United States Department of the Interior

NATIONAL PARK SERVICE
Boston National Historical Park
Charlestown Navy Yard
Boston, MA 02129-4543

Spring 1996

Dear Reader:

During the last decade, Congressman John Joseph Moakley has provided the leadership in the Congress to save Boston's historic sites and restore them as national treasures. His personal commitment has resulted in $45 million in federal appropriations to restore such Freedom Trail sites as Faneuil Hall, the Old South Meeting House, and the Old State House. Now we must strengthen the Freedom Trail as a whole to provide for the future.

In the past year, we have developed a plan to build upon the Freedom Trail's historic legacy, to invigorate its message, and to increase its ability to sustain itself in the future.

We are heartened by the energy and commitment of the citizens of Boston, over 100 of whom have participated in several Freedom Trail Task Forces. They have created remarkable vision, consensus, and excitement around the Freedom Trail, and we are deeply grateful for their efforts. Additionally, Mayor Thomas Menino has stepped forward with a $500,000 challenge for capital improvements to the Trail.

Now the goal is to build the Freedom Trail's organizational capacity to carry forward its vital work. To that end, the plan suggests organizational mechanisms and financial strategies to achieve the Trail's goals.

With the foundation of national and city investment, and new energy from Boston's historic sites and citizen leaders, let us reinvigorate Boston's historic legacy for our city and its meaning for the world.

Sincerely,

John J. Betchtel
Superintendent

CITY OF BOSTON - MASSACHUSETTS

Dear Friends of the Freedom Trail:

Spring 1996

Boston's historic resources set us apart from other American cities. The Freedom Trail and its story are an important learning tool for Boston school children, residents and the millions of visitors who come to our city each year.

During the Bicentennial of 1776, the Freedom Trail received much attention from city leaders and the business community. After twenty years, it is time to revisit this important educational and tourism tool, define its place in the overall market and make necessary changes. These changes include reinvigorating interest from the business and public sectors and taking advantage of impressive new technologies and methods of interpretation.

The Freedom Trail Study, recently completed by the National Park Service, sets the stage for the revitalization that is necessary to sustain the historic sites along the Trail and our competitive edge in the tourism arena. The City of Boston has been an active partner with the National Park Service, the historic sites themselves, tourism and business leaders, and preservationists creating a strategy for the future of the Freedom Trail.

The implementation of this plan requires leadership from the private sector as well as the public and really expands the concept of public/private partnerships. The City will invest in capital improvements to the Trail, if we have the support of our partners. I urge each of you to continue to work with us as we implement a plan for the future of the Freedom Trail.

Sincerely,

Thomas M. Menino
Mayor of Boston
The Freedom Trail

A Framework for the Future

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Promoting the Trail's Resources
Building and Funding a New Partnership
What Have We Achieved?
The Freedom Trail connects the public buildings, houses, churches, burying grounds, markets, and battlefields where the early events of the American Revolution unfolded – the revolution of “minds and hearts”, the great debates and protests, the courageous acts of individuals like Paul Revere, the surge of battle at Bunker Hill; this story continues with the evolution of freedom in the early republic. The actors included men and women of many races, social classes, and cultural backgrounds. Nowhere in America are such a dramatic story and authentic historic setting concentrated in so small an area and embedded in the midst of a vital city. This rich resource is watched over by 250 people who work for a remarkable coalition of nationally respected historic museum sites, active Churches, the City of Boston, the Commonwealth of Massachusetts, the Boston National Historical Park, and the Freedom Trail Foundation – all charged with the Trail’s preservation, interpretation, and stewardship.
The Revolution Begins Here.
Stakeholders have coalesced around a bold new strategy to enhance, maintain, preserve, and promote the Trail.

The Freedom Trail's stakeholders are following a long tradition of stewardship: Daniel Webster dedicated the Bunker Hill Monument in 1843; Chicago's effort to buy the Old State House was thwarted in 1882 (above).
Overview

This complex layering of meaning and ownership, new and old, learning and entertainment, public and private is an asset of immense value—a 2.5 mile red line which...
- guides roughly 1.5-2.5 million people a year to nationally known historic sites
- largely follows colonial streets, interweaving historic and modern Boston
- represents an economic engine visited by roughly one fifth of the visitors who comprise Boston's $9 billion visitor economy
- is a matchless educational resource bringing students of all ages to the Revolution

Unfortunately, like historic sites everywhere, the Freedom Trail is facing critical challenges: nationally, highly marketed attractions are drawing visitors from the Trail and the story of the Revolution in Boston; diminishing public funds threaten valuable educational programs and essential preservation; faced by growing competition, Boston's visitor economy—which last year grew at one eighth the national pace—needs a stronger Freedom Trail; as the region becomes increasingly decentralized, an enhanced Freedom Trail is important to draw suburban residents to downtown. The economic, educational, and social cost of not investing in the Trail's future will be high.

The Trail's stakeholders—the Sites, the National Park Service, the Foundation, the City of Boston, the Commonwealth, and Task Force representing leaders from many walks of life—have coalesced around a bold new strategy to meet the challenges facing the Trail, based on the following goals:
- to transform the Trail from a line into a story—physical and programmatic improvements which engage visitors in compelling ways, interweaving Sites and Trail;
- to promote the Freedom Trail in ways which reawaken visitors and local residents alike to the Trail's excitement and value and increase visitation to the Sites;
- to create a strong new partnership able to implement the Plan and enhance, maintain, market, and preserve the Trail;
- to invite broader participation by individuals, corporations, the larger visitor industry and others in shaping and supporting the Trail's future.

