a time when institutions like the aquarium helped to promote public education in order to create a nation of educated workers, with backgrounds suitable for employment in offices and factories. This philosophy indicated a shift away from the traditional classical education toward one emphasizing practical knowledge.
- In 1946, Castle Clinton, destined to be destroyed in the name of progress, was rescued by the efforts of a nascent national preservation movement, and went on to be designated a National Monument, where visitors continue to gather to learn about their cultural heritage.

General Grant National Memorial

Site-specific Primary Interpretive Themes. The Long Range Interpretive Planning process came at a time when General Grant's reputation was undergoing a renaissance as historians with a greater distance from the turmoil of the Civil War looked back on his career. The themes developed for the General

Grant Memorial only served only to strengthen that impression. In particular, Grant's relationship with and great regard by African-Americans in the 19th century offer many opportunities to create relevance for today's audiences. Grant was a strong advocate for the newly liberated freedmen in the South. He was the only civil rights president for 100 years, between the two Presidents Johnson. The 15th Amendment, which addresses what is probably Americans' greatest right, the right to vote, might not have passed if Grant had not expended considerable moral and political capital to make it happen.

Theme 1, Military Career.

Through his superior ability to adapt his grasp of tactics and strategy to changing conditions in the field, Ulysses S. Grant rose to command of the Northern armies and ultimately led the Union to victory in the Civil War.

- Grant's skillful, determined, and tenacious leadership during the siege of Vicksburg led to a victory of incalculable value to the Union Army, and demonstrated that his sophisticated grasp of strategy and tactics made him the army's most effective commander.
- In spite of his distinguished military career in the Mexican and Civil Wars, Grant's attitude toward war remained ambiguous. About him it has been said that "no man more reluctantly put on his uniform, nor more happily took it off."
- Grant's greatest gift was in understanding the best use and mobilization of the resources at his command, whether it was ordnance, or the use of African

American soldiers, known as colored troops.

- Grant's military legacy is the concept of "total war:" the policy dedicated to completely eliminating the ability of the enemy to fight on. The total war concept, characterized by such actions as Sherman's infamous march to the sea, and Sheridan's devastating campaign in the Shenandoah Valley, called for war against the civilian population, and sought to destroy the manufacturing capability, food production, and economic stability of the opposing side. Officials of the German army observed and brought this concept with them back to Europe, where it played a role in World War I.

Theme 2, Grant the Man.

Throughout his life of leadership, service, and sacrifice, Ulysses S. Grant demonstrated several apparent contradictions between personal convictions and public responsibilities that help to paint a picture of a fascinating historical figure.

- Grant married into a slave-holding family and lived in slave territory, yet became a leading advocate for the civil rights of African-Americans.
- He was a humble man with limited oratorical skills, yet he was a deeply beloved leader to his troops.
- He had no literary background, yet he produced the most important American military memoir ever written.
- He was unambitious and uninterested in politics, yet was elected president.
- Although a warrior, he was not vindictive toward his enemies,

a trait reflected in such actions as his respectful acceptance of General Lee's surrender at Appomattax and his positive role in the Reconstruction of the South.

- As demonstrated by the tremendous crowd of more than one million people that turned out on the occasion of his funeral, Grant inspired incredible love and respect during his lifetime, yet history books for the next one hundred years or more reflected an interpretation of his career that nearly destroyed his reputation as a military leader, president, and human being.
- He was a great military leader who hated war and loathed the idea of killing fellow Americans, yet he ordered wartime depredations against civilians. He never wanted to be a soldier.

Theme 3, The Presidency.

The esteem with which Grant was held by the American people led to his election to two terms as President of the United States, where achievements in the areas of civil rights, foreign policy, and public lands preservation were balanced by the difficult challenges he faced in reconstructing the Southern states, managing the growing industrial economy and especially in holding to higher levels of accountability several unscrupulous officers of his administration.

- General Grant's prowess and ability as a general, and the values instilled in him by his military training, did not translate well into the political realm. Grant naively expected that members of his administration shared his goals and sense of common purpose, and that they would loyally carry out his

orders. Instead, duplicity, compromise, deal-making and betrayal ruled the world of American politics in the mid-19th century.

- Although politics always involves the art of compromise, the mid-19th century featured a climate of extraordinary corruption that was plagued by constant scandals and investigations. So Grant achieved the presidency at a time that was particularly unsuited to his system of values.
- The period after the Civil War brought intractable problems that would have challenged any leader's skills: the Reconstruction of the South, conflicts with native peoples of the West, severe economic depression, and troubling disputes with European powers.
- Supporting the need of a rapidly growing nation for secure western settlements, Grant initiated policies intended to encourage the peaceful assimilation of the country's Indian tribes. However, other philosophies toward the native population prevailed, eventually resulting in a widespread, devastating assault on and near destruction of native cultures after Grant left office.
- A significant contribution during Grant's administration was the collection, editing, and publishing of the official records of the Civil War, including those of both the Union and the Confederacy. The records form the basis of all Civil War research up to the present time.

- In the tradition of the election of great military heroes to the presidency, the American people continued to trust Grant at the end of his first term, and reelected him to a second.

Theme 4, African-American Civil Rights. *As a General and President, Grant achieved a lasting, positive relationship with the African-American community, as represented by his support for emancipation, the enlistment of black troops in the Union army, and measures to protect and improve the conditions of the freedmen in the South after the Civil War. The relationship was confirmed through significant contributions of African-Americans toward the building of Grant's tomb.*

- Grant's support for African-American rights goes back to the Civil War, during which he was an advocate for the controversial idea of arming colored troops to fight on the side of the Union. Although no men fought more bravely or with greater cause, many white soldiers resisted their participation, fearing that armed African-Americans would be either incompetent, or dangerous.
- Grant promoted, signed and enforced the 15th Amendment that granted black men the right to vote. He sent Federal troops to the South to put down the Ku Klux Klan and ensure that blacks were actually allowed to vote.
- Like Lincoln, Grant may not have initially viewed the end of slavery as an immediate goal of the war, but during the course of the war he came to see emancipation as an important strategy for victory.

- The Reconstruction period under Grant brought improved opportunities and enhanced civil rights for blacks, including the Freedman’s bureau, schools for African-American children, and social policies that promoted a stronger economic role for blacks in society.
- Richard T. Greener, a prominent African-American Republican lawyer and party fundraiser, mobilized black churches and fraternal organizations to raise money to erect Grant’s tomb.
- An honor guard of black soldiers escorted Grant’s body to his final resting place.

Theme 5, Remembrance.

The monumental scale and impressive design of Grant’s Tomb serve as symbols, not only of the great esteem of a nation for an exalted military hero, but also of the respect and reverence of a people reflecting on a fiercely fought, devastating war during which men of both sides served with honor.

- The role of Grant’s Tomb as a central place of remembrance for all veterans of the Civil War reinforces the general’s attitude toward his brothers-in-arms at the end of the war, when he sought to end animosity, promote mutual respect, and create a lasting peace between the two sides of the conflict. The emphasis on national reconciliation was symbolized by the participation of former Confederate Generals Joseph E. Johnston and Simon B. Buckner in Grant’s funeral as honorary pallbearers.
- Grant’s memoirs of the war, considered among the greatest first person accounts of a commanding officer in

any war, add power and significance to the act of remembrance.

- The official records of the War of Rebellion, a collection of primary documents of both sides of the conflict, which were assembled under Grant’s leadership, serve not only as an outstanding record of the Civil War that has supported all subsequent scholarship, but also as a symbol of Grant’s commitment to creating an objective and just record of the actions taken by both sides during the Civil War—yet another profound form of remembrance.
- Every generation of Americans seems to need a reminder of why the nation honors General Grant and his comrades-in-arms. During the 1930s, a WPA project created maps of the great battles that were installed in the monument. In the 1960s, mosaic panels were created on the interior walls of the monument, depicting Grant’s great Civil War victories. In these ways, the monument has continued to reinforce the importance of remembrance for succeeding generations who have no direct knowledge of the great American conflict of the 19th century.

Theme 6, Architecture. *The General Grant Memorial, based on a variety of architectural styles from the ancient and classical worlds, and modeled in part on the tomb of Napoleon, France’s great military leader, is the largest such memorial in North America, and is an outstanding example of the use of monumental, inspiring building forms as integral elements of the City Beautiful movement in American cities around the turn of the 20th century.*

The architect of the monument, John Hemenway Duncan, designed a number of significant structures in public spaces, including the arch at Grand Army Plaza at the entrance to Prospect Park in Brooklyn, and a monument commemorating the Battle of Trenton at Trenton, New Jersey.

In 1910 the City of New York completed a complementary classical structure nearby, overlooking the Hudson River. This Pavilion is currently being restored by the National Park Service.

Theodore Roosevelt Birthplace

Site-specific Primary Interpretive Themes.

The themes for Theodore Roosevelt Birthplace focus on Roosevelt's early home environment and its influences on the man he became, focusing on the values formed in his youth that helped to shape his achievements.

