



# Foundation Document

## Saint Paul's Church National Historic Site

New York

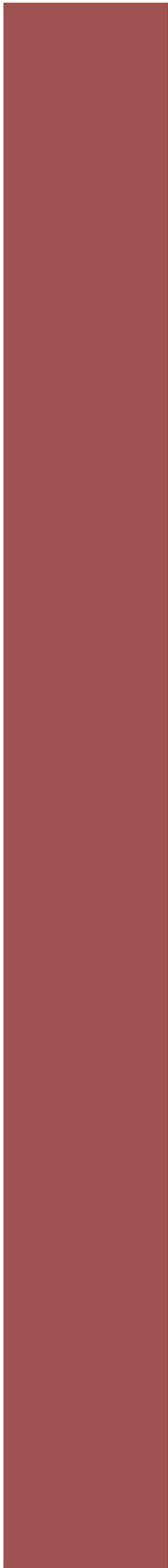
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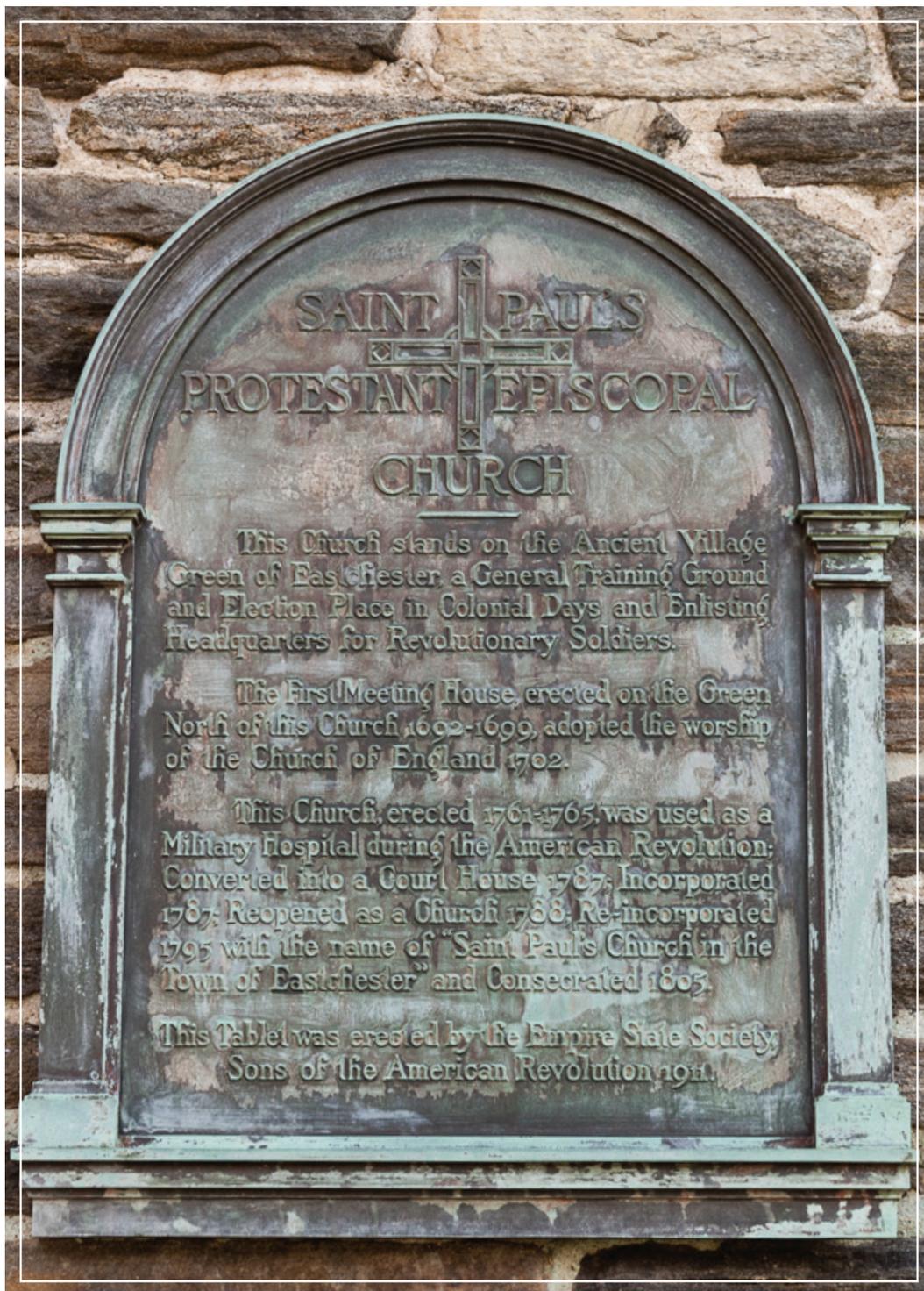