The stakeholders have moved to create a precedent-setting partnership to implement the Plan. Mayor Menino has issued a challenge grant for the funds required to launch this effort—approximately $250,000 per year over the next two years (less than 3% of the current budget to operate the Trail and Sites) for the staff and key services necessary to unlock critical improvements. Over time, funding will be secured through a mix of public and private sources together with growing revenues generated by new Trail activities to implement the Plan which calls for:
- conveying the Freedom Trail's story, told through chapters rooted in the Trail's Sites and historic settings through inexpensive enhancements including new maps and brochures, words in the pavement, public art, new interpretation and programs, information kiosks, living history and similar techniques;
- a handsome new brick Trail and signage, improved regional access, and new transportation along the Trail (including a water connection to Charlestown) will enhance the visitor's experience;
- as more ambitious projects become possible, a state-of-the-art visitor orientation center and a sound and light spectacle at USS Constitution could provide exciting new tools to tell the story.
The Freedom Trail includes several of the most respected historic museums in America. However, like historic sites across the country, they are contending with deeply rooted challenges.

The visitor industry has changed, requiring historic sites to compete with visitor attractions possessing far greater promotion budgets and latitude in shaping innovative exhibits. The national press reported in 1995 that while history greatly interests Americans, visitation at historic sites has declined nationwide since the 1980s. Simultaneously, other types of attractions have experienced rapid growth, many of which have invested millions of dollars in shaping visitor expectations for dramatic technology and hands-on interactive exhibits to simulate important places and events. In contrast, the Freedom Trail Sites represent the dramatic story of actual people, places, and events which changed history. Recognized for their interpretive programs, the Sites lack the marketing and exhibit budgets to translate broad popular interest in history into growing visitation.

Aside from vehicles and food, the visitor economy is now the country’s largest retail industry and is increasingly important to cities across the U.S. While growth in visitation to Boston outstripped national trends in the 1970s, it has fallen behind since the early 1980s in the face of greatly increased competition. Unlike many popular attractions, Boston’s unique historic sites cannot be duplicated and represent a unique resource with considerable untapped potential.

Americans view history from a much broader perspective. The nation of 1950, emerging from W.W.II, sought consensus and saw the American Revolution through its heroes and great events. Today, Americans are much more interested in the contributions and circumstances of women and men of many cultures who shaped the surge of events and the larger interplay of economic, social, and other forces. The Freedom Trail Sites already offer a rich mix of programs which tell the stories of many diverse Bostonians who launched the American Revolution. However, only the Trail as a whole can weave together the full power and sweep of the Revolution in Boston.
Public funding is more limited which is creating greater competition for private funding. During the past decade the National Park Service invested more than $45 million in the preservation of Freedom Trail Sites including Faneuil Hall, the Old State House, and the Old South Meeting House. As the Park Service faces increasing funding cutbacks, who will pay for the next generation of preservation? Funding is expiring for nationally-recognized educational programs which bring 6,000 Boston school children and teachers each year to the Freedom Trail. The Old South Meeting House's plan to mount an ambitious new exhibit is endangered by lack of funds.

Boston has changed from what it was when the Trail was first proposed and the line was painted in the 1950s. The City and region which surround the Trail are:

- more diverse—Boston’s nonwhite population has grown 10 times and less than one-quarter of the city’s current residents lived here as recently as 1965; the City needs new common ground for its own residents;
- more fragmented—the downtown of 1950, where the region worked, shopped, and sought entertainment is no longer a single place which draws the region together; the region needs to rebuild the bonds between city and suburb;
- physically altered—bust, urban renewal, and boom have each taken their toll; for example, called “America’s premier urban walk,” one-third of the Trail now traverses a dreary urban environment; imagined by many as red brick, only 19% of the Trail’s length is actually brick, the 1.25 mile walk to the Navy Yard is devoid of a place to get even a cold drink.

How have these trends impacted the Freedom Trail?

The Freedom Trail Sites have lost half of their market share of visitors to Boston since 1980, and actual attendance has been flat. The Museum of Science, the New England Aquarium, and Museum of Fine Arts have added more than 1.3 million visitors during this period.

Initial results of a survey of visitors to Boston conducted by this project, including those who were walking the Freedom Trail ("Users") and those who were not ("Non-Users"), underscored problems and also pointed toward new opportunities:

- Freedom Trail Users are more likely to be from California than Massachusetts and far more likely to have walked or taken public transit to reach the Freedom Trail than to have driven— the Freedom Trail is not tapping deeply into a potentially strong market— regional residents;
- Freedom Trail Non-Users report that other attractions and activities are competing (successfully) for their time, and few Freedom Trail Users learned about the Trail from material prepared specifically about the Trail – underscoring the need to promote the Trail far more actively;
- Freedom Trail Users report that they find the Trail educational, but are less likely to term the Trail “fun” or to feel they have been transported back to the era of the American Revolution— pointing toward opportunities to enhance telling the story along the Trail.
Responding to Challenges: Freedom Trail Task Force

Early in the process many participants asked whether strengthening the Freedom Trail meant following the highly successful “Disney” model—integrating state-of-the-art technology, a highly managed visitor environment, and extensive promotion, and popular entertainment—to build broad new popular interest. While the Trail can benefit from Disney’s lessons, the Disney model itself is undesirable and unworkable in light of the historic integrity of the Trail’s Sites and settings and the spontaneity inherent in the surrounding vital living city. The Freedom Trail must develop its own paradigm which balances:

• the ability to enhance, promote, and operate the Trail as a cohesive system providing visitors with a rich array of interpretation, and opportunities to enjoy the Trail and the Sites
• ... while allowing visitors to discover and enjoy the Freedom Trail from diverse individual perspectives:

Both perspectives require the full integration of a strong Freedom Trail partnership possessing sufficient staff and budget— together with the skills, creativity and resources of the individual entities which collectively operate the Freedom Trail. These same challenges are shaping the other major National Park Service initiatives in Boston: the Boston Harbor Islands National Recreation Area, and interpreting Boston’s historic Fan Pier.