Theme 1, Overcoming adversity. *The comfort and opportunities inherent in the wealthy, Victorian-era home and family life that Roosevelt experienced as a youth helped him overcome a potentially limiting childhood illness and develop into an intellectually and physically bold adult who welcomed and successfully navigated numerous challenges in his public life. That same intrepid and ambitious approach to life led him to build a successful political career in spite of the restrictions common to members of the upper class in the late 19th century.*

Roosevelt suffered from asthma as a child. The comfort, financial and emotional security, and nurturing

environment of his upbringing, along with the encouragement and example of his father, helped him overcome childhood illness to become a dynamic, intellectual, energetic, bold leader who was a successful author, naturalist, historian, rancher, soldier, explorer, and statesman. The opportunities afforded him by his family's wealth and social status, including travel, education and exploration, developed in him a holistic world view that later affected his political philosophy and led to both curiosity and courage. Members of his social class considered political life to be beneath their status, yet he was able to overcome the limitations of privilege to enter politics as an anti-corruption reformer determined to create a more inclusive, fairer society.

Theme 2, The Conservation

Movement. *Roosevelt's insatiable scientific curiosity, his appreciation of nature, and his life as an avid outdoorsman and explorer, all instilled in boyhood, contributed to his role as a leader of the conservation movement, culminating in his pioneering work as President in setting national standards for the preservation of cultural and natural resources.*

Roosevelt's active childhood, his pursuit of scientific endeavors, his big game hunts, his friendship with naturalists like John Burroughs and John Muir, and his ranching activities in North Dakota likely influenced him to become an early advocate of environmental conservation. The 1906 Antiquities Act that he championed helped to preserve not only the nation's natural wonders, but prehistoric and cultural resources like Mesa Verde.

Theme 3, TR as Reformer. *Roosevelt's strong beliefs in merit, achievement, and progress based on empirical evidence and the scientific method as applied to social problems laid the foundations for his career as a reformer, and were dramatically articulated throughout his public life, beginning with his role as a state legislator, through his term as 26th President of the United States.*

Roosevelt's progressive spirit came as a result of the childhood teachings of his father and Quaker grandmother, who reinforced in him a sense of fairness and social obligation towards those less fortunate. A rigid social conservative in personal matters, Roosevelt recognized merit and achievement in any person who deserved it, but he was not philosophically an egalitarian. For example, his invitation to Booker T. Washington, the first time an American president hosted an African-American at the White House, did not automatically erase his inherent racism.

Roosevelt rejected his social background to join the military and lead the charge up San Juan Hill during the Spanish-American War, perhaps in part to redeem the reputation of his father, who, typical of young men of his class, had purchased his way out of fighting in the American Civil War. His father's humiliating defeat by the powerful New York political machine (he was appointed Customs Collector, but his confirmation was opposed and he was defeated for the post) may have encouraged young Roosevelt to enter politics as a way of balancing the wrongs his father suffered. His actions as a reformer, carried out in several of the political posts he held, from state assemblyman, to civil service commissioner, to NYC police commissioner, to governor of New York, fright-

ened the Republican Party so much that they made him Vice President, one of the government's least powerful positions. Originally determined to remain a Republican, he would eventually split the party during his unsuccessful run for a third term as president.

Theme 4, Vision for America's future. *Heralding a vision of America as a world power and an equitable society at home, Roosevelt created a modern model of the Presidency as the center of the nation's political life.*

Roosevelt created the modern model of president, re-establishing a powerful presidency as the focus of American political life and broadening the presidential role. Considering himself the steward of the American people, he drove reform legislation, and responded to the desperate circumstances of poor Americans as revealed by muckraker authors and photographers of the human condition like Jacob Riis, with whom he was friends.

His experience in the world beyond New York created an expanded concept of the role of the United States in world affairs. His internationalist views created the U.S. as a world power for the first time, with varied consequences. His bold vision led to the creation of the Panama Canal during his presidency. But U.S. imperialism during Roosevelt's term in office led to the country's disastrous involvement in a minor but vicious Civil War in the Philippines. Nevertheless, the country did emerge from his term in office as a major player on the world stage, with international prestige and economic power. Although Roosevelt had his detractors, especially the nation's isolationists, he enjoyed

the almost cult-like adoration of the American people.

Theme 5, Preservation of childhood home. *Foreshadowing the idea of the modern Presidential library, what has become Theodore Roosevelt Birthplace National Historic Site was established by two private historical organizations, the Women's Roosevelt Memorial Association and the Theodore Roosevelt Association, as a combined museum and research facility that would illustrate the environment that influenced Roosevelt's youth, and serve to perpetuate the memory, legacy and political principles of the nation's 26th President.*

The Theodore Roosevelt Birthplace site was established not only as a museum of his early life and a memorial to his legacy, but also as a research institution, much like today's presidential libraries, where Roosevelt's values, including vision, action, engagement in public life, and good citizenship, could be promoted to the public via scholarly research into his life, and the presentation of public programs. The site was intended to reinforce Roosevelt's ideals that individual achievement is possible for every American, and that opportunity should lead Americans to both feel and take responsibility for the country's future.



Appendix B: The Tools of Engagement

Audience Engagement

The planning team recognized a number of issues, cutting across all the sites, that impacted the sites' ability to communicate interpretive themes. While at first glance, the issues seemed unrelated, it soon became apparent that each addressed a common concern: the ability of the sites to engage effectively with their audiences. For example: outreach to new audiences helps expand the visitor base both in numbers and in demographics. An effective volunteer program operates on two important levels: it provides more services to visitors at less cost (but not at no cost), and it engages community members who volunteer as active stewards and advocates for the sites. Volunteers also strengthen the other strategies: they can help with audience outreach, marketing, and evaluation, for example. Skilled volunteers can even help with the development of interpretive media. Evaluation strategies, whether formal or informal, engage audiences in helping to improve interpretive services, resulting in more effective communication. Digital technology extends the reach of interpretation to a whole new set of receptive visitors. And marketing lets people know that the sites are open for business and ready to provide meaningful experiences that connect to the lives and interests of audience members. Every aspect of audience engagement combines to create a synergy and a message to potential visitors: we are here, we are actively seeking your involvement, and we are ready to engage you.

The plan commits the sites to the active development of audience outreach strategies. These “tools of engagement” are:

- An audience outreach strategy
- A volunteer recruitment and management program
- An evaluation strategy
- Development of digital technology
- A unified marketing strategy

Steps Toward Engagement

A team leader from each of the Manhattan Sites was tasked with the challenge of developing one audience outreach strategy that would be based and tested at his own site, but would also serve as a model or pilot for other sites as they adopted similar strategies in the years to come. During the April workshop, an expert in each of the outreach areas led a mini-seminar in his or her area of expertise. After the workshop, these experts continued to work with team leaders to develop specific, site-based strategies.

The descriptions of these strategies that appear below are presented in two parts: one, a general survey of the best practices at play in each of the fields, and two, more specific steps toward creating audience engagement strategies at the pilot site.

Opposite:
Façade of
Theodore Roosevelt
Birthplace National
Historic Site.

Audience Outreach

Best practices. Robin White (at the time of the workshop she was the Superintendent of the William H. Taft National Historic Site) is renowned throughout the Park Service for her ability to engage with audiences. Boiled down to its essence, her philosophy could be termed “audience centeredness.” That is: know your audience, and create interpretive programs that are centered on their needs and wishes, provided these interests are consistent with the mission of the Park Service. Ms. White presented a set of guiding principles that lead to that objective.

Audience-centered or civic engagement is the process of working collaboratively with groups of people who are affiliated by geography proximity, special interests, or similar situations with respect to issues affecting their well-being. Audience centeredness must be inclusive of diverse communities, initiating partnerships through shared efforts to work within the Park’s mission to achieve common goals, to improve existing conditions, and to enhance the quality of life for the community as a whole.

- Create an atmosphere within the park where the stories of the community are integrated into the culture of the park.
 - Relevant community-driven programs will encourage sustainable community relations
 - Shift the focus away from the product and pay more attention to the needs of the audience
- A good example of audience-centeredness: think of almost any television commercial. Each suggests a relevant “lifestyle” story with “you” as the central character.
- Consider the audience
 - Get to know them.
 - They provide multiple perspectives and valuable insights regarding their community.
 - Use research, interviews, surveys, polls and focus groups to learn their values.
 - What are their religious demographics or beliefs?
 - What are their social issues/concerns?
 - What successful community programs exist and what type of audience participates?
 - Work with key people and organizations in targeted neighborhoods. These should include:
 - Churches/Pastors
 - Libraries/Librarians
 - Community Centers/Directors
 - Public/Private Schools Teachers/Administrators
 - Universities (various departments)
 - Senior Citizen organizations/Directors
 - Social service agencies
 - Neighbors
 - Associations and/or Friends Groups

- Political officials
- Congressmen/women
- Federal agencies
- Employees
- International Visitors
- Advocates/Adversaries
- Educators
- Media
- Historical societies/Museums
- Engage in civic discourse
 - The purpose of civic discourse is to improve existing conditions, develop sustainable partnerships, and foster stewardship to enhance the quality of life for the community as a whole.
 - This leads to familiarity with demographic areas of the community
 - Model community-based partnerships with underserved audiences by implementing programs with strong links to natural science, heritage education, heritage tourism, historical integration, new technology trends, and consistency building.
- Adapt the program and message to the audience
 - What are the commonalities and differences?
 - Each segment of the community has unique and specific needs
 - Consider the audience’s learning style, cultural background and social history
 - Can targeted audiences identify with the programs you have to offer?
- Employ Connection Concepts
 - Programs must be relevant and inclusive.
 - What tangibles or intangibles do you have to offer?
 - How do you tap into the concept of seeking personal individual happiness (pleasure, wealth, esteem, success)?
 - What about getting relief from stress, problems, and unhappiness?
 - We don’t own their stories, we are just the facilitators.
 - Audience centeredness can lead to intergenerational participation and relevant community-driven programs.
 - Become knowledgeable about what other agencies are doing in the community to establish collaborative efforts annually.
 - Assure that the environment is emotionally and physically safe for all participants.
- Make use of your “Internal Community”—your staff members—to improve site relationships with underserved audiences and surrounding communities.
 - Look for staff members that have the ability to bring an assortment of skills and viewpoints to the park
 - Create an environment in which visibility within the community leads to sustainable partnerships across cultural, social, and community lines.