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## Mission of the National Park Service

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 Saint Paul’s Church National Historic Site 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

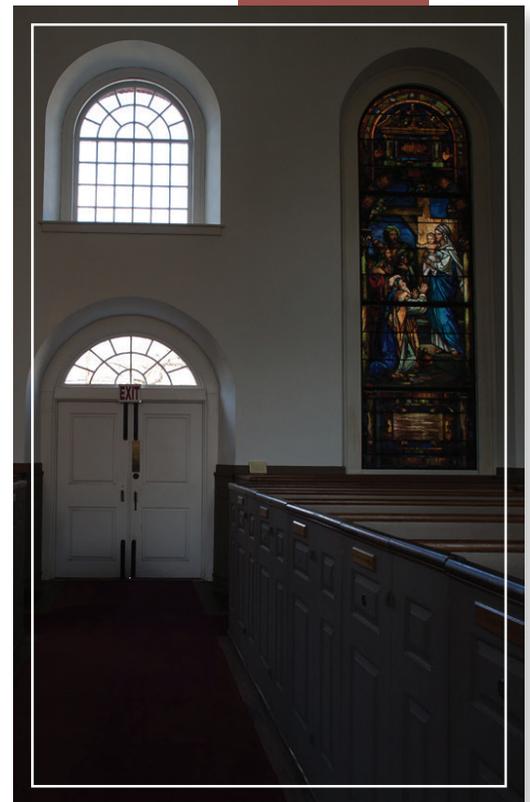
Saint Paul's Church National Historic Site is located at 897 South Columbus Avenue in Mount Vernon, New York, in southern Westchester County. The polygon-shaped site encompasses about 6 acres and contains a church building, carriage house, burying ground, and a small remnant of the old village green. The site is in the block defined by South Columbus Avenue on the north, Leona Lane on the east, South Third Avenue on the west, and Edison Avenue and Dock Street on the south. The property itself fronts South Columbus Avenue. The surrounding area is characterized by commercial structures and light industry.

The parish of Saint Paul's was founded in 1665. One of the longest-standing parishes in the state, the congregation used the site until just after the church building came under the jurisdiction of the National Park Service in 1980. It was used as a hospital following the important Revolutionary War battle at Pell's Point in 1776 and was the scene of various military developments for the next six years. The church stood at the edge of Eastchester village green. Events on the village green in 1733, including the "Great Election," documented one of the earliest manifestations of the importance of freedom of assembly, the press, and religion in the public life of America, predicting the eventual incorporation of these concepts into the Bill of Rights. The adjoining cemetery contains more than 8,000 interments dating from 1704.

Increasing industrialization of the area around Saint Paul's Church in the early 20th century led to the decline of the parish. In 1942, as part of an effort to revitalize the congregation and draw attention to the site's historical significance, the interior of the church was restored to its 18th-century appearance based on the original pew plan of 1787. A committee chaired by Sara Delano Roosevelt, mother of President Franklin Delano Roosevelt, raised funds for the project.

Although the restoration initially succeeded in reviving the congregation, by the 1970s the parish had dwindled to only a handful of worshippers. The last regular Sunday service at Saint Paul's was in May 1977. In 1980, the site was transferred from the Episcopal Diocese of New York to the National Park Service. The site opened to the public in 1984 and is operated under a cooperative agreement with the Society of the National Shrine of the Bill of Rights at Saint Paul's Church, Eastchester Inc.

Saint Paul's Church National Historic Site is a site with historical, architectural, and potential ethnographic resources. The burying ground contains gravestones that are unique in regard to stone type, style, and iconography; it is also actively used for traditional purposes such as burials and religious rituals. The current church (the second on the site) is constructed of fieldstone and brick. It was built just before the Revolutionary War with major alterations carried out in the 1850s, 1880s, and 1940s. The adjacent carriage house (also called the parish house) is also constructed of fieldstone and brick. A small strip of lawn in front of the church was part of the former village green. The church is now used as a museum; it is interpreted as a religious structure, and is representative of the mid-20th-century preservation movement in America. The carriage house is used as a visitor center, administrative offices, and maintenance shed.



## Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Saint Paul's Church National Historic Site 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 November 10, 1978 (see appendix A for enabling legislation). The purpose statement lays the foundation for understanding what is most important about the park.

