



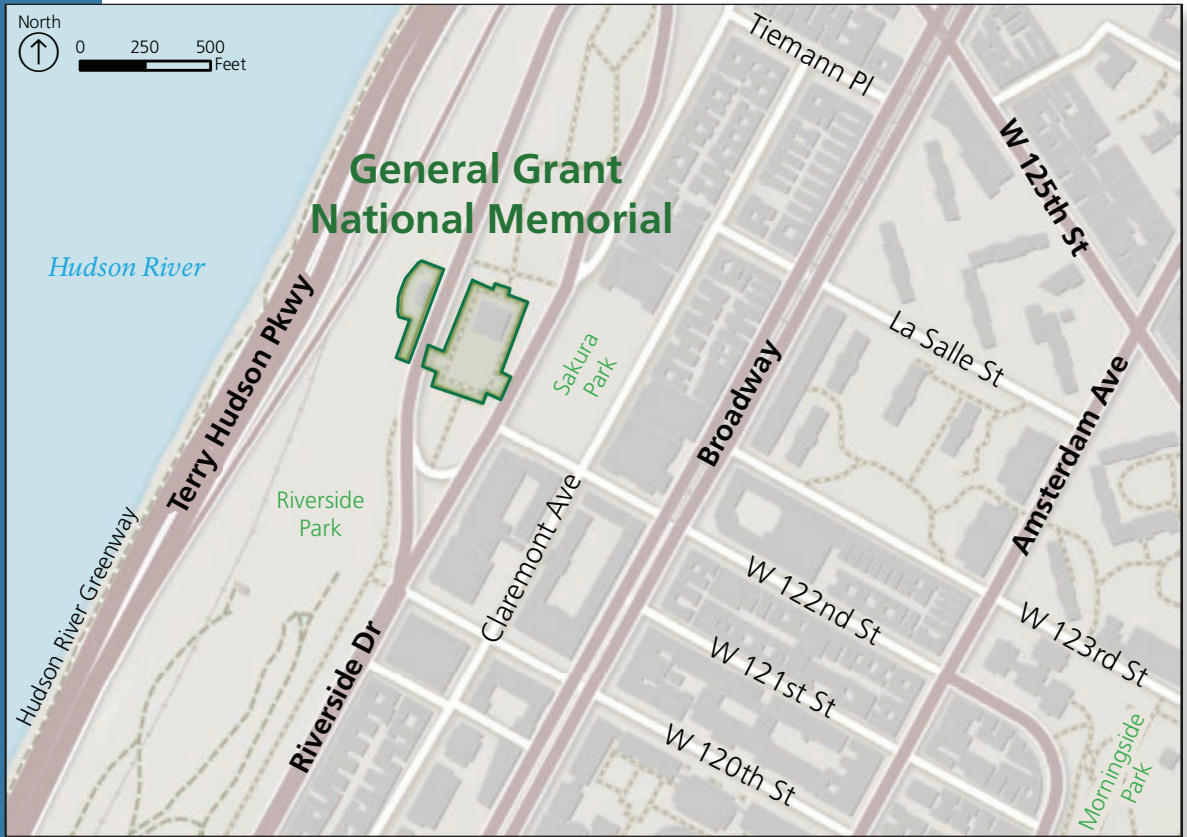
# Foundation Document General Grant National Memorial

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## 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 General Grant 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

General Grant National Memorial, commonly known as “Grant’s Tomb,” is on a 130-foot-high promontory overlooking the Hudson River in Riverside Park at West 122nd Street in the West Harlem area of Manhattan. The memorial mausoleum (constructed from 1891–1897) is a granite structure, 150 feet high, and 90 feet wide on each side.

This memorial to Ulysses S. Grant—victorious Union commander of the Civil War and president of the United States—includes the sarcophagi of Grant and his wife Julia Dent Grant. A West Point graduate, Grant served in the U.S.-Mexican War and at various frontier posts before rapidly rising through the ranks during the Civil War, was promoted to lieutenant general by President Abraham Lincoln in 1864 (the first person since General George Washington to receive this rank), and was commanding general of the Union Army by the end of the war. Grant’s tenacity and boldness led to victories in the battles of Vicksburg and Chattanooga and Commander Robert E. Lee’s surrender at Appomattox. Scenes of these events are depicted in mosaics in the tomb. In 1866, Congress awarded Grant his fourth star making him the first “General of the Army of the United States.”