- Cultivate staff members that can address the needs of specific audiences in certain demographic areas.
- It is crucial for your staff to be aware of new audiences, understand their value system, skills and communication style
- Evaluation/Potential outcomes
 - Increased visitation
 - Education/community driven programs
 - Sustainable partnerships/programs inclusive of underserved audiences' values, traditions, experiences and perspectives and perspectives in parks throughout the country
 - Controversial issues are addressed in relevant and meaningful ways
 - National Parks promoted through collaborative thematic connections
 - Influential ambassadors for National Parks
 - Sustainable partnerships/programs and community relations with other public land agencies
 - Constituents' needs within the community addressed: academic, heritage education and cultural exchange programs
 - Increased awareness of NPS employment opportunities in close-proximity communities.

- Increased knowledge of access to and affordability of programs that are relevant and audience centered.

Next steps toward audience outreach.

Federal Hall is the site designated to create a pilot audience outreach program. Although Federal Hall's constituency could be said to be all of the city of New York, if not the nation, for the purposes of targeting audience development, Federal Hall's community is defined as the area between the two rivers, and south of Canal Street.

Federal Hall serves two diverse audience elements within its geographical community. Permanent constituents include local schools, businesses, and cultural institutions, as well as a considerable and growing number of residents. Temporary constituents consist of tourists. This target market is also reached through the service providers who meet the needs of tourists, such as hotels and restaurants.

Audience outreach strategies will need to be developed that can be carried out with minimal staff involvement. Volunteers and interns can play an important role in community outreach activities, plus local volunteers working at Federal Hall enhance community involvement.

Strategies emerged in five different categories: *visibility*; *partnerships*; *curriculum-based programming targeted to local community schools*; *under-served audiences*; and *community contacts*.

Visibility. Although Federal Hall is one of the most prominent landmarks in the Wall Street area, its imposing façade does little to encourage visitation, either by

tourist walk-in traffic, or by local residents. The building is stark and somewhat forbidding, its entrance is almost hidden from view from the sidewalk, and the long, wide set of stone stairs, with its limited handrails, is daunting. A hand-written sandwich board at the top of the stairs is ineffective in attracting visitors to the entrance. The sidewalk is too crowded to accommodate sandwich-board type signage. When a ranger can be spared to be posted to the sidewalk in front of the building, visitors are more likely to be enticed to enter the building. People are more likely to sit on the steps facing Wall Street than they are to climb up them.

Recommendations

- When available, a costumed interpreter or interpreters (ex: fife and drum corps) should be stationed on the sidewalk to generate interest and excitement.
- Add signage at street level, but on Federal Hall property (for example, on the inner vertical surface of the wall to each side of the stairs)
- Banners, buntings, and flags on the building's façade would call attention to the building, create excitement, and reinforce Federal Hall's themes and time period. Banners are an honored tradition for museums throughout the city, and in particular should be in place each time a special exhibit is on display. Recently, Federal Hall has successfully displayed a banner to call attention to a current exhibit. At times when no special program is offered, a generic "Experience Your America"-type banner should be installed.
- Federal Hall personnel presently distribute flyers advertising special programs in front of the building, and to some area hotels. Especially if volunteer help could be recruited, these flyers should be distributed more widely in the community, including not only to hotels, but also to area libraries, community centers, senior centers, and other appropriate venues. See below for a more detailed list.

Partnerships. Strengthening existing partnerships and developing new ones will not only increase visibility, but will build good community relations.

Current partnerships and potential ones to consider include:

- NYC&Co., the city's tourism bureau, is already an outstanding partner. The organization staffs and runs the tourist information unit/visitor center within Federal Hall.
- Federal Hall has not yet established a partnering relationship with Community Board 1, which covers Battery Park City, the financial district, City Hall, South Street Seaport, the World Trade Center, Civic Center, and Tribeca. These neighborhoods are all undergoing dramatic changes in their composition, and the Community Board is engaged in community improvement activities.
 - **The Downtown Alliance** is a Federal Hall partner, but the relationship could be strengthened. At present, it primarily deals with infrastructure issues like garbage and streets, rather than promoting Federal Hall's programs. The Alliance sponsors permanent as well as temporary informational kiosks about activities and events

in the downtown area. Uniformed Alliance personnel also hand out tourist information and help out-of-towners orient themselves. This relationship should be re-examined.

- **The National Archives**, already an in-building partner, offers joint programming with Federal Hall. This partnership should continue and be reinforced at every opportunity.
- **The National Parks of the New York Harbor**. Of course, Federal Hall and the other Manhattan Sites are part of this framework. But all the parks should make a special effort to market each other's programs, especially where there are connecting themes.
- **NPNH Conservancy**. The Conservancy already does a great deal to help promote New York's national parks. For example, they are currently developing a ranger-led walking tour that will connect Federal Hall to other historic sites in the area. Additional personnel will likely be needed to conduct these tours.
- **Non-NPS cultural institutions**. Federal Hall already has good working relationships with many of these organizations. Additional cultural institutions in the immediate community should be contacted in order to encourage mutual promotional initiatives.
- **Public Access Television**. Federal Hall could partner with the city to create a program for the city's public access channel.

Curriculum-based, schools.

Because classroom teachers find it increasingly difficult to procure buses for field trips, it would be advantageous to develop close relationships with local schools, which can either walk or take public transportation to Federal Hall. Public schools in Federal Hall's community include seven elementary schools, one intermediate school, four high schools, and one charter school, attended by more than 10,000 students. In addition, there are private schools, home-schoolers and post-secondary institutions within the community.

Recommendations

- Before Federal Hall begins closer contact with schools in its community, it needs to develop a high quality, curriculum-based education program. Federal Hall should seek funding through the National Parks Foundation to create a summer-long Teacher Institute, during which a group of about ten active and/or retired teachers would be paid to either write or act as mentors to the writers of a curriculum-based program that matches Federal Hall's mission. Federal Hall's themes hold a great deal of significance for curriculum at all levels. For models of similar teacher institutes within the NPS, refer to Lowell National Historical Park, Eisenhower National Historic Site, Selma to Montgomery National Voting Rights Trail, and Tuskegee Institute National Historic Site. All these national sites have successfully conducted this type of program.
- With a solid educational program in place, Federal Hall staff can begin a program to attract school groups

that, while centered on community schools, will also attract schools throughout New York and the region. However, such a program will not be sustainable without ongoing teacher involvement. Federal Hall should develop a Teachers' Advisory Committee (TAC), to be put in place to enhance entrée to the school system, advise on educational matters, and help with ongoing curriculum development. Made up of teachers of appropriate grade levels from a range of neighborhood schools, the TAC will help ensure that Federal Hall's educational program continues to meet the needs of schools and teachers.

- The NPS's Teacher-Ranger-Teacher program would also be of benefit to Federal Hall.

Curriculum-based, Elderhostel.

When considering audiences with curriculum needs, Elderhostel programs should be explored. Elderhostel groups tend to prefer multi-day programs with a thematic focus. A program emphasizing the resources of the Parks of the New York Harbor would be ideal for this enterprising organization of seniors.

Curriculum-based, Scouting

programs. Girl Scouts and Boy Scouts are a ready-made audience for Federal Hall programs, with their emphasis on public service, patriotic themes, and badge acquisition. Research should be conducted into the locations of local troops, but here again; the Parks of the New York Harbor ought to investigate a joint, city-wide scouting initiative. Such a program would not only serve a youthful segment of the public, but

might also be a source of volunteers for certain kinds of activities.

Under-served audiences. More research may be needed into under-served audiences that exist within Federal Hall's community, but one obvious target for outreach would be the residents of Chinatown. Research is needed in order to understand this community better. The Greater Chinatown Community Association (GCCA) may be a good place to begin. This organization works to better the Chinatown community through individualized program services. Chinatown's economically disadvantaged and underserved population faces a wide range of problems, including illiteracy and language barriers, unemployment, lack of social benefits, and poor health conditions. In particular, this population struggles with a 60% limited English proficiency rate; 22% are living in poverty. Quite possibly, Federal Hall could play a role, perhaps helping with literacy and preparation for citizenship, or in other ways.

An additional underserved audience may be the thousands of new residents currently migrating into Lower Manhattan. For example, the *New York Times* reported ("The Financial District Attracts Families," February 20, 2009) that community surveys conducted by the Alliance for Downtown New York indicated a rise in the percentage of households with children under age 18 from 19 percent in 2004 to nearly 25 percent in 2007. The communities surveyed included the Financial District, Battery Park City and parts of TriBeCa. In order to serve residential neighbors, Federal Hall ought to be open at least one day of the weekend, as it is unlikely

“When you support your community, they in turn will support your efforts.”