Following detailed analysis, documented in the Phase I Report—The Freedom Trail: Foundation for a Renewed Vision— the Park Service invited more than 100 leaders from every walk of life touched by the Freedom Trail—historians, the Sites; the Foundation, the City, the tourism industry, the preservation community, the cultural and arts communities, neighborhoods along the Trail, and others—to participate in a Task Force to identify opportunities along the Trail from the four critical perspectives which collectively embody the Trail’s mission, as:

• a story of great importance, integrity, and potential interest to many different types of visitors;
• an unparalleled wayfinding device for visitors to downtown;
• a key element in our visitor economy; and,
• an institution in its own right.
The **Story Committee**, chaired by Susan Wilson—a noted author and photographer who has written extensively about Boston's history—affirmed the focus on the American Revolution and identified key themes which should be more evident in telling the story, including the diversity of those involved, the reality of rebellion, the meanings of “freedom” 200 years ago, and other themes which form the basis for organizing the story into a narrative, interpreting the story at a visitor orientation center, and telling the story in compelling ways through techniques like living history.

The **Wayfinding Committee**, chaired by Antoinie Pollak of the Menino Project (formerly Executive Director of the Boston Preservation Alliance), approached the Trail as an unparalleled wayfinding device for visitors and residents which should be marked by a brick path throughout its length, embody the story, be enriched by public art, linked to transportation, and maintained (and monitored actively to protect its quality (blacktop should never be used to repair brick).

The **Visitor Economy Committee**, chaired by Tom Keshaw, Chairman of the Greater Boston Convention and Visitor Bureau and owner of the highly popular Cheers—approached the Trail as an important and under-appreciated visitor attraction in its own right which would benefit substantially from innovative approaches to marketing regionally and nationally, major new events such as Freedom Trail Week, and cross-promotion with others in the visitor industry.

The **Institution Committee**, chaired by Henry Lee, President of Friends of the Boston Common and Public Garden—recommended that the Freedom Trail Sites, Foundation, City, and Park Service forge a broad new partnership able to enhance, maintain, market, and preserve the Trail and raise the funds necessary to implement the Plan; the Committee then worked with the key participants to outline the key elements of this new partnership.
Chapter 1: Revolution of Minds and Hearts
"The Revolution was in the minds and hearts of the people."
John Adams

Storylines:
- intellectual origins of the revolution
- role of the religious movement
- leading figures in the Revolution
- loyalist point of view
- settlement of Boston

Chapter 2: The People Revolt
"A few men will never gain control of the colony."
George Cogswell

Storylines:
- role of women and children
- young men and women
- committee meetings and events
- battles and acts of violence
- British reactions, red coats
- the role of time, money, and weather

Chapter 3: Neighborhood of Revolution
"The hinge on which the future was to turn..."
Henry James

Storylines:
- collective neighborhood action
- the cause of freedom
- Paul Revere and the dramatic events of April 18-19, 1775
- violation of the North End and the city of Boston
- role ofIncrement and misery

Chapter 4: Boston Goes to War: in defense of freedom
"the blow which determined the contest... the event of independence was no longer doubtful"
Daniel Webster

Storylines:
- the Battle of Bunker Hill
- preparations for the battle
- consequences and aftermath
- the neighborhood and its contributions
- the USS Constitution and the War of 1812
- the Charlestown Navy Yard
- the building of the Monument

The Freedom Trail: the Revolution Begins Here
Plan

The Freedom Trail Plan integrates telling the story, tools to enhance the visitor experience, marketing, and an implementation strategy built around a new partnership between government, institutions, and the private sector.

_Telling the Trail’s Story_

The Freedom Trail’s future begins with its origins—the story of the beginnings of the American Revolution in Boston—a story of diverse people, acting both alone and together, whose thoughts and deeds led this country to revolution and independence. While the Trail, the Sites, and the larger city already convey the elements of this history, the first task is to transform the Freedom Trail from a line into a story which is accessible, compelling, fun and meaningful to large, diverse audiences. In fact the Trail, long viewed as a collection of fascinating places which defined a larger chronological coherence, can be understood as a cohesive story. Boston has the best story in America.

_The Revolution begins here!_ This overarching theme has four major chapters which allow the story to be told for the first time as a narrative, with the beginning, middle, and end that make any story meaningful. As each chapter grows out of the interpretation which occurs most actively at the museum Sites (Old South Meeting House, Old State House, Paul Revere House), Bunker Hill, USS Constitution, and Faneuil Hall, it explores a continuous story which weaves the Sites together and provides a fuller and more compelling visitor experience.
The Story

The story begins in Chapter 1: Revolution of Minds and Heats, told from The Common to the Old South Meeting House. The chapter's message is best conveyed by John Adams, "what do we mean by the American Revolution? Do we mean the American war? Revolution was effected before the War commenced. The Revolution was in the minds and hearts of the people..." What stories are told here? Children who protested British General Gage's prohibition against sledding on the Common, religious leaders who urged revolution at places like "Brattlestone Corner" (the corner of Park and Tremont Streets)...the words and thoughts of Otis, Hancock, Revere, Adams and other patriots buried at Granary and King's Chapel Burying Grounds...the British and loyalists' point of view introduced at King's Chapel (which is better—to be ruled by one tyrant 3,000 miles away, or by 3,000 tyrants one mile away)...the evolution of the ideas which flourished in Boston's early national years such as the rise of the Abolitionist Movement told at Park Street Church, the New Massachusetts State House, and the Shaw Memorial.

