



Foundation Document Federal Hall National Memorial

New York

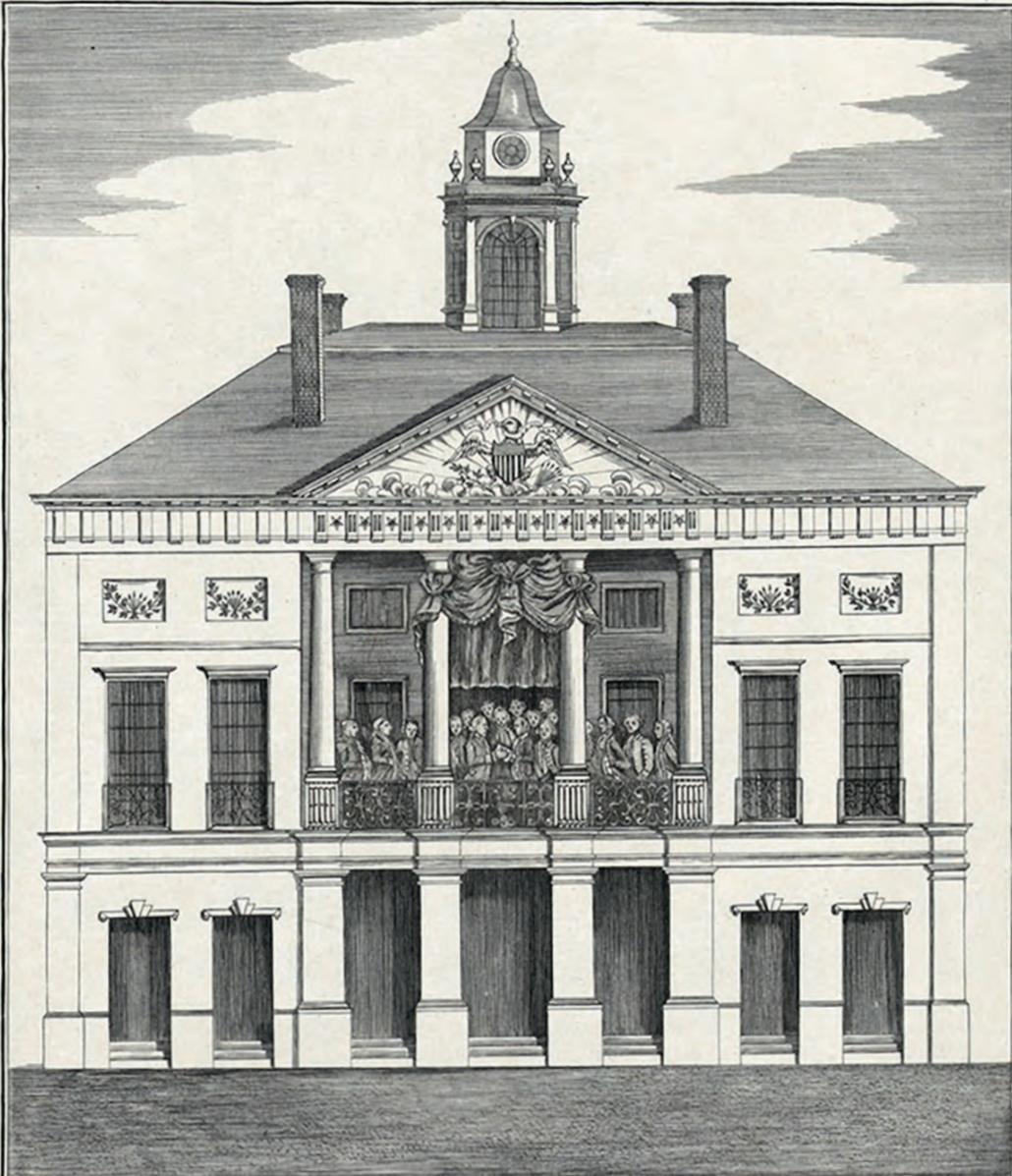
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Peter Lacour delin.

A Doolittle Sculp^t

FEDERAL HALL
The Seat of CONGRESS

Printed & Sold by A Doolittle New Haven 1790

Re-engraved on copper

by Sidney B. Smith

The Society of Sconophiles
NEW YORK
1822

Mission of the National Park Service

The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS core values are a framework in which the National Park Service accomplishes its mission. They express the manner in which, both individually and collectively, the National Park Service pursues its mission. The NPS core values are:

- **Shared stewardship:** We share a commitment to resource stewardship with the global preservation community.
- **Excellence:** We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- **Integrity:** We deal honestly and fairly with the public and one another.
- **Tradition:** We are proud of it; we learn from it; we are not bound by it.
- **Respect:** We embrace each other's differences so that we may enrich the well-being of everyone.

The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises more than 400 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.



The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological values.

Introduction

Every unit of the national park system will have a foundational document to provide basic guidance for planning and management decisions—a foundation for planning and management. The core components of a foundation document include a brief description of the park as well as the park’s purpose, significance, fundamental resources and values, other important resources and values, and interpretive themes. The foundation document also includes special mandates and administrative commitments, an assessment of planning and data needs that identifies planning issues, planning products to be developed, and the associated studies and data required for park planning. Along with the core components, the assessment provides a focus for park planning activities and establishes a baseline from which planning documents are developed.

A primary benefit of developing a foundation document is the opportunity to integrate and coordinate all kinds and levels of planning from a single, shared understanding of what is most important about the park. The process of developing a foundation document begins with gathering and integrating information about the park. Next, this information is refined and focused to determine what the most important attributes of the park are. The process of preparing a foundation document aids park managers, staff, and the public in identifying and clearly stating in one document the essential information that is necessary for park management to consider when determining future planning efforts, outlining key planning issues, and protecting resources and values that are integral to park purpose and identity.