—Robin White

to be able to serve this audience while open only during the work week.

Community contacts. A number of community organization targets were identified in the Federal Hall neighborhood. They should be contacted on a regular basis, or at least, flyers promoting special programs should be distributed to each of these entities:

Houses of worship. Federal Hall already has a relationship with Trinity Church and the associated St. Paul’s Chapel, because of their related historical themes. Churches, synagogues, and other places of worship should be contacted; flyers regarding special programs should be posted on bulletin boards, and church and other religious groups should be invited for special tours. The House of Worship is the backbone of the community. Look for organizations within, such as youth groups, that are looking for activities for their members.

Libraries. Libraries are an ideal place to post flyers listing special programs. Volunteers could be recruited to distribute these materials. Federal Hall’s community includes six branch libraries of the New York Public Library system. Each library has friends groups, senior citizens, book clubs, etc., for whom the site can host Ranger-led programs, or orientation programs introducing the NPS, or NPS-hosted guest speakers etc.

Community centers and senior centers. Research will be required to identify community centers in the area. Special programming might be developed for community-centered groups. At the least, flyers promoting special programs should be distributed for posting on community center bulletin boards.

This is a perfect opportunity for community centers to host NPS programs.

Social service agencies. Not only should social service agencies be considered as a location in which to promote Federal Hall’s programs, but such a campaign might also help identify additional underserved audiences. Research will be required to identify the agencies located in Federal Hall’s community.

Conclusion. The first step toward Federal Hall’s audience outreach program is to investigate possible collaboration with organizations in the area that implement programs and activities annually. Learn about the strategies they use to reach their audiences. Conduct research to identify target constituencies/audiences in the community. The site should investigate the possibility of performing this work through the services of either volunteers or college-level interns. The research could likely be conducted over a single summer or semester.

Volunteer Recruitment and Management

Best practices. Diana Simpson was formally an NPS park ranger at various parks of the harbor, but currently serves as Vice President of Visitor Services, Government and Community Relations at The Museum of Modern Art. At MOMA, she is responsible for the museum’s highly successful volunteer program. Ms. Simpson shared her philosophy with Manhattan Sites interpretive planners.

- Volunteers serve both the public and the institution.
 - They provide vital behind-the-scenes support and a unique perspective.
 - They are great advocates to help you push forward initiatives and programs, both internally and externally, and they help you enforce policies.
 - As with other types of programs, volunteer programs require an institution to establish goals that volunteers can help to meet.
 - Volunteer programs must detail in exact terms the specific tasks volunteers will undertake. Volunteers must have position descriptions. They must understand exactly who their supervisor is.
 - Volunteer programs must incorporate some way to evaluate the volunteer's performance and the outcomes of the program itself.
 - Volunteer programs must offer volunteers tangible incentives (gifts, lunches, seminars, special events, a newsletter, etc.) as a way to acknowledge high performance and sustain morale.
 - Be aware that attracting, training, maintaining, and retaining volunteers requires a great deal of work. Volunteers may solve problems, but they can also create problems as well.
- Before recruiting volunteers, institutions *must* know why their volunteers are necessary, *how* many volunteers are needed, and for *how long* they will be needed. While some volunteer opportunities can be long-term in nature, others can last for only a few weeks and center on special projects or needs (i.e. an opportunity to work on a site's website may last only a few weeks).
 - It is important that institutions keep in mind their own goals and priorities and not over-commit when establishing or expanding their volunteer programs.
 - Institutions must recognize that if they wish to create or expand an existing volunteer program, they must have the resources to support it. For example, MOMA's volunteer program requires two fulltime staff members (a program manager and program assistant) to manage 325+ volunteers in a 7-day/week operation. The operating expense budget for this program is \$54,941 per year, or \$169 expended per volunteer (FY2009 figures).
 - Institutions must take care in the way they shape volunteer expectations as well as their own expectations of the volunteers.

Before moving forward

- Learn about the NPS's VIP or Volunteer in Parks program at <http://www.nps.gov/volunteer/>. Sample NPS volunteer handbooks, etc., are available.
- ### The steps in creating a volunteer program
- Identify specific needs that volunteers could help meet.
 - Identify specific staff members to recruit, train, and support their volunteers.
 - Plan a volunteer recruiting and interviewing process so as to insure

a good match-up between the site and the volunteer. It is important that institutions identify how both they as well as the volunteer gains from participating in any volunteer opportunity.

- Incorporate some form of evaluation into the volunteer program that will ensure that the institution-volunteer relationship remains professional.
 - It is important that any volunteer opportunity begins by having the volunteer sign a contract that details their relationship with and responsibilities to the institution. Everything from a volunteer dress code, to the length of a volunteer opportunity, to the grounds for dismissal, should be detailed in this contract.
- Identify how you will reward volunteers for services rendered.
- Identify how a volunteer opportunity will be brought to an end when it comes time to do so.
- Create an evaluation strategy that allows you to know how well a volunteer program is working. The strategy should incorporate the viewpoints of management, as well as that of the volunteers themselves.

Volunteers for Manhattan Sites.

Volunteers play a minor role in providing interpretative services at most of the Manhattan Sites, yet they offer a great deal of potential. The National Parks of the New York Harbor should be capable of creating a prestigious volunteer program, modeled on that of MOMA, that literally has people on its waiting list. Volunteers could

support interpretation from many different angles: besides presenting guided tours and operating information desks, they can volunteer for community outreach, observe visitors for evaluative purposes, and participate in marketing, among other duties. Some potential volunteer assignments:

Public: reception, interpretive programs, bookstore (through an arrangement with NPS partner Eastern National), off-site programs in schools or presented to community groups.

Behind the scenes: photography and record entry for St Paul's Church gravestones; scanning photographs for website, especially the images of Grant's funeral procession; other photography; graphic design; evaluation of interpretive services using observational techniques that do not require OMB approval; create volunteer manual; help plan special events; in-depth research; object research and cataloguing through Cultural Resources Division; grant-writing; technology-oriented projects, such as developing podcasts and web-based interpretation; statistical research; and even landscaping and gardening.

Evaluation. Manhattan Sites volunteers could be recruited to conduct visitor observation studies in different parks. A specially-recruited and trained team of survey volunteers could use "stealth" techniques to observe visitor behavior in all six of the Manhattan sites. In a similar program conducted at MOMA, volunteers observed 318 visitors over 571 visit hours over seven weeks in summer, 2006. Their observations led to substantive changes in MOMA's visitor services program, including:

- New members express admission line (volunteers observed that members resented having to wait in line)
- Five new volunteer-run information desks added in response to visitor need, including one oriented especially to families.
- Korean and Chinese language printed guides added.
- Additional benches and ottomans added in galleries.

Benefits to volunteers. Based on the volunteer program at MOMA, incentives are an important element of a successful, prestigious program. These include opportunities to interact with other volunteers; nametags that identify each volunteer; a volunteer newsletter (possibly produced by a volunteer); frequent thank-you emails; public acknowledgement of their contributions; special events, tours, or parties just for volunteers; invitations to regular special events, seminars, etc.; opportunities to go “behind the scenes,” annual or semi-annual excursions to nearby NPS and other historic sites, and discounts on merchandise.

Volunteer recruitment. At MOMA, full volunteer information is provided on the website. MOMA maintains a waiting list of people wishing to volunteer. The NPS should be able to market the idea of volunteering as an activity equally prestigious as it is at MOMA and the Met. In addition, marketing through old-fashioned public library bulletin boards has proven an effective way to reach a literate, well-qualified pool of potential volunteers. NPS could work through NYPL and other local library

systems to recruit both locally and city-wide.

Next steps toward an enhanced volunteer program. At Theodore Roosevelt Birthplace, four dedicated and very accomplished volunteers regularly provide interpretive tours. The staff at TBR has put a great deal of effort into developing relationships with their volunteers, and to ensuring that the volunteers have positive experiences. In addition, though, the volunteer program plan for TRB should address ways of increasing volunteer participation at all the Manhattan Sites. It should address how effective volunteer programs are created and managed, and model such a program for the benefit of other sites. A Volunteers-in-Parks Handbook has been devised, which must be expanded as the volunteer program grows. The Manhattan Sites do have an official volunteer coordinator, currently posted at Theodore Roosevelt Birthplace NHS.

Recommendations

Define institutional needs and goals and how volunteers could contribute.

Create a volunteer commitment page on the TRB website. Provide cross-links to the websites of all the Manhattan Sites.

- Identify public libraries within the TBR community: post volunteer recruitment notices on public bulletin boards.
- Explore other recruitment strategies with the help of MOMA’s Volunteer Coordinator.
- Reach out to both nearby colleges and universities as well as nearby museums with existing volunteer programs so as

to establish new partnerships or strengthen existing partnerships with these institutions.