The story moves to Chapter 2: The People Revolt, told from the Old South Meeting House to the Blackstone Block, emphasizing the ferment and turbulence of revolt and the actions which led General Gage to mutter "I fear we will never gain control of the colonists." What stories are told here? James Otis' impassioned attack against The Rights of Assistance at the Old State House, the point from which the Declaration of Independence was first read to Bostonians 15 years later...Christopher Seider, the North End child whose murder preceded the Boston Massacre which shocked America and England...Phillis Wheatley, America's first published Black poet, a slave and member of the Old South Meeting House, who wrote a highly popular elegy to Christopher Seider...tumultuous meetings held at Faneuil Hall and Old South Meeting House which launched the Tea Party and forced colonists to choose sides.
The revolution is sparked in Chapter 1: Neighborhood of Revolution, told from the Blackstone Block to Copp's Hill (North End), which focuses on the dramatic risks and individual acts of patriots from all walks of life who became, as Henry James said, "the hinge on which the future was to turn." What stories are told here? At the Paul Revere House, his dramatic ride and the sacrifices of the Revere and other families during the Revolution, the history of the Old North Church, from which the lanterns were hung, one of the oldest churches in North America... the lives of countless early Bostonians reared in the North End like Cotton Mather and Ben Franklin (and a century later Rose Kennedy).... the early diversity of Boston's oldest neighborhood; in Revolutionary times the North End had a sizable African American community, many of whom are buried at Copp's Hill.

The story reaches its dramatic finale, and the war begins in Chapter 1: Boston Goes To War: In Defense of Freedom, told from Copp's Hill to Bunker Hill. As visitors walk from Copp's Hill, from where the British cannon fired on Charlestown, they are crossing a land and "sea" battlefield as sacred as Gettysburg. When Daniel Webster dedicated the Bunker Hill monument in 1843, he called the battle "the blow which determined the contest... When the sun of that day went down, the event of independence was no longer doubtful." What stories are told here? The surge of battle at "Bunker Hill", termed by British General Burgoyne "one of the greatest scenes of war that can be conceived"... the story of Charlestown, older than Boston and settled by Puritans at what is now City Square-- the site of the Great House, the first seat of government in Massachusetts... the ongoing defense of the Revolution's values symbolized by the USS Constitution and the untold stories of every generation of Bostonians who worked at the Charlestown Navy Yard since 1800.

And of course everywhere in downtown Boston, within memory of the Trail are landmarks that augment the story: the Black Heritage Trail, the Women's Heritage Trail, the new Holocaust Memorial, historic neighborhoods like Beacon Hill, and others.
The Freedom Trail

A Framework for the Future

The Freedom Trail Plan

The core of the Plan is a richer, more evocative, telling of the story— which weaves together the Sites and the public environment of the larger Trail. The Plan will be implemented by a new partnership between the Sites, the City, the National Park Service, the Freedom Trail Foundation and other key actors, supported by a mix of public, corporate, and foundation funding together with revenues generated by a number of new initiatives. Recommendations (shown in the accompanying illustrations) include telling the Story along the Trail by adding interpretive elements and programs, events and activities at key sites and public places along the Trail: undertaking major new projects which will draw residents and visitors to the sites and generate revenue; and public and private initiatives for making the Trail more inviting and convenient for visitors, including improving access to the Trail, the Trail itself, and transportation along the Trail.
The Freedom Trail: The

Turning a good line into a great story...

Boston has the best story in America – the beginnings of the American Revolution. The Freedom Trail connects the authentic sites and the dramatic events associated with the remarkable story of men and women of many races, social classes, and cultural backgrounds, whose thoughts and deeds led this country to revolution and independence. Four chapters tell the story of the Freedom Trail: the Revolution Begins Here! A story which unfolded in the public buildings, houses, churches, burying grounds, markets, and battlefields along the Freedom Trail.

Chapter 1:
Revolution of minds and hearts

Elements of the Plan...

Chapter 2:
The People Revolt

THE TRAIL & THE CITY:
Nowhere in America are such a dramatic story and authentic historic setting concentrated in so small an area – and embedded in the midst of a vital city.

QUOTES IN THE TRAIL:
Thoughts, maps, and other interpretive devices embedded in the pavement along the Trail will convey the words, thoughts, and actions of those who launched the Revolution.

LIVING HISTORY:
Costumed interpreters providing "living history" will invite visitors back into the revolutionary period.

PUBLIC ART & INTERPRETIVE ELEMENTS:
Public art, such as a sculpture depicting the Tea Party outside the Old South Meeting House and Old Corner Bookstore – and at a dozen other key public places along the Trail, such as the Boston Massacre Site, and the Artery Crossing – will enliven the Trail and its dramatic stories.

SPECIAL EVENTS:
Expanding and developing new special programs – People and Places and a Freedom Trail Week – will draw large numbers of people, including perhaps every child in Boston's school system, to interact with the Trail and the Sites.

SITE PROGRAMS:
Expanding the strolling, in-depth quality interpretation at key Sites will bring the story to life along the Trail.

TOURS & INFORMATION:
Tours will tell the story using high-quality maps and brochures. Information, keyed to public art along the Trail, logo "wands," could be programmed to tell the story in many different languages, and to appeal to many different interests.
Chapter 4: Boston Goes To War:
in defense of Freedom

VISITOR CENTER:
A visitor orientation center will provide the
single most effective way
to re-awaken people to the
triumphs of the
Freedom Trail's story.
Infusing them with its
temptation, and sending
them off to explore the
Trail and the sites.

NEW INTERPRETATION:
For example, a variety of
interpretive techniques will tell
the story of the Battle of
Bunker Hill which raged to
both sides of the Charlestown
Bridge and in historic
Charlestown neighborhood.

NEW BRICK TRAIL & SIGNAGE:
The City has proposed enhancing
the physical Trail by paving it as a
continuous red brick line, adding
new information blocks to help
visitors find their way and tell the
story, and installing bronze
medallions marking official
Freedom Trail Sites.

Chapter 3: Neighborhood of
Revolution

RESTORATION/PRESERVATION
The City is restoring and interpreting the
historic burying grounds to communicate
their stories to residents and
visitors alike.

TRANSPORTATION:
A water connection between the
North End and Charlestown,
and a Freedom Trail ride—both
combining transportation,
interpretation, and entertain-
ment—will enhance visitor
convenience. Regional signage
will guide visitors to downtown
parking and public transportation
serving the Trail.

SOUND & LIGHT:
A sound and light spectacle at the Charlestown Navy Yard will tell
the story of USS Constitution and ten generations of Bostonians
working in defense of freedom, creating a dramatic new attraction.
The stakeholders have moved to create a precedent-setting partnership to implement the Plan.