A grateful nation elected Grant twice to serve as president of the United States, in 1868 and 1872. Grant’s accomplishments include signing the Civil Rights Act of 1875 during the Reconstruction era, the creation of the Department of Justice to enforce civil rights, the creation of professional African American soldiers with peacetime integrated troops, passage of the 15th Amendment giving African American men the right to vote, stabilizing the financial system under the gold standard, creation of the treaty of Washington with the United Kingdom, and appointing the first American Indian to head the Bureau of Indian Affairs. On March 1, 1872, Grant established Yellowstone as America’s first national park. After his presidency, Grant embarked on a two-and-a-half-year “around the world” tour, the first example of post-presidential diplomacy, before settling in New York City. Ulysses S. Grant died of throat cancer on July 23, 1885, in Mount McGregor, New York, and was laid to rest in New York City on August 8, 1885. During his final years, Grant wrote a two-volume memoir that would become a best-selling presidential memoir and a literary classic.

Many donations were made from around the world totaling more than \$600,000 toward the construction of the Grant Monument. This was the largest public fundraising effort at that time. Designed by architect John H. Duncan, the granite and marble structure was completed in 1897 and remains one of the largest mausoleums in the United States. On April 27, 1897, an estimated 1.5 million people attended the parade and dedication ceremony for the Grant Monument. In 1959, management was transferred to the National Park Service, and the site was renamed the General Grant National Memorial.





## Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for General Grant 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 May 1, 1959 (see appendix A for enabling legislation). The purpose statement lays the foundation for understanding what is most important about the park.

*The purpose of GENERAL GRANT NATIONAL MEMORIAL is to preserve the final resting place of Ulysses Simpson Grant and his wife, Julia Dent Grant, and commemorate the contributions of Grant as both commanding general of the Union Army who won the Civil War and 18th president of the United States.*





## 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 General Grant 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 General Grant National Memorial. (Please note that the sequence of the statements does not reflect the level of significance.)

1. The final resting place of former General and President Ulysses S. Grant and his wife, Julia Dent Grant, is one of the largest mausoleums in the United States.
2. The mausoleum's design exemplifies a mixture of classical forms and motifs resulting in one of America's most ornamental examples of commemorative architecture. Interior paintings, mosaics, and sculptures reflect differing embellishment strategies for the memorial, all made possible by the largest public fundraising for a memorial at that time.
3. The memorial represents gratitude for the Civil War hero who helped preserve the Union, reunite the North and South during Reconstruction, and protect the civil rights of newly freed slaves.



## 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 General Grant National Memorial:

- **Mausoleum (“Grant’s Tomb”) including the Sarcophagi of Ulysses and Julia Grant.** Completed in 1897, Grant’s Tomb combines elements of classical architecture designed to express the nation’s admiration, gratitude, and respect for General Grant. The mausoleum is one of the largest in America, featuring an impressive 8,000 tons of white marble and granite and soaring 150-foot domed ceilings. It contains the sarcophagi of General Grant and his wife, as well as a mix of artwork and flags from Union Army regiments.
- **Collections and Archives.** The collection includes historic objects and memorabilia associated with Ulysses S. Grant, military objects, bronze busts and statues, and the archives of the General Grant Monument Association, the private organization responsible for designing and building the mausoleum.
- **Opportunities for Commemoration and Reflection.** The physical environment of the mausoleum and surrounding landscape foster an awareness of patriotism and country as it pays tribute to the man who ended the bloodiest conflict in U.S. history as commanding general of the Union Army and then, as president of the United States, strove to heal the nation after the Civil War and made rights for all citizens a reality.