- Institutions or sites that the site will potentially reach out to include Fraunces Tavern, the Merchant's House, NYU, Pace, Brooklyn College (with whom a formal agreement with the NPS already exists), and other CUNY colleges.
- Explore the possibility of offering college internships for which students could earn academic credits. The internships should be centered on special projects involving research or program development.
- Work with the NPNH Education Center to take advantage of resources and expertise in launching a program.
- Craft an incentive program to thank volunteers for their service and let them know they are appreciated.
 - Include opportunities to interact with other volunteers.
 - Create nametags that identify each volunteer as such.
 - Consider a volunteer newsletter.
 - Send out frequent thank-you emails to volunteers.
 - Create a special event or party just for volunteers.
 - Invite volunteers to regular special events, seminars, etc.
- Create opportunities for volunteers to go "behind the scenes." Let them see collection items or areas that are not open to members of the public.
- When the volunteer program expands to the other Manhattan sites, each site will need to appoint a designated Volunteer Supervisor. A significant and meaningful portion of the Volunteer Supervisor's work time must be set aside for these supervisory duties.
- Draft an updated formal volunteer policy handbook. This can be based in part on MOMA's volunteer manual/guidelines, recently developed by a volunteer, but must of course conform to NPS volunteer management guidelines, as well. MOMA's volunteer coordinator is also available as an additional source of practical advice and proven strategies, particularly regarding effective recruitment conduits currently in use.
- Develop a specific, consistent, well-organized volunteer training program.
- Consult NPS VIP guidelines that clearly articulate the duties that are appropriate for volunteers to perform.

Conclusion. The Manhattan Sites have a golden opportunity to pattern their volunteer program on the successful program in place at the Museum of Modern Art. A pilot program at TRB could quickly grow to assist other sites. A prestigious volunteer program for the National Parks of the New York Harbor may be an eventual outcome.

Evaluation Strategies

Best practices. The need to create a “culture of evaluation” throughout the NPS has been clearly articulated in the recently published *Service-wide Education and Interpretation Evaluation Strategy*, as well as during an “Evaluation Summit” held in October 2006. The strategy calls for a number of initiatives:

1. Provide training and evaluation toolkits to NPS personnel;
2. Conduct pilot evaluations and establish best practice protocols
3. Create a project database for sharing evaluation information of all kinds that can be accessed by anyone in the NPS via a designated portal.
4. Provide coordination and leadership to encourage a culture of evaluation.
5. Incorporate evaluation, as appropriate, into all I&E activities.

Sam Vaughn, Chief of Interpretive Planning, Harpers Ferry Center, NPS, shared his extensive knowledge of evaluation methods and guided the process of planning an evaluation program for Castle Clinton.

Evaluation can take place during three phases of program development: front end (before beginning program development), formative (during development), and summative (when program is implemented). Summative evaluation is sometimes referred to as *remedial* evaluation, on the assumption that evaluation conducted at the end of a project is intended to lead

to remediation of any elements found wanting.

Types of evaluation. Many evaluation tools are available. The NPS conducts a great deal of evaluation, much of it informal, and this can be among the most useful and cost effective data that can be gathered. But there are several areas with a need for more and better information in order to continue to improve services. In these cases, data must be systematically gathered and recorded in order for the results to be valid; the power of evidence is much stronger than anecdotal information about effective interpretive services. Volunteers could be recruited to conduct most of the following types of evaluation in different parks. Evaluative tools include:

Statistics: tracking numbers of visitors attending programs, visiting facilities, observing media, etc.;

Observation: unobtrusively “watching what happens,” and recording the data;

Tracking: unobtrusively recording specific visitors’ activities as they encounter interpretive services;

Critical appraisals: professionals assess the effectiveness of a product such as exhibits according to specific criteria validated by research;

Interviews: discussions with individuals. (Office of Management and Budget approval is required if ten or more persons are asked the same questions.);

- **Focus groups:** facilitated discussions with small groups (again, OMB

approval required if questioning ten or more people);

- Surveys: visitors respond to written questions (open- or closed-ended; OMB approval for 10 or more respondents);
- Experiments: Results are measured after one or more groups receive treatments (or participate in experiences or programs) and a control group receives no treatment;
- Multi-method: several techniques are used.

Informal evaluations may provide useful information, but results usually lack a high degree of confidence (i.e., accuracy or precision). Examples would be random discussions with and feedback from visitors that is not systematically tracked, comments recorded in guest books, and staff observations. Informal evaluations are a necessary and valuable part of operations, but are inadequate for providing accurate information on high-priority questions. Planning for evaluation can identify those activities where informal evaluations are sufficient and those for which formal evaluations are called for.

Planning for Evaluation. No park has the funding to formally evaluate all activities. And yet, it is often difficult to know how well programs are actually working. One key to a successful evaluation system is to know what to evaluate, or, stated another way, where evaluation would be most useful and effective. It is not useful to evaluate a service if there is already a high degree of confidence about its effectiveness.

- One method of planning for evaluation is to use a modified “Choosing by Advantages” (CBA) method for determining relative importance for formal evaluation. Using this method requires determination of which factors to use to judge the different relative advantages of formal evaluations of different I&E program components.

For example, the following factors were used to rate the priority for evaluations at Castle Clinton:

Importance

Importance of services to park purpose/mission; importance to visitor experience; risk of impairment to visitor experience

Variables:

- Provides basic information/orientation services
- Interprets primary interpretive themes
- Services are used by a large percentage of visitors
- Service targets an important audience segment (e.g., under-represented audiences)

Confidence Level

The relative degree of confidence about effectiveness of services

Variables:

- Existence of applicable evaluation or research in similar contexts
- Knowledge of inputs linked to effectiveness of outcomes
- Existence of specific evaluation or research questions that have not been

answered (negative correlation with confidence)

Evaluability

How easy/affordable would the service be to evaluate?

Variables:

- Measurable or observable objectives exist for the service
- Affordable methods could be used to address important evaluation questions

Usefulness of Applying Results

The likelihood that evaluation will make a difference in visitor services.

Variables:

- Will recommended improvements be applied?
- If applied, will they make a difference?

Next steps toward an evaluation program.

The MASI interpretive plan begins the process for more specific planning for evaluation, development of a strategy, and actual evaluations. Castle Clinton has been selected to model evaluation for the other Manhattan sites. Of all the Manhattan sites, Castle Clinton is probably the site not only most in need of change due to existing conditions, but also with the greatest possibility for change. So evaluation will not only be practical at the Castle, it will be timely. Protocols developed there can be applied to other sites.

Existing interpretive programs and services may be evaluated to create a baseline against which new initiatives can be measured. As new interpretive programs and media are developed, they can be tested using front end and

formative evaluation techniques to help ensure their effectiveness.

Recommendations

Evaluation possibilities for existing interpretive services

- Cooperate with other units to conduct targeted literature searches that will identify and summarize prior evaluations effectively.
- Plan for evaluation, working with Manhattan Sites staff to determine which interpretive services should be evaluated. Use the Choosing By Advantage (CBA) method or a comparable one.
- Choose the most effective methods for assessing the interpretive services to be evaluated.
- Recruit volunteers, assign rangers, or connect with university students who are willing to do studies as part of their own college programs at little or no cost. Train and assign them to observation and tracking of visitors.
- This type of evaluation should be ongoing, continuing routinely even after new interpretive media and programs are in place.

Front-end evaluation to help set a direction for future development of interpretive services

- Conduct front-end studies (e.g., interviews, focus groups, or a survey) to elicit what people already know about the monument, and what they would like to learn and experience while visiting.
- Create site-specific visitor surveys that ask for visitors' concerns and desires, what could be done to improve

interpretive services, ratings of existing services, etc. These could be handed out to visitors to be placed in a drop-off box on site.

- Use formative evaluation to guide the process when developing new media and services

Conclusion. Castle Clinton will serve as the Manhattan Sites' test site for evaluation. Programs piloted there can then be applied to other sites with slight adaptation.

Digital Technology

Best practices. David Restivo, one of NPS's leading new media specialists, shared his approach to the development of digital media-based interpretive services. Two sites, General Grant Memorial and Hamilton Grange NHS, have been assigned to develop digital media-based interpretation.

- Always begin with solid content above all else. The technologies we use to interpret and help determine the visitor experience are only vehicles to communicate, convey and engage. They can never replace interpretation, but only enhance it.
- Certain audiences are particularly appropriate consumers of digital media:
 - Generations X and Y (people under age 40)
 - Visual and auditory learners
 - Visually and hearing impaired individuals

- People who need ADA accommodations
- Non-English speaking audience
- Visitors at remote locations
- New media make interpretation available around the clock. But just because it is there does not mean you have to use it. It is not always appropriate or useful. All the media in the world will never replace the ranger.
- Finding and defining the significance and essence of the site.
- Define the desired visitor experience.
- Repurpose existing modes of interpretation to provide media content:
 - Guided walks and hikes
 - Ranger talks and campfire programs
 - Movies
 - Wayside exhibits
 - Newspapers and site bulletins
 - Web sites
- Stay focused on specific points of interest.
- Ensure that decision-making moves and integrates with societal changes.

Before moving forward

Security issues include computer-based limitations (firewalls, virus scans, etc), as well as security as it relates to outdoor web cam mounts, signage, electronic kiosks, etc.

- Digital media involve considerable investments in time, money and staffing.
- Do you have staff qualified to program or process the desired result?
- Is the interpretive material accessible? Are the necessary resources in-house or is it necessary to look for additional objects, artifacts, photos, etc. outside of the site's domain?
- What steps will be necessary to secure internal approval?
- Are there policy constraints that could impact media development?
- There is always a risk of negative publicity. Digital content can easily turn up on YouTube, be subjected to negative comments on Flickr, etc.
- There may be equipment constraints. For example, WebCam technology requires a computer server.
- There may be accessibility and language constraints.