While not included in this document, a park atlas is also part of a foundation project. The atlas is a series of maps compiled from available geographic information system (GIS) data on natural and cultural resources, visitor use patterns, facilities, and other topics. It serves as a GIS-based support tool for planning and park operations. The atlas is published as a (hard copy) paper product and as geospatial data for use in a web mapping environment. The park atlas for Federal Hall National Memorial can be accessed online at: <http://insideparkatlas.nps.gov/>.



Part 1: Core Components

The core components of a foundation document include a brief description of the park, park purpose, significance statements, fundamental resources and values, other important resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

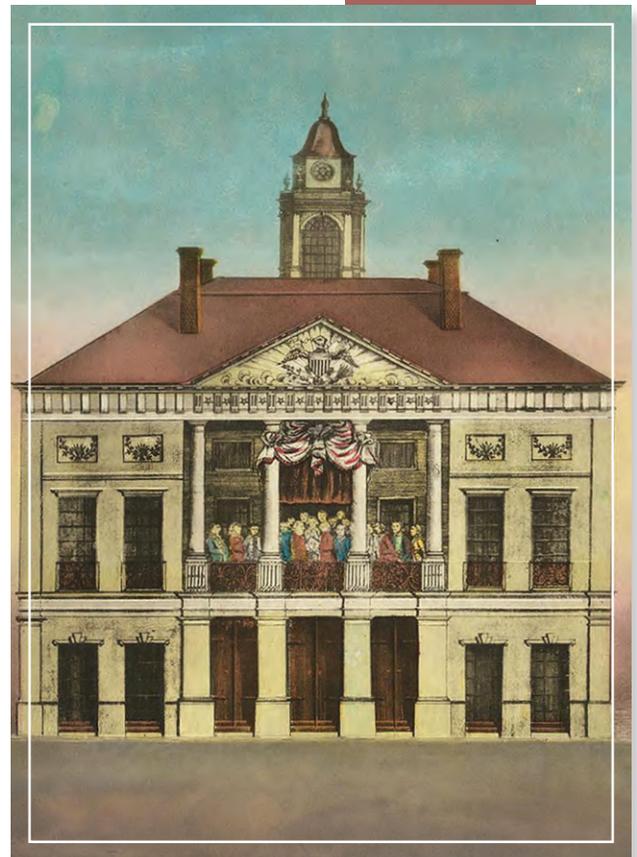
Brief Description of the Park

Federal Hall National Memorial is in lower Manhattan in the heart of the financial district at the intersection of Wall, Nassau, and Broad Streets. The existing Federal Hall National Memorial building is the third structure known to have occupied the site. (Please note that the park unit and the building share the same name—Federal Hall National Memorial.) The first building, completed in 1703, was New York City’s City Hall and eventually housed some of the government functions of our young nation including the Common Council, Provincial Assembly, and the courts. It was here, in 1735, that John Peter Zenger was jailed, tried, and acquitted of libel for exposing government corruption in his newspaper—an early victory for freedom of the press. In 1765, the Stamp Act Congress met in City Hall and the building became the permanent home for the Articles of Confederation from 1785 to 1788.

When the Constitution was ratified in 1788, New York remained the national capital. Pierre L’Enfant was commissioned to remodel City Hall for the new federal government and the building was renamed Federal Hall. It became the first capitol of the United States under the Constitution, and, on April 30, 1789, George Washington was inaugurated on the building’s second-story balcony. The first U.S. Congress officiated in Federal Hall and in 1789 adopted the Bill of Rights. When Congress and the capital moved to Philadelphia in 1790, the building again housed city government offices until 1812, when Federal Hall was demolished.

Shortly after the first Federal Hall was demolished, a small brick building was constructed and became the U.S. Customs House. As lower Manhattan quickly became the financial center of the nation, the need for a larger customs house grew. In the late 1830s, the brick building was demolished and construction of the existing building began; the new U.S. Customs House was completed in 1842. In 1862, the primary use of the building would change again when it became the U.S. government’s main sub-treasury. Millions of dollars of gold and silver were kept in the basement vaults, until the Federal Reserve Bank replaced the sub-treasury system in 1920. In 1939, the Secretary of the Interior designated the building as a national historic site, and in 1955 it was redesignated as Federal Hall National Memorial.

The exterior of Federal Hall National Memorial was modeled after the Parthenon. The principal facade fronts Wall Street, and the rear fronts Pine Street. The structure is 177 feet long and 89 feet wide and occupies an area of just less than 0.5 acres. It is constructed completely of stone with a white marble exterior. Today, the building houses the administrative offices of Manhattan Sites, NPS Northeast Field Offices, cooperators’ offices and classrooms, and exhibits pertaining to the history of the site. Federal Hall National Memorial occupies a prominent position on Wall Street and offers a popular platform for speakers and programs addressing large crowds of tourists and financial district workers.



Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Federal Hall National Memorial was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The park was established when the enabling legislation adopted by Congress was signed into law on August 11, 1955 (see appendix A for enabling legislation and legislative acts). The purpose statement lays the foundation for understanding what is most important about the park.

FEDERAL HALL NATIONAL MEMORIAL commemorates the inauguration of George Washington as America's first president, is the site of the first American capitol under a federal constitution, the birthplace of constitutional government, and where Congress adopted the Bill of Rights.