Mayor Menino has issued a challenge appropriation to launch the Plan. The City will rebuild the Trail as a continuous brick path with handsome new signage kiosks if others will match the amount by providing the approximately $250,000 per year over the next two years required to support a bold new Freedom Trail Partnership. Over time, additional funding will be secured through a mix of public and private sources together with growing revenues generated by new Trail activities. New funding will support a mix of Core Elements— including Operations and Programs—and Public and Private Improvement Projects (many of which will in turn generate revenue).

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**Summary of Plan Elements**

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<th>Core Elements</th>
<th>Phasing—beginning (year(s))</th>
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**Programs—Food to Fall the Way**

| Planting Plan (grant required)     | 1-2                           | $150,000                          | grants, donations         |                           |
| Visitors and other maintenance   | 1-4                           | $3,500,000                        | grants, donations         |                           |
| **Total**                         |                               | $3,650,000                        |                           |                          |

**Improvement Projects**

| New Fixing and Signage Kiosk     | 1-2                           | $300,000                          | grants, donations         |                           |
| Public Grounds Projects          | 1-2                           | $200,000                          | public sources            |                           |
| Banner Hill Enhancement          | 1-2                           | $500,000                          | grants, donations         |                           |
| Preservation Trust               | 1-4                           | $1,500,000                        | grants, donations         |                           |
| Water Conservation               | 2-3                           | $1,200,000                        | grants, donations         |                           |
| Bicycle Routes                   | 1-2                           | $300,000                          | grants, donations         |                           |
| MBTA Park Road                   | 1-2                           | $100,000                          | grants, donations         |                           |
| Access and other facilities      | 2-3                           | $1,000,000                        | grants, donations         |                           |
| Visitor Information Center       | 3-5                           | $6,500,000                        | grants, donations         |                           |

**Summary: Costs and Revenues** (1998 $s in 000's)

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**Core Elements**

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**Improvement Projects**

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</table>

*Note: overhead costs for management*

**Prepared for**

Boston National Historical Park

United States Department of the Interior
National Park Service

**Prepared by**

David Dixon/Goody Clancy planners and urban design
A division of Goody Clancy & Associates

May 1996
Enhancing the Visitor Experience

The Sites, of course, play a very prominent role in telling the story and much of the visitor's experience will be shaped by time spent within the Sites. However, the story virtually disappears from view between the Sites. Although the museum Sites and the Bunker Hill Monument convey evocative elements of the story and its meaning, probably fewer than one quarter of those who visit the Trail visit even one of these Sites. The National Park Service ranger tours along the Trail draw out wonderful examples of the richness and significance of the story to be found along the Trail but reach only 30,000 people. The core of this Plan is to develop a richer, more evocative, telling of the story which weaves the Sites and Trail together.

Tools for Telling the Story along the Trail

There are many tools for telling the story; the most essential are described below.

Interpretive elements

Transforming the Freedom Trail from a line into a story begins with high quality maps and brochure information. These can be keyed to simple words in the pavement, contained in small granite or bronze plaques embedded in the Trail, which tell the story along the Trail and bring to life what freedom and revolution meant to 18th century Bostonians. For example, these words which convey what freedom meant to leading 18th century Bostonians are deeply moving today:

- “I see the clouds which now rise thick and fast upon our horizon, the thunder roll, and the lightening play, and to that God who rides the whirlwind and directs the storm I commit my country.” Josiah Quincy

- “I must study politics and war that my sons may have liberty to study mathematics and philosophy... in order to give their children a right to study painting, poetry, music...” John Adams

- “What we meant in going for those red coats was this: we had always governed ourselves, and we always meant to.” Levi Preston

The Boston Parks Department has already embarked on a similar program to interpret the City's Burial Grounds including those along the Freedom Trail.
Key public places represent opportunities to tell the story and enhance the public environment. The Tea Party story could contribute to the plaza between Old South and the Old Corner Bookstore.

Words in the pavement could convey what freedom meant to patriots and help tell the story of sites like the Old Granary Burying Ground.
Key public places along the Trail represent interpretive opportunities to use public art and other tools to tell the story, and in the process become enhanced as public spaces. Particular opportunities include:

- A map in the pavement near the Boston Common Visitor Information Center could convey a geographic and narrative orientation to the events in Boston leading to Revolution.
- Public art depicting the Tea Party story could be an integral element in improvements to the plaza between Old South and the Old Corner Bookstore.
- At Washington Street and Spring Lane, an installation could commemorate the site of the first settlement of Boston.
- The colonial streets of the Blackstone Block offer a wonderful opportunity to tell the story of patriots gathering at the Green Dragon Tavern and publishing the Massachusetts Spy.
- The point at which the Freedom Trail crosses the Central Artery will represent a unique new urban environment— a wonderful opportunity to create a children's event along the Trail and to recall Boston's early topography and fabric.
- North Square in the North End is a natural setting for costumed interpreters to weave together the story of the Revolution and family life.
- The story of the Battle of "Bunker Hill" could begin with public art along the North Washington Street Bridge, possibly augmented by telescopes which look back into history to view the battle which raged on both sides of the Bridge.
- The Bunker Hill Monument and Raytheon Pavilion offer an important opportunity to link the story of the Battle to historic Charlestown— possibly in conjunction with the existing under-funded private museum at the Site.
- An interpreted water connection between Charlestown and the North End could weave together the Battle, the beginning of Paul Revere's ride, and the exploits of USS Constitution.
- The Charlestown Navy Yard offers innumerable opportunities to tell the ongoing story of the lives of 10 generations of Bostonians who built the U.S. Navy.