Typical examples of current digital technology

- eSeries: web-based virtual eTours, eHikes, eCruises, eStories, etc.
- Webcams
- Blogs
- EarthCache (GPS based scavenger hunt)
- Cell phone tours
- Text messaging (alerts and notices)

- Second Life (an on-line "world")
- Podcasts (downloadable to iPod and other mp3 file players)
- On-site audio ("digital repeater"-type mechanisms)

Digital media at General Grant

Memorial. Interpretation at Grant's Tomb presents some challenges. The site has always been intended as— and remains—a mausoleum, a final resting place for a great American hero and his wife. The atmosphere must remain reflective and respectful, as befits such a memorial. Yet the enabling legislation for the site also calls for the interpretation of Grant's life and accomplishments.

There is almost no effective space within the monument for interpretive content. Three or four outmoded panels with some interpretive content on are display in the rotunda, but their design tends to detract from the ambiance of the mausoleum's interior. There are few auxiliary spaces that would be suitable, even for computer terminals, and the idea of electronics inside the hallowed space does not seem appropriate. Cell phone interpretation and other personal media also do not seem entirely compatible with the ambiance of the mausoleum.

The most suitable interpretive method for the interior of the monument remains the ranger talk. While effective, such talks do not readily provide access to the full range of supporting materials that are so rich in the case of Grant's life story, from Civil War photographs, to reports on his funeral cortège. Plans are underway to construct a small ranger station in an "Overlook

Pavilion” on the river side of the Monument. This will present the opportunity to provide an orientation to the Monument via a stand-alone computer kiosk. The kiosk could provide a deeper, richer interpretation of Grant’s life, and the same content could be accessed via the Grant’s Tomb website.

Recommendations

Recommendations for media-based interpretation at Grant’s Tomb include 1) web-based interpretation; 2) a cell phone tour highlighting the architectural details of the monument’s exterior; 3) primary documents from Grant’s life (and death) presented via the website; and 4) a downloadable podcast walking tour of the route of Grant’s funeral procession, enhanced with block-by-block imagery of 1885 Manhattan.

Web-based interpretation. Because of the inherent conflict between respectful remembrance, and the need for interpretation at General Grant Memorial, there is a need for a fully realized “virtual museum” of Grant’s life, presented in digital format, for use in multiple platforms, including the website. The same type of programming could be offered via a stand-alone computer kiosk, as referenced above. But there is no doubt that an on-line exhibit would work very well for visitors who access the material on their own computers, from remote locations.

Grant’s story is a rich one. It can be fully illustrated through photographs of the Civil War era and later, through first-person accounts, including Grant’s own memoirs, through music of the time, and through primary documents. A web-based virtual museum seems the ideal way to communicate the

significance of Grant’s life, including not just his generalship during the Civil War, not just his presidency, but his role in promoting civil rights for African-Americans, especially his support for the 15th Amendment and his efforts to crush the Ku Klux Klan, as well as his family life. This is especially true since the site does not have an orientation film available that covers this material—nor does it have “theatre-style” space in which such a media piece could be presented.

The Grant Monument Association maintains an up-to-date website, and may be interested in partnering with the site to develop web-based interpretation for General Grant. The story of the Monument Association, its original foundation, and restoration in later years would also be a compelling element of interpreting the General Grant theme that addresses the ways in which the nation chooses to memorialize its heroes.

Cell phone tour. Cell phone interpretation of Grant’s life and times may or may not be appropriate within the interior of the mausoleum. For one thing, reception is spotty. However, the design of the tomb itself—it is the largest such mausoleum in North America—includes many interesting features, so a cell phone tour of the exterior—and perhaps even the interior—of the site would be appropriate and useful. Given the already lively and colorful nature of the area surrounding the tomb, the presence of printed cell phone prompts installed in various locations around the site would not be incompatible with the site’s exterior atmosphere, although they may not be appropriate inside.

The cell phone tour could also touch upon Grant's funeral procession and the dedication ceremony for the tomb: how many people attended? Who was there? Who spoke? What was it like on that dramatic occasion? This could be supplemented with a wayside exhibit discussing the funeral procession that also includes photographs of the day's ceremony, and background information about the effort to build the Memorial site, including the contributions by thousands of African-American supporters.

Of course, cell phone tour content can also be presented in other formats, for example, as a downloadable podcast,

Primary documents. General Grant's life story is effectively enhanced through primary documentation. Four major categories of primary documents that could be made available via the website include 1) Grant's second inaugural address (in which he addresses civil rights issues), 2) letters of Grant that provide insights into the man, 3) photographs, and 4) excerpts from Grant's memoir, completed in the last days of his life, still considered by many to be a masterpiece of writing on military strategy and tactics.

Grant's papers reside at Southern Illinois University in Carbondale, Ill. Sadly, John Simon, the leading Grant archivist, recently passed away. However, his research would be available, and excerpts of Grant's writing can and should be made available on the website, both in their original form (samples of Grant's own handwriting, for example), and in transcription.

The site is in possession of an incredible set of hundreds of high-quality professional photographs that document, moment by moment, the day in 1897 when Grant was laid to rest at the present site. In addition to documenting the ceremony and the huge outpouring of grief and respect that occurred that day (over a million spectators), the photographs comprise a remarkable record of the city of New York in the late 19th century, almost block by block moving up Broadway all the way from Bowling Green to the then-countryside that is now Riverside Drive at 122nd Street. These images certainly deserve a more public presence than the dark corner they currently occupy at the Memorial, and are an example of the kinds of interpretation—among others—that could be provided via a website at a relatively low cost.

The set of photographs of the route of Grant's funeral procession are especially relevant, because they highlight the high regard of the million mourners—including many African-Americans—who turned out to honor Grant. A selection of these images would provide context for a discussion of Grant's esteem among Americans of his time, as well as a look at late 19th century New York. An additional interpretive use for these images is addressed below under "Podcast walking tour."

The images were donated to the National Park Service in 1999. The collection consists of high quality 3x5" negatives, and 203 albumen prints mounted in a set of four albums. The photographer is unknown. The photographs should be scanned as a matter of record, not to mention for interpretive use as digital

media; this may be an appropriate project for a volunteer or intern.

Podcast walking tour. An important visitor experience goal identified for Grant’s Tomb is to provide a way for visitors to feel what it was like during that period. The photographs of Grant’s funeral procession provide a dramatic view of the late 19th c. cityscape in New York, as the images portray, block by block, the entire parade route from City Hall to the Mausoleum, with buildings draped in the black bunting of mourning. The images provide a glance at a moment in time – not only a dramatic day in the city’s history, but also a record of the architecture, transportation, street life, and look of New York as it prepares to enter the 20th century. The podcast would also interpret the great esteem in which Americans held General Grant and the reasons for this, and explore Victorian-era attitudes regarding death and remembrance.

For the greatest impact, these images should be made available to visitors as a downloadable enhanced podcast that features the still images of the route of the procession. The podcast would be presented in sections, as it is unlikely that anyone would be willing to walk the entire parade route—at least, not all at once. Visitors would select the session of the city they wish to walk, and then access the 19th century streetscape pictures, along with historical information, on their iPods or other devices, while walking the route, comparing the historical scenes with the real-life scenes of the present. The still images are synchronized to the audio track, creating a narrated slideshow interpreting the parade route. The audio might include first person accounts of people’s experiences on

that day, as well as appropriate music. The visitor “steps back in time,” walking the route in contemporary times, but viewing and hearing the events of the historic day. Of course, the material can be presented in text format for the hearing impaired, as well as in a number of languages other than English.

Summary of recommendations for digital media at General Grant Memorial.

A web-based, deeply layered “virtual museum” exploring General Grant’s life and times. The program would be available via the internet; if appropriate space and technology could be provided, the program could also be provided via a computer kiosk somewhere on-site.

- A cell phone tour interpreting the architectural and design features of the exterior of monument.
- Primary documents, including photographs of Grant’s funeral procession, made available via the website.
- A downloadable walking tour podcast that utilizes the block-by-block images from Grant’s funeral procession, allowing visitors to compare the 19th century streetscape with the one they see today.

Digital media at Hamilton Grange.

Media development at the Grange takes place within the context of a number of other interpretive services being planned there, now that the building has been successfully transferred to Nicholas Park. These include:

- A movie, to be shown in the Grange basement theatre, a point-counterpoint presentation of Hamilton’s life story,

featuring aspects of his philosophy, contrasted with those of his opponent, Thomas Jefferson, and supplemented with impressions of Hamilton by other of his contemporaries.

- An interactive, somewhat based on the movie's themes, in which visitors will hear points of view, and have the opportunity to weigh in on the issues themselves. The exact medium for the interactive has not been determined, but it will likely be made available on various platforms, including PDAs, phones, downloadable podcasts, the website, etc.
- The basement will also contain some traditional exhibitry interpreting the Grange.
- A podcast documenting the move of the Grange has been produced.
- A self-guided tour of the Grange that will include audio elements

Recommendations

Recommendations for media-based interpretation at Hamilton Grange include a virtual tour presented on the website; cell phone interpretation at the Grange's former and new location, as well as in the neighborhood; podcasts/vodcasts targeted to general and specific audiences; a special internet-based program targeting new immigrant audiences; and primary documents related to Hamilton made available via the website.