Park Significance

Significance statements express why a park's resources and values are important enough to merit designation as a unit of the national park system. These statements are linked to the purpose of Federal Hall National Memorial, and are supported by data, research, and consensus. Statements of significance describe the distinctive nature of the park and why an area is important within a global, national, regional, and systemwide context. They focus on the most important resources and values that will assist in park planning and management.

The following significance statements have been identified for Federal Hall National Memorial. (Please note that the sequence of the statements does not reflect the level of significance.)

1. Federal Hall National Memorial is the site where George Washington was inaugurated as the first president of the United States. Federal Hall National Memorial provides opportunities to commemorate this historic event and reflect on the accomplishments of the first leader of a young nation.
2. The site of Federal Hall National Memorial was the birthplace of American government and home to the first Executive Offices and United States Congress from 1789 to 1790. The site was the scene of many important events including the trial of printer John Peter Zenger in 1735, which reinforced the "freedom of the press," the Stamp Act Congress (1765), the Second Continental Congress (1785–1788), the passage of the Northwest Ordinance (1787) which paved the way for the creation of six free states that banned slavery, the Bill of Rights in 1789, and the first United States Congress (1789-1790).
3. The location of the first U.S. Congress in New York City greatly influenced lower Manhattan's development as the financial center of the nation. Even after the nation's political capital was relocated to Philadelphia in 1790, New York City remained the nation's financial capital serving as the government's main sub-treasury from 1862 to 1920.



Fundamental Resources and Values

Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance. Fundamental resources and values are closely related to a park's legislative purpose and are more specific than significance statements.

Fundamental resources and values help focus planning and management efforts on what is truly significant about the park. One of the most important responsibilities of NPS managers is to ensure the conservation and public enjoyment of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. If fundamental resources and values are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

The following fundamental resources and values have been identified for Federal Hall National Memorial:

- **The Site of the First American Capitol.** The site upon which Federal Hall National Memorial is located was originally the location of New York City's City Hall (built in 1703). In 1788 the original City Hall was redesigned and renamed Federal Hall when it became the first capitol of the United States under the Constitution and was the site of George Washington's inaugural in 1789. Foundations of the original City Hall / Federal Hall building still exist in the basement of the current structure.
- **Federal Hall National Memorial (the building).** Federal Hall National Memorial was constructed in 1842 on the site of the original New York City's City Hall. The neoclassical edifice would serve as the U.S. Custom House (1842–1862) and eventually the U.S. Sub-Treasury (1862-1920) before eventually becoming a unit of the national park system.
- **George Washington Statue.** On the front steps of Federal Hall National Memorial stands a heroic bronze sculpture of George Washington commemorating his inauguration as the first president of the United States. The statue was created by John Quincy Adams Ward and was installed on the steps in 1883. It is part of the late-19th-century tradition of commemorating historic events with monumental statuary.
- **Opportunity to Exercise First Amendment Rights.** Federal Hall National Memorial occupies a prominent position on Wall Street and offers a popular platform for first amendment rights, speakers, and programs addressing the large crowds of tourists and financial district workers.



Other Important Resources and Values

Federal Hall National Memorial contains other resources and values that are not fundamental to the purpose of the park and may be unrelated to its significance, but are important to consider in planning processes. These are referred to as “other important resources and values” (OIRV). These resources and values have been selected because they are important in the operation and management of the park and warrant special consideration in park planning.

The following other important resources and values have been identified for Federal Hall National Memorial:

- **Collections.** The park’s collections consist of artifacts relating to George Washington, the evolution of the Bill of Rights, the constitutional government, the historical development of New York City, and the evolution of the site’s buildings.



Related Resources

Related resources are not owned by the park. They may be part of the broader context or setting in which park resources exist, represent a thematic connection that would enhance the experience of visitors, or have close association with park fundamental resources and the purpose of the park. The related resource represents a connection with the park that often reflects an area of mutual benefit or interest, and collaboration, between the park and owner/stakeholder.

The following related resources have been identified for Federal Hall National Memorial:

- Resources associated with George Washington’s inauguration and presidency including the Washington Inauguration Bible, Independence Hall National Historical Park, and the Washington Monument.
- Resources associated with the Federal Hall National Memorial as the birthplace of the American government including Fraunces Tavern, Trinity Church, Saint Paul’s Church National Historic Site, and Independence Hall National Historical Park.
- Resources associated with the financial development and center of the United States including the Wall Street Historic District, Museum of American Finance, South Street Seaport Museum, and Hamilton Grange National Memorial.

Interpretive Themes

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a park—they define the most important ideas or concepts communicated to visitors about a park unit. Themes are derived from, and should reflect, park purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for park staff to develop opportunities for visitors to explore and relate to all park significance statements and fundamental and other important resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. Interpretive themes go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. These themes help explain why a park story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the park.

The following interpretive themes have been identified for Federal Hall National Memorial:

- **New Form of Government.** Federal Hall National Memorial 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, the inauguration on April 10, 1789, of George Washington as the first president of the United States, and adoption of the Bill of Rights.
- **Development of Treasury.** Strategically located at the heart of American finance, the site of Federal Hall National Memorial has been integrally connected with our nation's economic history. The present building served as the U. S. Custom House (1842–1862), collecting some 70% of all Federal revenues, and as the U.S. Sub-Treasury for New York (1863–1920) where it housed public financial operations supporting the nation's transcontinental growth.
- **Architecture.** The massive stone construction and Classical architectural style of Federal Hall National Memorial 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 governance.



Part 2: Dynamic Components

The dynamic components of a foundation document include special mandates and administrative commitments and an assessment of planning and data needs. These components are dynamic because they will change over time. New special mandates can be established and new administrative commitments made. As conditions and trends of fundamental and other important resources and values change over time, the analysis of planning and data needs will need to be revisited and revised, along with key issues. Therefore, this part of the foundation document will be updated accordingly.