## Other Important Resources and Values

General Grant 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 General Grant National Memorial:

- **Surrounding Memorial Grounds and Viewing Pavilion.** Grant’s Tomb is surrounded by Riverside Park, which was originally designed in 1874 by Frederick Law Olmsted and Calvert Vaux, with later modifications by Robert Moses. Areas of the park immediately surrounding the mausoleum include a tree-lined plaza and viewing pavilion overlooking the Hudson River. These areas are part of the memorial experience and provide a place for respectful contemplation of Grant’s life and achievements, as well as an appreciation of the design and construction of the 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 General Grant National Memorial:

- **Military Career.** Through his superior ability to adapt his knowledge of tactics and strategy to changing conditions in the field, Ulysses S. Grant rose to commander of the Union Army and ultimately led it to victory in the Civil War.
- **Grant the Man.** Throughout his life of leadership, service, and sacrifice, Ulysses S. Grant demonstrated several apparent contradictions between personal convictions and public responsibilities that paint a picture of a fascinating historical figure.
- **The Presidency.** The esteem with which Grant was held by the American people led to his election to two terms as president of the United States. His achievements in the areas of civil rights, American Indian rights, foreign policy, and public lands preservation were balanced by the difficult challenges he faced in reconstructing the southern states, managing the growing industrial economy, and especially in holding several unscrupulous officers of his administration to higher levels of accountability.
- **African American Civil Rights.** As a general and president, Ulysses S. Grant achieved a lasting, positive relationship with the African American community by his support for emancipation, the enlistment of black troops in the Union Army, and imposing measures to protect and improve the conditions of the freedmen in the South after the Civil War. The relationship was confirmed through significant contributions of African Americans toward the construction of Grant's tomb.
- **Remembrance.** The monumental scale and impressive design of Grant's Tomb serve as symbols, not only of the great esteem of a nation for a revered military hero, but also of the respect and reverence of a people reflecting on a fiercely fought, devastating civil war during which men of both sides served with honor.
- **Architecture.** The General Grant Memorial, based on a variety of architectural styles from the ancient and classical worlds and modeled in part after the Dôme des Invalides and the Mausoleum at Halicarnassus, is the largest such memorial in the United States and is an outstanding example of the use of monumental, inspiring building forms as integral elements of the City Beautiful movement in U.S. cities around the turn of the 20th century.

## 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 General Grant National Memorial.

For more information about the existing administrative commitments for General Grant National Memorial, please see appendix B. There are no special mandates for General Grant 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	Mausoleum (“Grant’s Tomb”) including the Sarcophagi of Ulysses and Julia Grant
Related Significance Statements	Significance statements 1, 2, and 3.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The mausoleum exterior is constructed of granite with a marble interior. Overall, the structure is considered to be in good condition, although it is in need of a condition assessment to determine the condition of difficult to reach areas.</li> <li>• The marble steps leading up to the mausoleum need to be repointed.</li> <li>• Each of the mausoleum’s pillars have similar cracks at the top—perhaps resulting from the 2011 earthquake. The extent of this damage is unknown.</li> <li>• The structure contains an air circulation system, a heating system, but no cooling system. The existing air circulation system does not appear to be adequate for the large space because high humidity levels are always present, leading to mold and mildew issues. During the hot summer months, the heat and humidity in the structure are uncomfortable for visitors and staff.</li> <li>• The National Park Service contracts guards to patrol the site after hours. The park is closed on Monday and Tuesday with no park rangers on-site.</li> <li>• There is some water damage from leaking roof and gutter systems that contribute to the mold/mildew problems, as well as peeling plaster.</li> <li>• The mausoleum is not wheelchair accessible. The visitor center (in the viewing pavilion) contains accessible access to a cooperators retail outlet, permanent exhibit gallery, and media room, which highlights Grant, his achievements, and the mausoleum’s construction.</li> <li>• There are no accommodations for visitors with hearing or vision impairments.</li> <li>• Ambient lighting on the exterior (dome) does not work and likely requires an electrical system upgrade to resolve the issue. Interior lighting is dim and park staff have received complaints from visitors.</li> <li>• Birds congregating under the entrance portico of the mausoleum are a nuisance and create a mess around the structure.</li> <li>• The exterior of the sarcophagi needs to be cleaned and refinished (the wax coating is peeling in some areas).</li> <li>• There are no interpretive exhibits surrounding the mausoleum and no wayfinding signs around the exterior to guide visitors through the site.</li> <li>• There is parking for cars and buses near the memorial and options for public transportation (subway and buses) are nearby. The subway stop is not accessible, but public buses provide accessible access.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Visitation and renewed interest in Grant is increasing as a result of the sesquicentennial of the Civil War and Reconstruction.</li> <li>• Historian Ron Chernow released a Grant biography in October 2017, which is expected to increase visitation to the site.</li> <li>• Park staff have noted an increase in illegal drone use over the mausoleum (for photos).</li> <li>• Park staff have received requests from visitors to have access to the upper dome level of the mausoleum (not currently available and not believed to be a safe space for visitors).</li> </ul>