Virtual tour of Hamilton Grange.

Internet-based interpretation has the potential not only to reach visitors who will never be able to visit in person, but also to enhance and enrich the

Hamilton Grange experience, both pre- and post-visit. Very few physical objects with a true Hamilton provenance are available to the Grange, yet one of the most important visitor experience goals is to provide visitors with the opportunity to feel what life was like during that period. For that reason, a web-based virtual tour of the Grange is recommended that uses the existing spaces of the Grange as a base, but, through layered renderings, photographs and other images, audio, music, and perhaps even animation segments, fills in missing elements and provides a virtual interpretive "overlay" that completely furnishes the Grange and interprets Hamilton's life and times there in historical context. What would a visitor to the Grange have seen/experienced? What did it look like, sound like, in the days when the Hamilton family occupied the Grange?

- The tour would include a visitor-controlled 360° tour with hotspots highlighting original Hamilton items, as well as features of the historic structure, and would feature music and sound effects typical of Hamilton's time. The virtual tour allows the visitor the opportunity to pan, highlight, enlarge, and learn more about any of the Grange's features—or its virtual furnishings. Historically documented distinguished visitors to a particular parlor or bedroom could be highlighted, along with the stories of domestic servants who worked in the home (if such research is available).
- This connection to everyday life at the Grange could open the door to related workshops on home life, kitchen activities, use of herbs, and foodways of the period. A virtual kitchen could provide documentation that would

interpret domestic management of the Hamilton household in exciting and exacting detail. Additional workshops on the decorative arts of Hamilton's period might also spring from the content of the virtual tour.

- Past studies of the Grange have concluded that the parts of the building not open to the public (mainly the top floor) do not offer significant important features, so the virtual tour would be confined to the first floor. However, one exception might be the huge bedroom that runs the entire length of the rear of the house, in which the six Hamilton sons slept.

The resources and the technology to create the virtual tour are available, and would not be very costly. The 1986 furnishing plan for the Grange has been very well done, and would provide the basic plan for the virtual furnishing of the Hamilton home.

Although the basement of the Grange will not be furnished, either virtually or in reality, and will consist of new construction providing visitor services, the virtual tour could be used to highlight details of the basement ceiling, which indicate the original location of basement rooms, including a kitchen and a family dining room.

An important element of the virtual tour would incorporate the geography of the area. It should highlight on an interactive map the original, second, and hopefully final location of the Grange, all of which are on Hamilton's original property, and the evolutionary changes to the building through time. In addition, the geography element should include interpretation of the Battle of Harlem Heights, the

Revolutionary War battle in which Hamilton distinguished himself, came to General George Washington's attention, and was appointed Washington's aide-de-camp. This element would include an interactive timeline that would allow visitors to track changes to the area, from the time of the American Revolution, to the present.

Cell phone components of Hamilton Grange interpretation. There are at least four opportunities to utilize cell phone technology in connection with Hamilton Grange. Two are informational, two interpretive. Both would be presented as exterior elements of the interpretive program, rather than inside the building.

Informational. The former site of Hamilton Grange featured a cell phone prompt explaining what was going to happen to the Grange prior to its move. This prompt should be changed to address where the Grange went, directing potential visitors how to find it in its new location. In addition, a cell phone prompt near the new location should inform people of where the Grange came from, why it ended up in Nicholas Park, when it will be open to the public, and what people will be able to see when it opens. In addition, the cell phone prompt should reference the Grange website, where visitors can learn more.

Interpretive. Two potential cell phone elements are recommended. One, an on-site exterior tour of the Grange could highlight architectural features, and discuss details of the restoration process: what was done, and why. It could address issues like the mystery of the balustrade: is it original to Hamilton's time, or a later 19th century addition? The cell phone content would

discuss the architectural detective work that goes into a major restoration project like that of Hamilton Grange.

The second potential cell phone tour would interpret the whole neighborhood of the Grange, inviting people to walk, tour the community, and learn.

Cell phone service providers include a valuable feedback loop feature that permits visitors to phone in their evaluation of the tour, and perhaps even to weigh in with their opinions on different restoration decisions, or even their choice of interpretive media. Hamilton Grange personnel might consider taking advantage of this feature.

Podcasts/vodcasts. Since Video On Demand technology is becoming widely available, the term “podcast” should always be thought to include both video and still imagery as well as audio elements. Many podcast topics would be appropriate, some for general audiences and others for more specialized audiences. A podcast on the restoration and move is already under development. Other potential topics include home and family life, Hamilton’s adventures as he came to America to “seek his fortune,” and the experiences that contributed to the making of “Hamilton the Man.” Podcasts could highlight restoration details for “This Old House” fans, possibly opening the door to cross promotion with retail outlets like Home Depot.

Internet-based program targeting new immigrant audiences. New immigrants are a target audience of the Manhattan Sites, and a set of desired visitor experiences have been developed to reach out to them. One of these desired visitor goals is to “provide a way

for these visitors to better understand their own experiences as immigrants by way of the lives of those who immigrated in the past.” Because Hamilton himself was an immigrant, possibly of mixed race, who emigrated from the island of Nevis in the Caribbean, it is possible that his story would resonate with community members, many of whom are themselves immigrants from the Caribbean Islands. Once the media needs of the general audience have been met, the next most important audience comprises these new immigrants to the US.

Hamilton’s immigration story could be presented via a number of platforms. One possibility is to tell his story on the Grange’s website, using a graphic novel approach that depicts his origins, arrival, and struggle to achieve. Images of Hamilton’s original home on Nevis could be layered into the presentation along with other imagery, music and sound effects to develop the story of Hamilton the Immigrant. Hamilton was not always made to feel welcome in his new home, and this aspect of his story might resonate with others. At the same time, it is important to position his story carefully, recognizing that few immigrants from any country have been able to achieve the success that Hamilton did within a few years of his arrival.

The immigration story fits into the larger context of the “melting pot” of American ethnicity, a universal story. Hamilton, a highly successful self-made man, envisioned a society where other immigrants could also find success. He helped to create an environment that would help make this possible, including creating opportunities for capital investment, banking for “the little guy,” and educational opportunities.

Cross marketing opportunities for this great immigration story might include Caribbean Airlines: travelers might experience the story of Hamilton's life as they fly here to start their own new lives in America.

Primary documents. Studies are underway to identify the most succinct and meaningful passages in Hamilton's The Federalist Papers, to be posted on the website. Important letters of Hamilton's may be excerpted for use on the website, including his poignant farewell letter to his wife on the eve of his fatal duel with Aaron Burr. The primary documents should be presented as digital images of the original (Hamilton's handwritten letters, a first edition of The Federalist Papers), as well as in word-searchable transcription.

Summary of recommendations for digital media at Hamilton Grange

- A web-based virtual tour interpreting life at the Grange in Hamilton's time
- Informational cell phone prompts at the former site of Hamilton Grange, and at the exterior of the new location, that tell people "what's going on here."
- A cell phone tour of the Grange exterior, highlighting architectural details and the decisions that went into the restoration process.
- A cell phone tour of the community surrounding Hamilton Grange.
- Podcasts for general and specialized audiences.
- Emphasis on Hamilton's immigration story, targeted specifically to new immigrants, especially those from the

Caribbean, delivered via various platforms, including the website.

- Primary documents relating to Hamilton's life and philosophy, made available via the Grange's website.

Marketing Strategies

There is great synergy and opportunity for facilitation in evidence by considering marketing, audience outreach, volunteer development, evaluation and new media as different facets of the single initiative of audience engagement. What a site is doing; what it is; how the public perceives it; how one find ways to change programming to reach new audiences; programs developed specifically to reach a new audience, and reaching out through marketing efforts: all these add up to engaging the audience.

Darren Boch, Public Affairs Officer for the National Parks of the New York Harbor provided his perspectives on marketing the individual sites as elements of the larger NPS unit. St. Paul's Church has been designated to pilot the model program for branding/marketing, and Park Ranger David Osborn is the team leader.

The NPS has some challenges in marketing cultural resources in urban areas such as New York City. The urban environment is not reflected in the NPS's very well known brand as represented by its "arrowhead" logo. The National Parks of the New York Harbor also have a brand awareness conflict with such entities such as New York City's Parks and Recreation Department; they are good partners with Manhattan Sites, but New York's urban park rangers have similar uniforms. Essentially, people do not associate NPS with a city brand.

The classic NPS brand is associated with a park ranger greeting visitors at a park entrance in an admissions booth that is associated with rural or forest settings. The image of a NPS park ranger in an urban setting has not been developed and requires much more attention.

The NPS additionally somewhat constrained in marketing its programs because government entities are not permitted to pay for advertising. The challenge is to promote interpretive services through allowable channels. For example:

- The Parks of the New York Harbor Conservancy, as a private group, can market and advertise services, but are more likely to prioritize the allocation of resources to promote linkages and partnerships between parks.

Therefore, the Manhattan sites should work together to propose a marketing strategy that might be supported by the Conservancy.

Best practices

- Get organized: plan programs and devise program schedules well in advance.
- Submit story and feature ideas to Harbor Sides in plenty of time to meet publication deadlines (5-6 six months in advance).
- Create a comprehensive list of existing media contacts: who regularly publicizes the site's programs? Where is the site regularly listed? Who knows about the site in the neighborhood? How are programs currently publicized?