Words in the pavement, public art, and other forms of interpretation should weave unobtrusively into the larger urban context— preserving for visitors the thrill of discovering the Blackstone Block minutes from the Financial District, the Paul Revere House embedded in the fabric of the North End, and the solitude of the Burying Grounds.
British satirist mocks the British government's effort to stave Bostonians into submission.
Living history, told by authentically costumed interpreters, can be a wonderful tool for evoking the Revolutionary period and interacting with visitors. Last summer the Foundation inaugurated the Freedom Trail Players; a yet more ambitious example is offered by Plimoth Plantation which literally invites visitors into the colonial era. For example, in the North End costumed interpreters, educated in the American Revolution and working closely with Revere House interpretive staff, could talk of Paul Revere's ride and his family and other patriot neighbors, describe interactions with local British troops, report rumors of impending battle at Bunker Hill, describe the privations imposed by British occupation, and engage visitors in many other ways.

Expanding the staffed, museum-quality interpretation available at the museum Sites and through the Boston National Historical Park to Sites which receive minimal active interpretation (the Park Street Church, Boston Massacre Site) and to other significant points along the Trail (Brimstone Corner, the Blackstone Block) would be a highly effective way to bring the story to life all along the Trail. Partnerships could be formed between adjacent Sites—Old South Meeting House and Kings Chapel and the City for the nearby Burying Grounds, the Old State House and the City for Faneuil Hall, the Paul Revere House and the two nearby North End Sites, and the Park and various Sites. This added responsibility, which would involve providing interpreters, developing interpretive programs, conducting ongoing research, etc., would take advantage of expertise and core staffs already in place and would be a highly efficient and effective way to extend and enrich interpretation along the Trail.

Many popular special programs and events sponsored by the Sites, the Park, and the City already exist along the Trail—Tea Party reenactments at Old South Meeting House, children's programs at the Old State House, Patriots Day activities and holidays at the Paul Revere House, Graveyard Ghosts at the Granary, and others. These programs, along with educational and other programs, form an excellent basis for major events to draw large numbers of people— including potentially every child in Boston's school system—to interact with the Trail and the Sites.

Visitors could rent audio “wands” at Sites and other points designed to tell the story in many different languages and to appeal to many different interests. The wands, which can be triggered by remote sensors located along the Trail, could enable visitors to take an extraordinarily wide range of self-guided tours of the Trail and Sites, ranging from two hours to two days, and extending from basic history to highly detailed literary history, art, architecture, politics, Women's history, Black history, and many other aspects of Revolutionary Boston. Audio wand technology already represents a proven revenue source in other settings.
A visitor orientation center would infuse visitors with excitement, sending them off to explore the Trail and the Sites.

A sound and light show at USS Constitution would draw visitors to spend a summer day and evening along the Trail.
New ways to tell the story

In addition, two major new projects have been proposed to enhance Boston's ability to attract visitors interested in history, draw residents and visitors to Freedom Trail and Sites, and provide new tools for telling the story. As important new elements along the Trail, both must be planned and executed to build the numbers of people who walk the Trail and visit the Sites. Like a number of other proposals, both of these projects offer the opportunity to generate revenue for the Trail; however, the first steps are feasibility studies and private sponsorship.

A sound and light spectacle at the Charlestown Navy Yard could tell the story of USS Constitution and the ongoing defense of freedom. This ongoing event would draw new visitors to walk the Trail and end their day at the Navy Yard on a summer evening. Using state-of-the-art laser technology, sound effects, including period music, delivered through ear phones (avoiding impacts on nearby Charlestown residents), and a mix of video projection techniques, a sound and light show could be combined with a full program of evening activities at the Charlestown Navy Yard, including picnic dinners by the Harbor and water transportation from downtown. Offered every night of the week in-season, the program could reach audiences of more than 50,000-100,000 people per year.

A visitor orientation center would provide the single most effective way to reawaken people to the drama of the Freedom Trail's story, infusing them with its excitement, and sending them off to explore the Trail and the Sites. The National Park Service Visitor Center at 15 State Street and the Boston Common Visitor Information Center are both important, but far too small to use audio-visual and other emerging tools to awaken visitors to the excitement of the Trail or to offer comprehensive Freedom Trail orientation and services. Like the Sound and Light Show, a visitor orientation center would offer an important opportunity to introduce state-of-the-art technology to telling the Freedom Trail's story, creating a vivid context for the story told in the Sites and along the Trail.

Moving visitors through a gallery sponsored by the Sites and a short state-of-the-art audio visual program, a facility of possibly 20,000–25,000 square feet could welcome 500,000–1,000,000 people per year to the Freedom Trail and the Sites. Unlike conventional visitor attractions which are intended to hold visitors, the visitor orientation center would be designed to draw large numbers of people onto the Trail and the streets of downtown Boston. Several possible locations have been suggested based on key criteria—proximity to the Freedom Trail, public transportation, and public parking—including the vicinity of the Boston Common, the Government Center area, the new Central Artery, and the Charlestown Navy Yard.

A visitor orientation center offers the best opportunity to tie the story's many elements together.
A modest route change would enhance the Trail in Charlestown; a Freedom Trail "Ride" and water connection to Charlestown would strengthen links along the Trail.

Mayor Menino has appropriated funds to create a continuous brick Trail with signage kiosks.
Tools for making the Trail more inviting and convenient

The Freedom Trail is currently marked by many different materials, most notably layers of red paint. At times the Trail appears to head in several directions at once and at others apparently disappears completely. The physical quality of the Trail—its material, handicapped accessibility, signage, maintenance—are critical to shaping visitors' impressions of the Trail and of Boston. Mayor Menino has issued a challenge grant to the private sector, as the first step in a partnership to enhance the Trail, to pave the entire Trail as a continuous red brick line, add new information kiosks to help visitors find their way and tell the story, and install bronze medallions marking official Freedom Trail Sites.