Fundamental Resource or Value	Mausoleum (“Grant’s Tomb”) including the Sarcophagi of Ulysses and Julia Grant
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Mausoleum exposure to a variety of environmental conditions, including water, air pollution, and acid deposition. While the mausoleum is designed to withstand severe weather, deterioration does occur over time. Conditions such as heavy rain, wind, snow, and ice can pose a danger to both the structure and visitors and staff.</li> <li>• Potential target of terrorist attacks.</li> <li>• Vandalism and damage primarily as the result of skateboard use and graffiti.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Possibility of partnering with commercial tour group companies to provide some level of additional tours through the site.</li> </ul>
<p><b>Data and/or GIS Needs</b></p>	<ul style="list-style-type: none"> <li>• Historic resource study.</li> <li>• National Register of Historic Places nomination (update).</li> <li>• Resource condition assessment.</li> </ul>
<p><b>Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• Historic structure report (update).</li> <li>• Housekeeping plan for museum collections and archives.</li> <li>• Resource stewardship strategy.</li> </ul>
<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Americans with Disabilities Act of 1990</li> <li>• Archeological and Historic Preservation Act of 1974</li> <li>• Architectural Barriers Act of 1968</li> <li>• “Americans with Disabilities Act (ADA) Accessibility Guidelines for Buildings and Facilities; Architectural Barriers Act (ABA) Accessibility Guidelines” (36 CFR 1191)</li> <li>• Executive Order 11593, “Protection and Enhancement of the Cultural Environment”</li> <li>• Historic Sites Act of 1935</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• “Protection of Historic Properties” (36 CFR 800)</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</b></p> <ul style="list-style-type: none"> <li>• Director’s Order 6: <i>Interpretation and Education</i></li> <li>• Director’s Order 13A: <i>Environmental Management Systems</i></li> <li>• Director’s Order 28: <i>Cultural Resource Management</i></li> <li>• Director’s Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i></li> <li>• NPS Management Policies 2006 (chapter 5) “Cultural Resource Management”</li> <li>• NPS Management Policies 2006 (chapter 7) “Interpretation and Education”</li> <li>• Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008)</li> <li>• <i>The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation</i></li> <li>• <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties</i></li> </ul>