Special Mandates and Administrative Commitments

Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memorandums of agreement. Examples include easements, rights-of-way, arrangements for emergency service responses, etc. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the park and facilitate working relationships with other organizations. They are an essential component of managing and planning for Federal Hall National Memorial.

For more information about the administrative commitments for Federal Hall National Memorial, please see appendix B. There are no special mandates for Federal Hall National Memorial.

Assessment of Planning and Data Needs

Once the core components of part 1 of the foundation document have been identified, it is important to gather and evaluate existing information about the park's fundamental and other important resources and values, and develop a full assessment of the park's planning and data needs. The assessment of planning and data needs section presents planning issues, the planning projects that will address these issues, and the associated information requirements for planning, such as resource inventories and data collection, including GIS data.

There are three sections in the assessment of planning and data needs:

1. analysis of fundamental and other important resources and values
2. identification of key issues and associated planning and data needs
3. identification of planning and data needs (including spatial mapping activities or GIS maps)

The analysis of fundamental and other important resources and values and identification of key issues leads up to and supports the identification of planning and data collection needs.

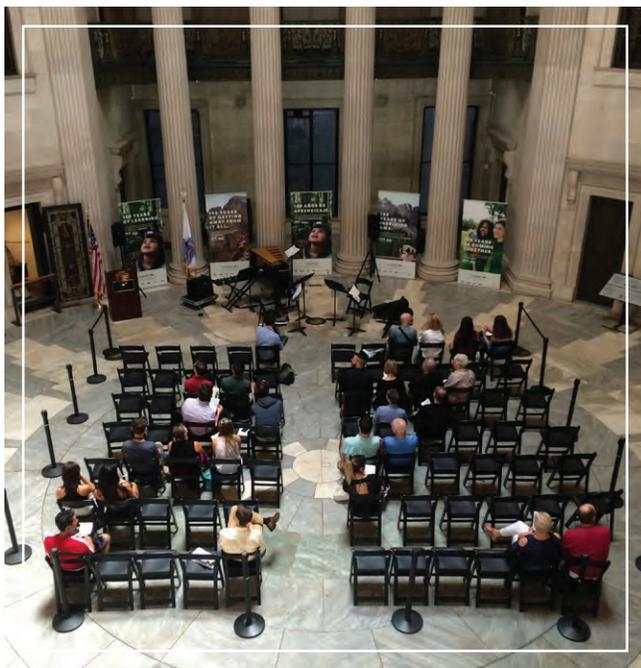
Analysis of Fundamental Resources and Values

The fundamental resource or value analysis table includes current conditions, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value.

Fundamental Resource or Value	The Site of the First American Capitol
<p>Related Significance Statements</p>	<ol style="list-style-type: none"> 1. Federal Hall National Memorial is the site where George Washington was inaugurated as the first president of the United States. Federal Hall National Memorial provides opportunities to commemorate this historic event and reflect on the accomplishments of the first leader of a young nation. 2. The site of Federal Hall National Memorial was the birthplace of American government and home to the first Executive Offices and United States Congress from 1789 to 1790. The site was the scene of many important events including the trial of printer John Peter Zenger in 1735, which reinforced the “freedom of the press,” the Stamp Act Congress (1765), the Second Continental Congress (1785–1788), the passage of the Northwest Ordinance (1787) which paved the way for the creation of six free states that banned slavery, the Bill of Rights in 1789, and the first United States Congress (1789-1790).
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • Archeological resources from previous City Hall / Federal Hall buildings are present under the basement level of the current Federal Hall National Memorial building. Extant resources include a Dutch wall dating to 1700–1701. • The current structure protects those extant resources from damage or loss, but also makes access difficult. Visitors are not able to access that area of the building. • Some of the archeological resources associated with the original City Hall / Federal Hall buildings have been recovered and are part of the park’s collection. They are on exhibit on the main floor of Federal Hall National Memorial. <p>Trends</p> <ul style="list-style-type: none"> • None identified.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • There is an increased risk of terrorist or other attacks on Federal Hall National Memorial because of its proximity to Wall Street, the financial district, and the World Trade Center. <p>Opportunities</p> <ul style="list-style-type: none"> • Have professional-grade photographs of the original City Hall / Federal Hall foundation taken to include in the archeological resources exhibit.
<p>Existing Data and Plans Related to the FRV</p>	<ul style="list-style-type: none"> • Archeological Overview and Assessment (2013).
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Administrative history (pre-1939). • National Register of Historic Places nomination (update). • Historic resource study.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Security survey and plan. • Cultural resource management plan.
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Clean Air Act of 1977 • National Historic Preservation Act of 1966, as amended • “Protection of Historic Properties” (36 CFR 800) <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 5) “Cultural Resource Management” • Director’s Order 28: Cultural Resource Management