The Freedom Trail may be the ultimate symbol of Boston as a walkable city, but many visitors, particularly the rapidly increasing number of older visitors and visitors with young children, need other convenient options for traveling portions of the route. The Freedom Trail is well served by the MBTA, particularly the Green Line, and this fact should be better publicized. An additional option which would combine transportation with interpretation and entertainment, would be a dedicated Freedom Trail Ride, possibly run in partnership with the Freedom Trail. The current popular trolley tours, which report 1,000,000 passengers per year, allow visitors to see Boston, but at the same time generally bypass the Sites. Initial discussion indicates that a dedicated Freedom Trail trolley is feasible.

The 1.25-mile hike from the North End to Charlestown via the Charlestown Bridge is devoid of services, interest, and shade and discourages many visitors. A water connection, also operated in partnership with the Freedom Trail could link the Trail in the North End more directly to USS Constitution which draws as many as 1,000,000 visitors per year, and could be combined with interpretation—for example Paul Revere's crossing to Charlestown.

Minor route improvements would enhance the Trail. The most notable would be to shift the route between the Bunker Hill Monument and the Navy Yard to pass through the historic Training Field, reducing the current distance by roughly half. Consideration should also be given to approaching the Monument via Monument Avenue which offers a dramatic view of the Monument.

Access to the Freedom Trail can be made far more convenient, both by car and by public transportation. Public transportation offers great untapped potential. There are more than 20,000 park and ride spaces available on summer weekends, with another 10,000 in the pipeline by the year 2000, available along the MBTA's transit and commuter rail lines. A public information campaign would alert visitors from the region and suburban hotels to this very convenient way to spend a day along the Freedom Trail and in downtown Boston.

Major regional routes to downtown could be marked by signs "follow this route to historic Boston and the Freedom Trail" leading visitors directly to the roughly 15,000 parking spaces available near the Trail on Spring and Summer weekends. Pedestrian signage would then direct visitors to the Trail and the visitor orientation center. The general perception that driving to, and parking in, downtown are difficult contributes to the relatively low regional use of the Freedom Trail—confirmed by the survey finding that roughly one-tenth of visitors drove to the Trail. While emphasizing public transportation is important, attracting more residents from the region into the downtown on weekends would be healthy for the Freedom Trail and the City.
Promoting the Trail’s Resources

The Museum of Fine Arts in Boston and other national museums have demonstrated the power of promotion to generate broad public interest for exhibits that once drew modest audiences. The inherent power of the Freedom Trail’s resources and setting is affirmed by the millions who have walked the Trail despite the lack of direct promotion (due to the Sites’ funding limitations and Park Service’s mandate). The Visitor Economy Committee set forth an agenda to promote the Freedom Trail as the drama of real people, places, and events which changed the course of history, and to broaden awareness of the Trail to large under-represented audiences such as residents of the region, senior citizens, minorities, business travelers, and others:

- promote core story themes to target audiences—revolution is of interest to many Americans; freedom draws more international visitors, the history of Boston draws others seeking a lively downtown; cultural diversity recognizes the breadth of today’s visitors;
- develop regular major advertising campaigns;
- prepare state-of-the-art promotional materials including videos, a web site, etc;
- increase educational programming—expand existing Site and Park Service programs (which reach 50,000 school children) and add entertaining elements to the Trail to promote to families through children (an example of the inter-relationship of promotion to other activities);
- inaugurate the Spring tourism season with Freedom Week, a Trail-wide festival, to reacquaint the region and the tourism trade press with the Trail each year;
- introduce cross-marketing with hotels, airlines, corporations, rental car companies and others—guest packages including passes to Sites and discounts to nearby restaurants and other businesses;
- expand travel information through regular review of travel books and guides;
- conduct ongoing visitor surveys;
- expand press/ media relations which would require available press kits and establishing relationships with television media—particularly the morning news/feature shows.

Increased promotion is essential to reach new markets and reawaken interest in the real people, places, and events the Trail represents.
Building and Funding
A New Partnership

The Freedom Trail is an extraordinary coalition of institutions; this diversity is an enduring strength. To implement this Plan and meet the Trail’s challenges, the coalition’s key members— the Sites, the City, the Foundation, and the Park Service— have committed to building a bold new partnership.

A strengthened Freedom Trail Foundation

The Foundation has championed the cause of the Freedom Trail since the 1960s. In recent years the Council of Sites has emerged as a forum for increased cooperation among the Sites. Both have recognized the essential need to combine the energies of all parties into an integral Freedom Trail organization which recognizes that the fates of the Trail and the Sites are inextricably linked. This Plan calls for the strengthening of the Foundation as the agent for renewed partnership based around three principles:

- the current system of minimal coordination is no longer working in light of growing challenges;
- a Freedom Trail-wide organization must represent a true partnership of all key stakeholders;
- the new partnership, while drawing on the skills and commitment of the current actors, must also recruit people at a board level able to raise significantly greater dollars from the private sector and advocate for public support.

The strengthened Foundation will continue to value strong voluntary links and the independence of member institutions drawn together by a unifying purpose which must periodically be renewed. The organization itself will operate at three levels: policy—the board, charged with broad direction for the Freedom Trail and fund raising; implementation—staff, charged with marketing, fund raising support, program, coordination, and other efforts; and working committees—an opportunity for all interested people to work with staff on a wide variety of programs. The Sites will be integrally involved at each level.

Mayor Menino has issued a $500,000 challenge appropriation to begin the Trail's renewal. A graduation at the Old South Meeting House (above), the Sites serve residents and visitors alike.
Business plan strategy

In 1995, the collective operating budgets of the Freedom Trail Sites, the Boston National Historical Park and the City of Boston to staff and operate the Trail totaled roughly $11 million. This figure is on par with the budgets of Boston's most respected cultural institutions and visitor attractions—the New England Aquarium, Museum of Science, and Museum of Fine Arts. However, this budget level is not sufficient to meet the deeper challenges facing the Trail. The Freedom Trail must turn to its own business plan strategy, based on the following key principles:

- **new funding from a partnership between public, private, and foundation sources**;
- the Plan will be phased and implemented as funds become available;
- each element is viewed as a stand alone project with a specific strategy;
- many elements will sustain themselves, requiring an entrepreneur and seed funds.