Fundamental Resource or Value	Collections and Archives
Related Significance Statements	Significance statements 1, 2, and 3.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>The collection is particularly strong in the photographic documentation of Grant's funeral in 1885 and the construction and dedication of his tomb (1892–1897).</li> <li>The archive includes some Grant family papers related to Grant's burial place, books, and items pertaining to the Grant Monument Association.</li> <li>The collection associated with General Grant and the tomb is stored at Fort Wadsworth, Gateway National Recreation Area, and Staten Island, New York. The collection is in good condition.</li> <li>Select archival items are available online at the NPS Manhattan Historic Sites Archive. This three-year project to catalog, reorganize, and digitize the collections was developed in cooperation with the National Parks of New York Harbor Conservancy. The materials are diverse in type, ranging from photographs, to letters, to maps and prints.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>Visitation and interest in Grant is increasing as a result of the sesquicentennial of the Civil War and Reconstruction and a renewed interest in Grant.</li> <li>Ron Chernow released a Grant biography in 2017, which is expected to increase visitation to the site.</li> </ul>
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>The visitor center is small and not able to easily accommodate large groups. Collections on display have the potential to become damaged.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>None identified.</li> </ul>
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> <li>Scope of Collection Statement (2011).</li> </ul>
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>Historic resource study.</li> <li>National Register of Historic Places nomination (update).</li> <li>Resource condition assessment.</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>Housekeeping plan for museum collections and archives.</li> <li>Resource stewardship strategy.</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>"Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79)</li> <li>Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>Museum Properties Management Act of 1955, as amended</li> <li>National Historic Preservation Act of 1966, as amended</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>Director's Order 24: <i>NPS Museum Collections Management</i></li> <li>Director's Order 28: <i>Cultural Resource Management</i></li> <li>NPS Management Policies 2006 (§8.10) "Natural and Cultural Studies, Research, and Collection Activities"</li> <li>NPS Management Policies 2006 (chapter 5) "Cultural Resource Management"</li> <li>NPS Museum Handbook, parts I, II, and III</li> </ul>

Fundamental Resource or Value	Opportunities for Commemoration and Reflection
Related Significance Statements	Significance statements 1, 2, and 3.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>The interior of the mausoleum provides a quiet, contemplative atmosphere for reflection. The exterior plaza (on average) is also quiet with the exception of a few events each year that are held on the plaza.</li> <li>The site is the home of two commemorative events each year—a Grant’s birthday celebration observance (hosted by the National Park Service) and a memorial event (hosted by park partners).</li> <li>Trees planted in Riverside Park surrounding the mausoleum were not the intent of the original design and interfere with the designed viewshed.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>Visitation and renewed interest in Grant is increasing as a result of the sesquicentennial of the Civil War and Reconstruction.</li> <li>Ron Chernow released a Grant biography in 2017, which is expected to increase visitation to the site.</li> <li>Park staff have noted an increase in illegal drone use over the mausoleum (for photos).</li> <li>Night tours (Open House New York) of iconic New York sites have become popular.</li> </ul>
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>Idling tour buses parked on Riverside Drive while waiting for tour groups.</li> <li>Skateboarding on the plaza disturbing the peaceful atmosphere of the site.</li> <li>Frequent use by nonpermitted photo shoots and filming.</li> <li>Noise disturbances of public events held on the plaza (Great Day in Harlem, Jazzmobile, Inc.) and the increased visitation/visibility created by those events.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>Possibility of partnering with commercial tour group companies to provide additional tours through the site.</li> <li>Increased appropriate event use of the plaza to attract additional user groups.</li> </ul>
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>None identified.</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>Cultural landscape report (parts I and II).</li> <li>Vegetation management plan.</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>National Historic Preservation Act of 1966, as amended</li> <li>Executive Order 11593, “Protection and Enhancement of the Cultural Environment”</li> <li>“Protection of Historic Properties” (36 CFR 800)</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</b></p> <ul style="list-style-type: none"> <li>NPS Management Policies 2006 (chapter 5) “Cultural Resource Management”</li> <li>Director’s Order 28: <i>Cultural Resource Management</i></li> <li>Director’s Order 64: <i>Commemorative Works and Plaques</i></li> <li>Director’s Order 61: <i>National Cemetery Operations</i></li> <li>NPS Reference Manual 61: <i>National Cemetery Operations</i></li> <li><i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties and Guidelines for the Treatment of Cultural Landscapes</i></li> </ul>