Fundamental Resource or Value	Federal Hall National Memorial (the building)
Related Significance Statements	<ol style="list-style-type: none"> 1. Federal Hall National Memorial is the site where George Washington was inaugurated as the first president of the United States. Federal Hall National Memorial provides opportunities to commemorate this historic event and reflect on the accomplishments of the first leader of a young nation. 2. The site of Federal Hall National Memorial was the birthplace of American government and home to the first Executive Offices and United States Congress from 1789 to 1790. The site was the scene of many important events including the trial of printer John Peter Zenger in 1735, which reinforced the “freedom of the press,” the Stamp Act Congress (1765), the Second Continental Congress (1785–1788), the passage of the Northwest Ordinance (1787) which paved the way for the creation of six free states that banned slavery, the Bill of Rights in 1789, and the first United States Congress (1789-1790). 3. The location of the first U.S. Congress in New York City greatly influenced lower Manhattan’s development as the financial center of the nation. Even after the nation’s political capital was relocated to Philadelphia in 1790, New York City remained the nation’s financial capital serving as the government’s main sub-treasury from 1862 to 1920.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • Federal Hall National Memorial is in good condition. • Restoration and rehabilitation efforts in the early 1960s removed most traces of the sub-treasury presence, restored the public areas for exhibit space, and modernized the office areas. • Superintendent and administrative offices for the National Parks of New York Harbor, Manhattan Sites, National Park Service field offices, and the National Parks of New York Harbor Conservancy occupy parts of the second and third floors. • The first floor visitor contact area houses an exhibit space, Eastern National bookstore, and restrooms. New exhibits and lighting have been funded by private partners (National Parks of New York Harbor Conservancy). • The building’s water fountains do not contain potable water. • There is no parking for buses near the site, making access for tour groups challenging. <p>Trends</p> <ul style="list-style-type: none"> • Federal Hall National Memorial is located on Wall Street, within steps of the New York Stock Exchange and one of New York City’s busiest tourist areas. • The steps of Federal Hall National Memorial are a popular place for programs, assembly, “people watching,” and relaxation for both visitors and financial district workers. • The 9/11 Memorial and Museum has increased tourism in the vicinity of the park. • Requests for translated brochures (Chinese and Spanish) are increasing.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • There is a high level of security threats for the park because of its location on Wall Street and proximity to the financial district. • Internal security of the building needs to be upgraded. • The marble steps are deteriorating from air pollution, acid rain, and pigeon droppings. • Vendors setting up carts in front of Federal Hall National Memorial interfere with views and visitor experience. Vendors also create security issues. • The marble steps become slippery when wet, posing a hazard to visitors. <p>Opportunities</p> <ul style="list-style-type: none"> • Capitalize on the number of visitors drawn into the area by Wall Street and the 9/11 Memorial and Museum. • Continue to work with partners, such as the National Parks of New York Harbor Conservancy, to plan for new exhibits and to fund building restoration projects as needed.

Fundamental Resource or Value	Federal Hall National Memorial (the building)
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • Archeological Overview and Assessment (2013). • Long-Range Interpretive Plan (2009).
Data and/or GIS Needs	<ul style="list-style-type: none"> • Condition assessment report. • Visitor use study.
Planning Needs	<ul style="list-style-type: none"> • Cultural resource management plan. • Accessibility self-evaluation and transition plan. • Cyclic maintenance plan. • Security survey and plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Americans with Disabilities Act • Architectural Barriers Act • Clean Air Act of 1977 • National Historic Preservation Act of 1966, as amended • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • "Protection of Historic Properties" (36 CFR 800) • "Accessibility Guidelines" (36 CFR 1191.1) <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 5) "Cultural Resource Management" • NPS Management Policies 2006 (chapter 7) "Interpretation and Education" • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i> • <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings</i>



Fundamental Resource or Value	George Washington Statue
Related Significance Statements	1. Federal Hall National Memorial is the site where George Washington was inaugurated as the first president of the United States. Federal Hall National Memorial provides opportunities to commemorate this historic event and reflect on the accomplishments of the first leader of a young nation.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The bronze statue is in good condition. • The statue requires regular cyclic maintenance every 3–5 years. The last regular conservation cleaning was completed in 2013. • Lighting around the statue is poor. <p>Trends</p> <ul style="list-style-type: none"> • The statue has become a popular location for selfies.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Visitors climbing on the statue for pictures/selfies can damage the statue. Climbing on the statue is also hazardous for the visitors. • Vandalism (primarily painting) of the statue. • Federal Hall National Memorial has a high security threat level because of its close proximity to Wall Street and is a potential terrorist target. • In addition to natural weathering, deterioration of the bronze metal is likely being caused by acid rain and air pollution. <p>Opportunities</p> <ul style="list-style-type: none"> • None identified.
Data and/or GIS Needs	<ul style="list-style-type: none"> • None identified.
Planning Needs	<ul style="list-style-type: none"> • Housekeeping plan. • Security survey and plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Clean Air Act of 1977 • National Historic Preservation Act of 1966, as amended • “Management of Museum Properties” (16 USC 18f) • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies 2006</i> (§8.10) “Natural and Cultural Studies, Research, and Collection Activities” • Director’s Order 24: <i>NPS Museum Collections Management</i> • Director’s Order 28: <i>Cultural Resource Management</i> • NPS <i>Museum Handbook</i>, parts I, II, and III