To launch this Plan, Mayor Menino has issued a challenge appropriation of $500,000, contingent on others matching this amount by December, 1998. The anticipated matching funds will be used to initiate Core Elements which lay essential groundwork for the Trail's future. Additional public and private funds will be sought for other important Public and Private Improvements.

Core Elements

- **Operations**—staffing, office space, and support; basic marketing, fundraising, and public relations programs; maintaining current educational programs. The Operations budget is approximately $475,000 per year. The National Park Service intends to invest $200,000 annually (in cash and kind) in a renewed Freedom Trail; the difference largely represents the amount of Mayor Menino's challenge, to be secured primarily through corporate and foundation fundraising and revenues.
- **Programs**—quotes in the pavement; basic interpretive improvements along the Trail; additional marketing programs; expanded Site interpretation; a preservation trust fund; feasibility studies for a sound and light show and a visitor orientation center; expanded events such as living history. The annual cost of these programs averages $300,000 over five years. More than half of the expenditures for these Programs can be supported through earned income through a combination of retail sales, licensing opportunities, special events, parking revenues, and enterprises such as the “audio wand” system. In addition, supplemental funds will be sought through national and local foundation grants, targeted at specific fundable programs, and through special campaigns focused on particular programs.

Public and Private Improvement Projects:

- **Public Projects**—significant reconstruction and rehabilitation projects for major elements along the Trail, and some Sites: a continuous red brick Trail and signage kiosks; interpretation projects—for example at the Boston Massacre Site, and the plaza between Old South and the Old Corner Bookstore; essential repairs and new interpretation at the burial grounds; substantial rehabilitation of the Bunker Hill Monument and enhanced interpretation. The City is committed to totally rehabilitate the Trail itself as it winds through Boston. This project and the other capital projects identified in this Plan, which range from $30,000 to $5 million, will be undertaken over the next five to 10 years as funds can be identified to pay for them. In this way, the organization will not be burdened with major capital costs. It is expected that the Foundation will take a major role, with the other Trail partners, to identify and pursue funding for each of these capital projects, and others not now foreseeable.

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**Summary: Costs and Revenues**

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<th>[1996 $'s in 00's]</th>
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**Private Projects**—primarily interpretive and transportation projects, including the major new projects which can sustain themselves through collected revenues: a Freedom Trail Ride and water connection; an “audio wand” rental program; a visitor orientation center; a sound and light spectacle at the Charlestown Navy Yard. The most ambitious portion of this Plan involves exciting bold concepts to implement major new self-supporting projects that will amplify the visitor experience. Each of these projects, which range in cost from $100,000 to over $6 million, also have the potential potentially to support other aspects of the Trail, and to benefit the City’s economy. These projects will likely be introduced at different stages over the next 10 years. A basic tenet of the business plan will be that each project must stand alone, must ultimately be self-supporting and must enhance the visitor experience to the Trail. Each of these projects must have its own business plan, with clear financing strategies and revenue streams. None will become a drain to the basic work of the Foundation.

The funds to be raised from private sources are essential to the Freedom Trail’s long-term viability. The amounts anticipated in this plan are achievable—they will spell the difference between a vital Freedom Trail and one which gradually succumbs to the pressure besieging historic sites everywhere. A detailed business plan strategy is provided in the Appendix.

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### Summary of Plan Elements

<table>
<thead>
<tr>
<th>Core Elements</th>
<th>Phasing—begin year(s)</th>
<th>Development budget (over 5 years)</th>
<th>Projected source of funds</th>
<th>Direct revenue potential</th>
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### Improvement Projects

| Name, Pathing and Signage Enthusiast | 1-3 | $200,000 | MAPS | None |
| Burial Grounds Projects | 1-3 | $250,000 | public/private | None |
| Freedom Trail Banners | 1-3 | $500,000 | public/private | None |
| Bunker Hill Monument | 1-10 | $5,000,000 | public/private | Moderate |
| Freedom Trail Ride | 1 | $125,000 | seed capital | High** |
| Water Connection | 1 | $150,000 | seed capital | High** |
| Accessibility Support | 2 | $500,000 | public | None |
| MBTA Park-Ride | 1 | $200,000 | public | None |
| Sound and Light Spectacle | 1-5 | $1,500,000 | seed capital | High** |
| Visitor Orientation Center | 1-5 | $6,500,000 | seed capital | High** |

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*Initial startup costs for organization.
**Should provide surplus revenues over long term to cover other activities.
***In the form of a loan, grant, investment or other contribution can be repaid through ongoing revenues after full operation.
What Have We Achieved?

In moving forward, the Freedom Trail’s stakeholders are continuing a long history of stewardship in ensuring that the story and meaning of the American Revolution in Boston are conveyed to future generations. Dr. John Collins Warren bought the Bunker Hill site in 1818 to protect it from expanding settlement. In the face of a growing downtown, the Old South Meeting House represented the first preservation success in New England in 1876, followed by the Old State House in 1882 (thwarting plans to ship the building to Chicago). Family members and civic leaders restored the Paul Revere House in 1908. In 1951, William Schofield of the Boston Herald Traveler and Bob Winn of Old North Church proposed the Trail to fight the effects of the then declining downtown. Bostonians campaigned successfully in the early 1970s to create the Boston National Historical Park which in turn invested $45 million in critical preservation.

* We will have repaired an essential engine for Boston’s visitor economy; currently the Trail’s visitors spend an average of 3.5 days in Boston— if just 2% of Boston’s business visitors choose to spend one additional day in Boston to visit the Freedom Trail, the region’s economy will be enriched by $20,000,000.

* We will have helped build a stronger city—enhanced the physical character of our public environment—both the Trail itself and the prominent public spaces through which it passes, secured an educational resource of immense value for schools across the region, drawn people from the suburbs and city together to enjoy one of the region’s few remaining “common grounds.”

* We will have carried out our responsibilities as stewards.