### Analysis of Other Important Resources and Values

Other Important Resource or Value	Surrounding Memorial Grounds and Viewing Pavilion
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The national memorial is located within Riverside Park (a New York City public park). The landscape is jointly managed and maintained by the National Park Service and New York City. The designed landscape includes a large plaza, walkways, and plantings (primarily trees). The National Park Service only owns 0.5 acre immediately surrounding the mausoleum.</li> <li>• Some of the bluestone and granite pavers on the mausoleum plaza are broken and need to be replaced. Weed growth between the pavers is unattractive and causes further separation of the pavers. A project is currently in the Project Management Information System (PMIS) for replacement and repair of the stones.</li> <li>• The landscape only contains one wayside depicting the site during Grant’s funeral procession. The site lacks any other wayfinding or site identification signage. New signage has been developed for the memorial but has not been installed.</li> <li>• Much of the surrounding landscape is underused but has potential for various programming activity. The site is currently used for a couple of NPS-led events and a few neighborhood events.</li> <li>• The city’s department of transportation owns and maintains all of the exterior lighting of the surrounding landscape.</li> <li>• The land surrounding the mausoleum contains a large number of trees that were not part of the original design. The mausoleum was intended to sit atop the hill with no visual barriers to or from the structure. The city’s forestry department owns and maintains all of the trees.</li> <li>• A series of tile-mosaic benches, inspired by modernist Antoni Gaudi and commissioned to commemorate the centennial of Yellowstone National Park, surround the sides and rear of the mausoleum. The benches are beginning to deteriorate, tiles are broken and/or missing, and no one currently maintains or repairs the benches.</li> <li>• The Viewing Pavilion was conveyed to the National Park Service through a permanent easement in 2004. New York City retains ownership of the surrounding property, including the walkways leading to and from the pavilion. The city is responsible for the maintenance of the walkways and surrounding vegetation.</li> <li>• The Viewing Pavilion contains the visitor center, some staff office space, one restroom, and the Eastern National store. All interpretive programming begins in the visitor center with a short video and small exhibit space.</li> <li>• The space is small and unable to accommodate large numbers of visitors at one time. Two restrooms cannot accommodate large tours and school groups, and only one is accessible. Additional restrooms are located in Riverside Park.</li> </ul>

Other Important Resource or Value	Surrounding Memorial Grounds and Viewing Pavilion
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions (continued)</b></p> <ul style="list-style-type: none"> <li>The structure includes a fire suppression system and multiple points of ingress/egress. The structure itself is accessible, but the pathways leading to the structure do not meet Americans with Disabilities Act (ADA) requirements. The city does not shovel snow or remove ice from the pathways.</li> <li>Views to the Hudson River are obscured by vegetation. The New York City parks department manages the vegetation as free-growing wooded areas and does not manage for maintaining views to the Hudson River from the pavilion.</li> <li>Riverside Park contains some features that are significant to the greater story of Grant and the tomb. Directly north or behind the tomb (but on Riverside Park property) lies the old site of the temporary vault where Grant's body lay while the tomb was constructed. A black wrought-iron fence marks the boundary. Shortly after Grant's body was interred in the finished mausoleum, the viceroy of China, Li Hung Chang, placed a gingko tree on the site. The tree is to commemorate the greatness of Grant. The friendship of the two men dates to Grant's world tour. The Grant Monument Association has expressed interest in having the site transferred to the National Park Service. The fence, sidewalk, and steps around it, and the plantings within the fenced area are all in need of care.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>Visitation is increasing as a result of the sesquicentennial of the Civil War and Reconstruction and a renewed interest in Grant.</li> <li>Ron Chernow released a Grant biography in 2017, which is expected to increase visitation to the site.</li> </ul>
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>The site is exposed to a variety of environmental conditions, including water and air pollution and acid deposition causing deterioration over time. Conditions such as heavy rain, wind, snow, and ice can pose a danger to both the site and visitors and staff.</li> <li>Broken or cracked pavers on the plaza create tripping hazards for visitors to the mausoleum.</li> <li>Vandalism, petty theft, and damage from skateboard use, primarily when no NPS staff are present. The entrance to the visitor center is not visible from the street, leading to opportunities for vandalism.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>Reach out to local schools, youth groups, or other programs for stewardship of the site (Columbia University, Riverside Church, secondary schools, boys and girls clubs).</li> <li>Possibility of partnering with commercial tour group companies to provide additional tours through the site.</li> <li>Expand partnership with the New York City Department of Parks and Recreation to improve views from the memorial grounds and viewing pavilion.</li> </ul>
<p><b>Data and/or GIS Needs</b></p>	<ul style="list-style-type: none"> <li>Resource condition assessment.</li> <li>Visual resource inventory.</li> </ul>
<p><b>Planning Needs</b></p>	<ul style="list-style-type: none"> <li>Cultural landscape report (parts I and II).</li> <li>Vegetation management plan.</li> <li>Interpretive exhibit assessment and plan.</li> <li>Community outreach plan.</li> <li>Commercial services strategy.</li> <li>Commercial services plan.</li> <li>Accessibility self-evaluation and transition plan.</li> <li>Resource stewardship strategy.</li> </ul>