Fundamental Resource or Value	Opportunity to Exercise First Amendment Rights
<p>Related Significance Statements</p>	<p>2. The site of Federal Hall National Memorial was the birthplace of American government and home to the first Executive Offices and United States Congress from 1789 to 1790. The site was the scene of many important events including the trial of printer John Peter Zenger in 1735, which reinforced the “freedom of the press,” the Stamp Act Congress (1765), the Second Continental Congress (1785–1788), the passage of the Northwest Ordinance (1787) which paved the way for the creation of six free states that banned slavery, the Bill of Rights in 1789, and the first United States Congress (1789-1790).</p>
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • Federal Hall National Memorial has a long history of groups expressing their First Amendment rights, and takes very seriously the protection of people’s rights. Measures are in place to guarantee the ability to exercise these rights. • The iconic nature of the park for exercising First Amendment rights makes the park relevant and a place to engage in a dialogue about civic responsibilities. • The majority of First Amendment activities occur on the front steps of Federal Hall National Memorial. • Due to security concerns and visitor safety, the National Park Service can place conditions on permits for exercising First Amendment rights. A permit is required for any group greater than 25 people. • There is a distinction between exercising First Amendment rights and advertising. For example, protesters cannot leave an installation or sign without staffing it. <p>Trends</p> <ul style="list-style-type: none"> • Overall, there is a steady request for First Amendment permits, but at certain times of year requests increase. • Requests have increased for films and special events. The National Park of New York Harbor Conservancy is going to start managing special events requests.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • Accommodating the many requests for First Amendment-related events and activities require significant staff time. For example, with larger events, maintenance staff may need to place barricades at the request of law enforcement. • Sometimes First Amendment protesters try to engage visitors at the park to an excessive level and this leads to conflicts. Balancing the importance of First Amendment activities with visitor experiences is a challenge. • Some protests or counter-protests can turn violent or disruptive. Law enforcement and park staff work hard to manage gatherings that may turn into violent demonstrations or violent counter-demonstrations. • Large gatherings of people may become potential terror targets and require heightened security and law enforcement presence. • Damage to marble floors can result from special events and the filming of movies. <p>Opportunities</p> <ul style="list-style-type: none"> • Continuous use of Federal Hall National Memorial as a space for First Amendment activities creates interpretive opportunities to educate the public on the role the site has historically played in expressing this right. • The park can build larger support and advocacy by engaging stakeholders in the importance of the public space in American life and the health of our government. • Provide local air quality health advisories for ozone and particulate matter to staff and visitors.
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • None identified.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Security survey and plan.

Fundamental Resource or Value	Opportunity to Exercise First Amendment Rights
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Americans with Disabilities Act • Architectural Barriers Act • National Park Service Concessions Management Improvement Act • "Accessibility Guidelines" (36 CFR 1191.1) <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 7) "Interpretation and Education" • NPS Management Policies 2006 (chapter 8) "Use of the Parks" • NPS Management Policies 2006 (chapter 9) "Park Facilities" • NPS Management Policies 2006 (chapter 10) "Commercial Visitor Services" • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i>



Analysis of Other Important Resources and Values

Other Important Resource or Value	Collections
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • The park’s collections and archival materials are in storage both on-site and at Fort Wadsworth (Gateway National Recreation Area). The collections are in good condition. • Some of the collections are used in the exhibits on the first floor of Federal Hall National Memorial. • The archival collection has been digitized and is available online. • Collections include important 18th-century documents related to the original City Hall / Federal Hall building including several copies of John Peter Zenger’s New York Weekly Journal, colonial paper currency, and correspondence from the Confederation Congress. Other items include 19th-century illustrations and photographs depicting the history of the site and events that took place here. • George Washington memorabilia, several commemorative items from the 1889 centennial of Washington’s inauguration, as well as the 1932 bicentennial of his birth, comprise the Mesmore Kendall Collection. • The park’s collections also include archeological material from the original City Hall/Federal Hall building. These resources have the potential to provide unique information about the original structure. <p>Trends</p> <ul style="list-style-type: none"> • None identified.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • None identified. <p>Opportunities</p> <ul style="list-style-type: none"> • Digitize the collection of objects and make it available to visitors online. • Rotate special exhibits (not necessarily related to the park purpose) to bring new visitors into the building.
<p>Existing Data and Plans Related to the OIRV</p>	<ul style="list-style-type: none"> • Scope of Collection Statement (2011).
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Digitize remainder of collection. • Interior Collections Management System update.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Housekeeping plan. • Cultural resource management plan.
<p>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • National Historic Preservation Act of 1966, as amended • Museum Properties Management Act of 1955, as amended • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” • “Curation of Federally-Owned and Administered Archaeological Collections” (36 CFR 79) <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies 2006</i> (§8.10) “Natural and Cultural Studies, Research, and Collection Activities” • Director’s Order 24: <i>NPS Museum Collections Management</i> • Director’s Order 28: <i>Cultural Resource Management</i> • NPS <i>Museum Handbook</i>, parts I, II, and III

Identification of Key Issues and Associated Planning and Data Needs

This section considers key issues to be addressed in planning and management and therefore takes a broader view over the primary focus of part 1. A key issue focuses on a question that is important for a park. Key issues often raise questions regarding park purpose and significance and fundamental and other important resources and values. For example, a key issue may pertain to the potential for a fundamental or other important resource or value in a park to be detrimentally affected by discretionary management decisions. A key issue may also address crucial questions that are not directly related to purpose and significance, but which still affect them indirectly. Usually, a key issue is one that a future planning effort or data collection needs to address and requires a decision by NPS managers.

The following are key issues for Federal Hall National Memorial and the associated planning and data needs to address them:

- **Operational Efficiency and Management of Multiple Park Units.** Federal Hall National Memorial is one of nine NPS units within the Manhattan Sites Administration. All nine sites are part of a single management group sharing staff and various administrative resources. The historic buildings and landscapes that make up these nine sites are woven into the urban fabric of New York City and are spread out over numerous city blocks. Roughly 21 miles from the southernmost park to the northernmost park, it is roughly a 1.5 hour commute one way. The large number of sites, their geographic distribution, and their various visitation levels create logistical challenges for meeting stewardship and maintenance objectives as well as providing appropriate staffing levels and visitor access. A comprehensive understanding of each site's maintenance, visitation, and staffing needs would guide management in balancing the operational needs at each park.
 - *Associated planning and data needs:* Business plan, park partner action strategy, visitor use study, information technology assessment and plan
- **Security of Park Resources.** Like many of New York City's icons, Federal Hall National Memorial has the potential to be a target for terrorist threats. In addition to terrorist threats, vandalism to the resources is a common issue with urban parks. The park has to maintain staffing and security levels, as well as commissioned security guards, in order to protect the park's assets. Sustaining this level of security is costly and continuing to become more so, as staff training and new technologies are needed. Balancing ongoing security concerns with the need to provide public access presents many challenges for park managers.
 - *Associated planning and data needs:* Security survey and plan, information technology assessment and plan
- **Access and Visitor Experience.** Federal Hall National Memorial is located on a heavily secure, limited access section of Wall Street. There is limited parking nearby and no location for bus pick-up or drop-off. The only accessible entrance is difficult to get to and there is no easy drop-off location near the site. In addition to access, the interior of the structure lacks basic visitor amenities, such as drinking water.
 - *Associated planning and data needs:* Visitor use study, accessibility self-evaluation and transition plan, cyclic maintenance plan

Planning and Data Needs

To maintain connection to the core elements of the foundation and the importance of these core foundation elements, the planning and data needs listed here are directly related to protecting fundamental resources and values, park significance, and park purpose, as well as addressing key issues. To successfully undertake a planning effort, information from sources such as inventories, studies, research activities, and analyses may be required to provide adequate knowledge of park resources and visitor information. Such information sources have been identified as data needs. Geospatial mapping tasks and products are included in data needs.

Items considered of the utmost importance were identified as high priority, and other items identified, but not rising to the level of high priority, were listed as either medium- or low-priority needs. These priorities inform park management efforts to secure funding and support for planning projects.

Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
Key Issue	Business plan	H	A comprehensive business plan is needed for the nine Manhattan national parks. The plan would provide a vision, goals, and clear parkwide operational priorities to address major organizational and administrative challenges. This plan would also provide information regarding day-to-day operations, tasks, and activities involved in running each park unit, while focusing on balancing staffing capacity issues and management strategies for the operations of all nine park units.
FRV, Key Issue	Cyclic maintenance plan	H	Recurring maintenance for Federal Hall National Memorial is currently completed on an ad-hoc basis. A regular maintenance plan would provide a schedule for preventive maintenance of the structure.
FRV, Key Issue	Accessibility self-evaluation and transition plan	M	This plan would evaluate current physical barriers (structural and programmatic) and evaluate solutions and implementation strategies.
FRV, OIRV	Cultural resource management plan	M	This plan would define the desired conditions for the park’s cultural resources and provide a long-range strategy for achieving those conditions.
FRV, OIRV	Housekeeping plan	M	This plan would provide regular maintenance guidelines for the park’s collections. It would also include cyclic maintenance and conservation practices for the George Washington statue.
Key Issue	Information technology assessment and plan	M	This plan is needed for all of the Manhattan parks to provide strategic guidance for developing and updating aging IT infrastructure. The plan would address the technology challenges and network security needs associated with managing multiple locations and the distribution of park staff in numerous buildings throughout New York City. The plan would guide updating computer system networks while proactively identifying future technology needs.
Key Issue	Park partner action strategy	M	This strategy would align park and partner goals and result in a tangible action strategy that defines the future direction of the partnership. The strategy could be used with a variety of partners across all of the Manhattan national parks to clarify park and partner roles and identify mutually beneficial strategies, actions, and tools for implementation.
FRV, Key Issue	Security survey and plan	M	This plan would address current security and access issues. It primarily would be used to resolve the site’s accessibility issues.

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV, OIRV, or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes, Including Which Planning Need This Data Need Relates To
FRV	Administrative history (pre-1939)	M	These studies would provide baseline information on the creation and development of the park.
FRV	Condition assessment report	M	Federal Hall National Memorial needs a condition assessment report that would support the cultural resource management plan.
OIRV	Digitize remainder of collection	M	The remainder of the park's collection should be digitized and some or all of it made available to visitors online.
FRV	Historic resource study	M	This study would encompass all topics of significance at the park. It would help link the stories together and fill in some of the unknowns.
OIRV	Interior Collections Management System update	M	The park's collections and archives need to be updated in the Department of the Interior Collection Management System.
FRV, Key Issue	Visitor use study	M	This study would include all of the Manhattan national parks that fall under one administrative unit (the Manhattan Sites). It would inform management regarding visitor use patterns and potential impacts of programs and activities.
FRV	National Register of Historic Places nomination (update)	L	This update would expand on the existing national register nomination, fill in missing gaps, and include new research that may expand or elaborate on the significance of the park and/or list of fundamental resources.



Part 3: Contributors

Federal Hall National Memorial

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Barbara Applebaum, Chief of Interpretation
Laura Brennan, Park Ranger
Michael Callahan, Park Ranger
Jimmy Cleckley, District Ranger
Michael H. Frazier, Historian
Steve Laise, Chief of Cultural Resources (retired)
Daniel Prebutt, Park Ranger
Don Stanko, Park Ranger
Liam Strain, District Ranger
George Tonkin, Park Ranger

NPS Northeast Region

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Amanda Jones, Community Planner, Project Lead
Eric Kreusch, Cultural Anthropologist/Archeologist (former)
Jim O'Connell, Community Planner (retired)
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Partners

Renee Barnes, Program Director, National Parks of New York Harbor Conservancy

Appendixes

Appendix A: Enabling Legislation and Legislative Acts for Federal Hall National Memorial

2420

FEDERAL REGISTER, *Friday, June 16, 1939*

ORDER DESIGNATING THE SITE OF FEDERAL
HALL, NEW YORK, AS A NATIONAL HIS-
TORIC SITE

Whereas the Congress of the United States has declared it to be a national policy to preserve for the public use historic sites, buildings and objects of national significance for the inspiration and benefit of the people of the United States, and