- Analyze what is known about the site's audience. Who comes to the site? What audiences could effectively be expanded; for example, is there sufficient school group visitation to fill all available slots?
- Brainstorm with colleagues to develop ideas for targeted audiences. Could programs be developed that reach beyond a general history-buff audience, to tap into special interests?
- Work with the Public Affairs office to develop expanded media contacts.

National Parks of New York Harbor Strategic Communications Plan.

With a mandate to raise public awareness and stakeholder support of park areas, programs and services, an NPNH Communication Plan is under development, with the objectives listed below. Manhattan Sites marketing strategies therefore should aim to meet the same objectives:

- Raise visitor awareness of destinations' affiliation with NPS and NPNH
- Treat every park project, program, event and activity as a brand catalyst
- All parks must serve to orient visitors to other NPNH destinations
- Increase visibility of Park Rangers in and around the harbor
- Shift focus from static, media inquiry management to proactive media relations
- Create NPNH brand ambassadors through strategically managed internal/employee communications program

- Develop “grassroots” brand building through community and stakeholder management (e.g. relationship managers)
- Volunteers, in terms of brand loyalty and brand association, as an extension of the brand is a very important aspect of building the NPS brand.

Next steps toward a marketing plan for St. Paul’s Church. St. Paul’s Church is an excellent candidate to pilot the marketing initiative for the Manhattan Sites: it is a little-known site that has great appeal once people discover it, and it is “off the beaten path” compared to the other Harbor Parks. But it is also positioned to tap into Hudson River Valley markets in a way that may not be as accessible to the other Manhattan sites. Site personnel have been doing an admirable job in marketing programs at St. Paul’s, especially through local media markets. The site is well qualified to “take it to the next level” with the help of the Public Affairs department.

Branding St. Paul’s Church. The goal of the marketing plan for St. Paul’s Church will be to build the site’s “brand equity.” St. Paul’s identity will need to be addressed both in national terms and within the local market context in which it resides. Market assessment is a high priority and should lead to a Branding Communications Plan.

At St Paul’s, the site’s brand awareness challenge is typical for many urban market locations of park units within the area. Brand awareness for the site must take into consideration that its current placement is within an industrial environment near an asphalt plant that visitors may find a bit

forbidding. This perceived quality of the experience is a major obstacle to overcome and is achievable provided people are given enough reason to visit. Also, there is still some question by some visitors that the site may still be an active religious institution. Typically, once visitors do understand that St. Paul’s is no longer an active religious institution and has been officially “desanctified,” they are happy to visit and explore the historical significance of the site. This is true primarily of potential visitors of non-Christian faiths.

The physical issue of “getting there” is another serious marketing concern at St. Paul’s, given the travel time from Manhattan and somewhat poor accessibility from public transportation. Visitors must walk through an industrial zone of Mt. Vernon that is not well populated—especially on weekends—and perceived as a safety issue.

Another communications strategy at St. Paul’s is to study the range of customer perspectives. Currently St. Paul’s attendance is largely from schools— about 14,000 students annually. It would be desirable to tap into a broader schools market in the metropolitan area. Schools from New York City’s five boroughs, Long Island and New Jersey already come to the site; but there is great potential to expand this market.

Branding in the local media is important, especially in concert with events and sites in the Hudson Valley. Increased brand association should be sought with Thomas Paine Cottage, the John Jay Homestead and Revolutionary War sites in White Plains (e.g., George Washington’s headquarters). Many architectural tours that concentrate on

Hudson River Valley historic sites come to St. Paul's as the southern terminus of their regional tours. This trend should be explored in terms of expanding new marketing strategies that are not Manhattan-based.

The marketing opportunities that St. Paul's offers should be addressed jointly by St. Paul's and the NPS Public Affairs office. The approach should be pro-active with appropriate lead times (not after the fact when promotional packages have already been made up by Public Affairs). All sites should view the Public Affairs office as their resource to help them market/project their site as a destination. With a clear understanding of the interpretive themes to be highlighted at the regional and local levels, the Public affairs office should be viewed as a supporting arm to site superintendents and managers. It is understood that this work can only be done in a coordinated fashion but the local sites need to request the necessary support.

Recommendations

- **Harbor Sides:** This bimonthly publication of the National Parks of the New York Harbor provides story ideas to media outlets. Continue to submit information to the editor in a timely manner (i.e., well before the publication date).
- **Media list.** Building on St. Paul's existing media list (dailies and weeklies) of publications that target audiences within one hour's drive of the site, work with Public Affairs to extend the sites marketing range further up the Hudson Valley with an expanded media list hitting those areas.
- This will allow for an exponential expansion in marketing for the next program period.
- Public Affairs will contact reporters from the expanded list to learn more about how they make choices regarding coverage. He will make reporters aware of potential feature stories, find out if they have visited St. Paul's, and ask if he can bring them for a press tour.
- Parent-oriented publications like *Westchester Parent*, *New York Parent*, *New York Kids*, and *Time Out Kids* are effective, free, and have a good reputation, but they have a long lead time for publication. Program information should be submitted at least 30 days in advance for the (usually) twice yearly publications (i.e., by June 1 for the July-December issue; by Thanksgiving for the January-June issue).
- It is essential to provide calendar items and program schedules, as well as feature opportunities related to themes, well in advance of the event. It will not help to contact a media outlet just days before an event is to take place.
- Marketing St. Paul's church to Manhattan audiences is likely to prove a much more difficult challenge.
- **Thematic links.** Thematic links will pique the interest of reporters if they are linked to current news stories. For example, St. Paul's theme relating to the important election of 1733 touches upon issues of universal suffrage and religious toleration, themes that might resonate in an

election year. Plan to provide some background information on the story as a foundation for the reporter's article.

- **Local tourism organizations.** Westchester County's tourism organization has been moderately effective, depending on available personnel at any given time. They have provided a connection in the past with a syndicated travel writer, distribute brochures and other materials, and prominently feature St. Paul's programs, including program schedule.
- **Signage needs assessment.** Solicit assistance from the Harpers Ferry Center for a signage needs assessment that will result in a whole new "feel" for St. Paul's signs. Signs do make a difference, as the site is located on an extremely active street. The billboard erected onsite every October to advertise the encampment that takes place there has been an effective marketing tool.
- **Marketing mix.** A marketing mix is essential to successful marketing. Each target provides different results. Different audiences will be reached differently. General media is effective for general audiences. Example at St. Paul's includes monthly musical events, which may include jazz, historical music, or an organ concert on the church's historic instrument, targeted to music lovers as well as history people.
- **School groups.** School group visitation at St. Paul's is sufficient at peak times; the site could not handle more without additional staff. School visitation has been growing 5-10% per year for some time, so this audience does not need to be specifically

targeted at this time. However, if the market could be broadened so that school group visits are spread throughout the year (later in fall, earlier in spring), this would expand this visitation base. In addition, programs might possibly be devised that would bring school groups to the site in the winter months (December through mid-March), when visitation is currently lower. Such programs would have to be based on the church, and probably would have to forego cemetery interpretation.

- **The random visitor.** St. Paul's does reasonably well with special events and groups, but would like to expand one untapped audience, the unannounced, unscheduled random visitor, looking to receive the basic tour of the site. Research to tap this audience will need to expand beyond the usual demographic studies (where from, income, race, etc.) to a more targeted approach, involving psychographics. That is, what special interest group members might enjoy a visit to St. Paul's?
 - Consider developing a program designed to appeal specifically to key audiences. This is easier than targeting "general history buffs." Potential programs: Revolutionary War programs to military history and Am Rev. aficionados, cemetourism for old cemetery buffs and genealogists, etc. New York State already has a well-developed market for Rev War groups, and St. Paul's is already a part of many of these organizations.
 - Research how these specialized groups get their information:

perhaps through hobby or specialty publications, conventions, etc.

- Church groups on church outings might be interested in church history. It is important for non-Christian religious groups to realize that St. Paul's has been de-sanctified, and is no longer a Christian church, but simply an historic site. It might be possible to develop a collateral marketing piece targeting church groups, perhaps emphasizing the freedom of religion theme. The Public Affairs Office could design and produce a limited edition of such a brochure, designed to be mailed, but also appropriate for posting on church bulletin boards.
 - Procure mailing lists for direct mailings of targeted brochure to church groups.
- Website links could provide important contacts. Ask reputable organizations if they would like to link to St. Paul's. Ask to be listed in their newsletters and linked to their websites.
- Marketing within the organization is important, too. Make sure colleagues in sister sites know about your programs.
- Cemetourism is a growing arm of interpretation. Various themed programs are possible at St. Paul's, including those based on soldier and slave burials, and religious symbolism. More research on this growing field is needed.
- Open House New York has been an effective tool for attracting visitation.

NPS is a member of the group, and participates in its activities.

- St. Paul's free admission could be more fully exploited in troubled economic times like these.

Summary of recommendations

- Update and distribute current media list to Public Affairs Office; inventory existing relationships
- Provide Public Affairs with next cycle program schedule.
- Develop lists of organizations that might have a special interest in St. Paul's programs.
- Create expanded media list; make contacts from that list.

National Park Service
U.S. Department of the Interior



Manhattan Sites
National Parks of New York Harbor

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