Other Important Resource or Value	Surrounding Memorial Grounds and Viewing Pavilion
<p><b>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the OIRV</b></p> <ul style="list-style-type: none"> <li>• Americans with Disabilities Act of 1990</li> <li>• “Americans with Disabilities Act (ADA) Accessibility Guidelines for Buildings and Facilities; Architectural Barriers Act (ABA) Accessibility Guidelines” (36 CFR 1191)</li> <li>• Architectural Barriers Act of 1968</li> <li>• Clean Air Act of 1977 (42 USC 7401 et seq.)</li> <li>• Executive Order 11593, “Protection and Enhancement of the Cultural Environment”</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• “Protection of Historic Properties” (36 CFR 800)</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</b></p> <ul style="list-style-type: none"> <li>• Director’s Order 28: <i>Cultural Resource Management</i></li> <li>• Director’s Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i></li> <li>• NPS Management Policies 2006 (§1.6) “Cooperative Conservation Beyond Park Boundaries”</li> <li>• NPS Management Policies 2006 (§1.4.6) “What Constitutes Park Resources and Values”</li> <li>• NPS Management Policies 2006 (chapter 5) “Cultural Resource Management”</li> <li>• Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008)</li> <li>• <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i></li> </ul>



## 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 General Grant National Memorial and the associated planning and data needs to address them:

- **Operational Efficiency and Management of Multiple Park Units.** General Grant National Memorial is one of nine NPS units within the Manhattan Sites Administration. All nine sites fall under 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 trip 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
- **Resource Stewardship, Access, and Visitor Experience.** The mausoleum and surrounding landscape are showing signs of deterioration because of aging and normal wear and tear. A programmatic strategy to address cyclic and long-term maintenance and preservation needs to be developed for the memorial. Additionally, the mausoleum itself is not accessible, and the site lacks informational and directional signage. A comprehensive examination of resource protection, visitor access and experience, and park operations would help to address management issues at the memorial.
  - *Associated planning and data needs:* Resource condition assessment, historic structure report (update), resource stewardship strategy, visitor use study, accessibility self-evaluation and transition plan, interpretive exhibit assessment and plan, housekeeping plan for museum collections and archives
- **Security of Memorial Resources.** Like many of New York City's icons, General Grant 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 memorial has to maintain staffing and security levels, as well as unarmed security guards, to protect memorial assets. Sustaining this level of security is costly and continuing to become more so because staff training and new technologies are needed. Balancing ongoing security concerns with the need to provide public access presents many challenges for memorial managers.
  - *Associated planning and data needs:* Visitor use study, accessibility self-evaluation and transition 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
OIRV, Key Issue	Accessibility self-evaluation and transition plan	H	This plan would provide the memorial with options for resolving some of the site's accessibility restraints.
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 national park system unit, while focusing on balancing staffing capacity issues and management strategies for the operations of all nine park units.
OIRV	Commercial services plan	H	A plan is needed to help the memorial coordinate and manage partnerships with commercial tour group companies.
FRV, OIRV	Cultural landscape reports (parts I and II)	H	The report would provide management guidance for the treatment and use of contributing features identified in the cultural landscape inventory.
FRV, Key Issue	Housekeeping plan for museum collections and archives	H	The plan would provide preventive care and maintenance guidance for museum collections and archives.