Whereas the land in the City of New York occupied by the Sub-Treasury Building has been declared by the Advisory Board on National Parks, Historic Sites, Buildings, and Monuments to be a historic site of national significance, as the site formerly occupied by Federal Hall where George Washington was inaugurated as the first President of the United States, and

Whereas title to the above-mentioned land and building is vested in the United States:

Now, therefore, I, Harold L. Ickes, Secretary of the Interior, under and by virtue of the authority conferred upon the Secretary of the Interior by section 2

of the Act of Congress approved August 21, 1935 (49 Stat. 666), do hereby designate the following-described lands, with the structures thereon, to be a national historic site, having the name "Federal Hall Memorial":

Beginning at the southeast corner of Nassau and Pine Streets in the City of New York; thence southerly with the east line of Nassau Street 193.74'; thence at right angles easterly 5.17'; thence at right angles southerly 2.70'; thence at right angles easterly 1.5'; thence at right angles southerly 3.19' to the outside line of steps; thence at right angles easterly, with outside line of steps 36.34'; thence at right angles southerly 0.25' to southwest corner of statue; thence with south line of statue easterly 14.62' to southeast corner of statue; thence northerly with east line of statue 0.25' to outside line of steps; thence easterly with outside line of steps 36.34' to outside corner of steps; thence northerly with outside line of steps 0.14' to north line of Wall Street; thence easterly with north line of Wall Street approximately 13.0' to the property line of the United States Assay Office; thence northerly, with an interior angle of 87°40', 195.18' to the south line of Pine Street; thence westerly, with an interior angle of 92°59', 8.5'; thence at right angles northerly 4.0', thence at right angles westerly 90.33'; thence at right angles southerly 2.65'; thence at right angles westerly 5.10' to point of beginning, according to map "Plat of U. S. Property at Sub-Treasury and Assay Office, New York, N. Y. from surveys, &c, Revised May 1914."

The administration, protection, and development of this national historic site shall be exercised by the National Park Service in accordance with the provisions of the Act of August 21, 1935, *supra*.

Warning is expressly given to all unauthorized persons not to appropriate, injure, destroy, deface or remove any feature of this historic site.

In witness whereof, I have hereunto set my hand and caused the official seal of the Department of the Interior to be affixed, in the City of Washington, this 26 day of May 1939.

[SEAL]

HAROLD L. ICKES,
Secretary of the Interior.

[F. R. Doc. 39-2085; Filed, June 15, 1939;
10:01 a. m.]

Public Law 341

CHAPTER 779

August 11, 1955
[S. 732]

AN ACT

To promote public cooperation in the rehabilitation and preservation of the Nation's important historic properties in the New York City area, and for other purposes.

New York City
National Shrines
Advisory Board.

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

Preservation of
historic properties.

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

Report to Con-
gress.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of Commerce, acting through the Coast and Geodetic Survey, is authorized and directed, upon the joint request of (1) the Board of Natural Resources of the State of Maryland, and (2) the State Archivist and the Chief Engineer of the Highway Department of the State of Delaware, to resurvey that part of the common boundary running generally north and south between the States of Maryland and Delaware which was originally surveyed and marked by Charles Mason and Jeremiah Dixon in the years 1763-1767 with a view to assisting such States to remark or otherwise delineate such boundary.

Approved August 11, 1955.

Public Law 85-658

AN ACT

August 14, 1958
[H. R. 11868]

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

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

New York City
area.
Historic prop-
erties.

16 USC 463 note.

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

(b) In the first sentence of section 2 of such Act insert a comma and the word "development" after the word "rehabilitation."

Approved August 14, 1958.

Appendix B: Inventory of Administrative Commitments

Name	Agreement Type	Start Date – Expiration Date	Stakeholders	Purpose	Notes
National Parks of New York Harbor Conservancy	Lease Agreement	10/1/2016 – 9/30/2021	National Parks of New York Harbor Conservancy	Lease agreement to lease Federal Hall for events after operating hours	
Eastern National	Cooperative Association Agreement	10/2014 – 10/2020	Eastern National, National Park Service	Cooperative association agreement to allow sales of items	
National Parks of New York Harbor Conservancy Friends Agreement	Friends Agreement	2/22/2012 – 2/22/2018	National Parks of New York Harbor Conservancy, National Park Service	Replaced general agreement to promote Federal Hall and the other national parks in New York City area	One year extension in 2017
National Parks of New York Harbor Conservancy Fundraising Agreement	Fundraising Agreement	5/18/2014 – 9/30/2019	National Parks of New York Harbor Conservancy, National Park Service	Fundraising agreement for new exhibits in Federal Hall	

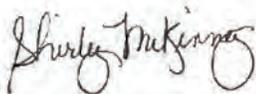




Northeast Region Foundation Document Recommendation Federal Hall National Memorial

July 2018

This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the Northeast Regional Director.

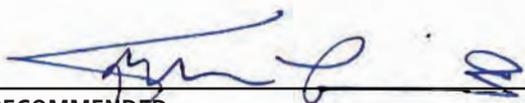


July 18, 2018

RECOMMENDED

Shirley McKinney, Superintendent, Federal Hall National Memorial

Date



8-8-18

RECOMMENDED

Joshua Laird, Commissioner, National Parks of New York Harbor

Date



8-13-2018

APPROVED

Gay Vietzke, Regional Director, Northeast Region

Date



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

FEHA 377/147522

August 2018

Foundation Document • Federal Hall National Memorial