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	Park partner action strategy	H	The park partner action strategy is an approach to aligning park unit and partner goals, resulting in a tangible action strategy that defines the future direction of the partnership. The strategy may 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, OIRV, Key Issue	Resource stewardship strategy	H	This strategy would act as a daily maintenance treatment guide for all of the park units within the Manhattan sites administrative group.
OIRV	Community outreach plan	M	The plan would be used to guide the park unit in ways to engage the surrounding community who use the memorial on a regular basis. The focus of the outreach would be preservation and protection of the site, coordinating mixed uses of the site, and educational outreach.
FRV, Key Issue	Historic structure report (update)	M	The historic structure report update for the mausoleum would evaluate changes to the structure’s condition since the previous report was written.
OIRV, Key Issue	Interpretive exhibit assessment and plan	M	This plan is needed to guide the memorial in expanding the interpretive exhibits and waysides inside the mausoleum, on the plaza surrounding the mausoleum, and in the visitor center.
FRV, OIRV	Vegetation management plan	L	This plan would be used to guide maintenance decisions regarding the trees surrounding the mausoleum.
OIRV	Commercial services strategy	L	The study would be used to evaluate current commercial services, review the authority for new services, and complete market research. The findings of this study would guide management actions proposed in a commercial services plan.

<b>Data Needs – Where Information Is Needed Before Decisions Can Be Made</b>			
<b>Related to an FRV, OIRV, or Key Issue?</b>	<b>Data and GIS Needs</b>	<b>Priority (H, M, L)</b>	<b>Notes, Including Which Planning Need This Data Need Relates To</b>
FRV, OIRV, Key Issue	Resource condition assessment	H	The resource condition assessment would provide a comprehensive analysis of the current condition and inventory status of all memorial-managed cultural resources. This information is necessary for resource management and aids the development of a resource stewardship strategy.
FRV	Historic resource study	M	This study would encompass all topics of significance at the memorial. The study would help the park unit link the stories together and fill in some of the unknowns.
FRV	National Register of Historic Places nomination (update)	M	The national register nomination is outdated (or lacks sufficient information that could inform memorial decisions) and needs to be updated.
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 be used to inform management of visitor use patterns and assess the potential impacts of programs and activities.
OIRV	Visual resource inventory	M	The inventory would identify the scenic quality and visual values of important views and serve as a baseline from which to work with New York City to improve views, which was part of the original intent of the mausoleum design.





## Part 3: Contributors

### General Grant National Memorial

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### NPS Northeast Region

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### Partners

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

# Appendixes

## Appendix A: Enabling Legislation for General Grant National Memorial

614

PUBLIC LAW 85-659—AUG. 14, 1958

[72 STAT.]

Public Law 85-659

AN ACT

August 14, 1958  
[H. R. 6274]

To provide that the Secretary of the Interior shall accept title to Grant's Tomb in New York, New York, and maintain it as the General Grant National Memorial.

General Grant  
National Memorial.

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

Approved August 14, 1958.

## Appendix B: Inventory of Administrative Commitments

Name	Agreement Type	Start Date – Expiration Date	Stakeholders	Purpose
Grant Monument Association	Cooperative agreement	Expired	Grant Monument Association	Nonprofit organization that supports General Grant National Memorial and scholarship about Ulysses S. Grant
Eastern National	Cooperative association agreement	10/2014 – 10/2020	Eastern National	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 (One-year extension in 2017)	National Parks of New York Harbor Conservancy	Replaced general agreement to promote General Grant and the other national parks in the New York City area





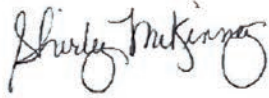
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## Northeast Region Foundation Document Recommendation General Grant National Memorial

July 2018

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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.



7/11/18

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RECOMMENDED

Shirley McKinney, Superintendent, General Grant National Memorial

Date



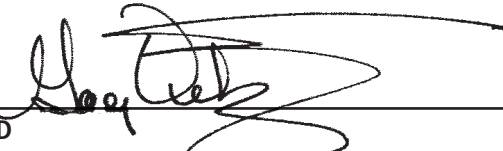
8.8.18

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RECOMMENDED

Joshua Laird, Commissioner, National Parks of New York Harbor

Date



8.13.2018

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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.

GEGR xxx/xxxxxx

July 2018

# Foundation Document • General Grant National Memorial