*The purpose of SAINT PAUL'S CHURCH NATIONAL HISTORIC SITE is to preserve and protect Saint Paul's Church and Cemetery and interpret the site's historical events leading to the establishment of the Bill of Rights, its importance as an extant structure used by both sides during the American Revolution, and its place in American architectural preservation history.*



## 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 Saint Paul's Church National Historic Site, 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 Saint Paul's Church National Historic Site. (Please note that the sequence of the statements does not reflect the level of significance.)

1. Saint Paul's Church National Historic Site preserves an important chapter in the early history of the United States, telling the story of the development and political and military history of colonial society. Issues of freedom of individual religious preference and growing support for political independence, along with the impact of war on the civilian inhabitants, were encountered here and raised throughout colonial America.
2. Saint Paul's Cemetery is one of the oldest continuously used burial grounds in the country, with marked interments from 1704 and burials as recently as 2016. Thus, it preserves more than 300 years of marking graves with an impressive variety of stones, carving styles, religious and secular symbolism, and epitaphs. Among the approximately 8,000 people buried here are men who served in our nation's wars from colonial times through the Korean War.



## 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 Saint Paul’s Church National Historic Site:

- **Historic Structures.** The historic structures consist of the restored Saint Paul’s Church and Parish Hall.
- **The Site of Saint Paul’s Church.** The site of Saint Paul’s Church preserves an important chapter in the early history of the United States. Remnants of the village green and Saint Paul’s Cemetery contribute to the understanding of the historic setting and purpose of the national historic site.
- **Collections.** The national historic site’s collections include historic objects and archival materials related to the establishment of the Bill of Rights (including the trial of John Peter Zenger), Saint Paul’s Church in the American Revolution, the history of the church structure itself, and burials in the site’s cemetery.

## Other Important Resources and Values

Saint Paul’s Church National Historic Site 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 Saint Paul’s Church National Historic Site:

- **Archeological Resources.** Saint Paul’s Church National Historic Site has archeological collections related to the Late Woodland Lenape residents of the area.



## 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 Saint Paul's Church National Historic Site:

- **Consent of the Governed.** The election for an open seat in the New York assembly held on the village green at Saint Paul's Church on October 29, 1733, is one of the earliest recorded examples of the prized American tradition of consent of the governed and a landmark moment in the extension of religious freedom.
- **Role in Revolutionary War.** Difficult personal decisions reached in a politically divided, war-torn region characterize the story of the American Revolution preserved at Saint Paul's Church. Caught in "neutral ground" between warring armies, local residents were forced to make grave choices among patriots, loyalists, and neutrals, often splitting families and generating partisan warfare. Those same Revolutionary War battles and conflicting loyalties led to the military use of Saint Paul's Church by both sides at different times during the conflict.
- **Saint Paul's Cemetery.** The cemetery, one of the oldest continuously used burial yards in the country, contains an impressive variety of stones, carving styles, and iconographic representations that provide insights into changes over three centuries regarding religious beliefs, cultural changes, and attitudes toward death and salvation. The personal and family histories of the people interred in the yard chronicle the story of the area from the early 1700s to the present.
- **Architecture.** The architectural history of the church building, especially several internal alterations, provides significant insights into changing religious practices, community development, and attitudes toward historic preservation and its purposes.



## 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 Saint Paul's Church National Historic Site.

For more information about the existing administrative commitments for Saint Paul's Church National Historic Site, please see appendix B. There are no special mandates for Saint Paul's Church National Historic Site.

### 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	Historic Structures
<b>Related Significance Statements</b>	<ul style="list-style-type: none"> <li>• Saint Paul's Church National Historic Site preserves an important chapter in the early history of the United States, telling the story of the development and political and military history of colonial society. Issues of freedom of individual religious preference and growing support for political independence, along with the impact of war on the civilian inhabitants, were encountered here and raised throughout colonial America.</li> </ul>
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The Parish Hall currently houses the visitor center, museum, staff offices and kitchen, and the maintenance garage.</li> <li>• The church includes exhibits, reconstructed pews, an office area on the second floor, and storage space for the historic site's archives.</li> <li>• The church is closed to the public except when tours are given. Tours are given only at specific hours during the day (listed on website).</li> <li>• Both the church and Parish Hall are accessible.</li> <li>• Masonry repairs are needed on the exterior of both structures. The brick hearth in the Parish Hall also needs repairs.</li> <li>• Parking and vehicular access to the site are inadequate, and there is no space for bus parking. Most visitors park on the grass along the street edge or in adjacent business lots on weekends when the businesses are closed.</li> <li>• There are no convenient public transportation routes to the historic site and because there are no sidewalks in the area, walking to the site is dangerous. Site signage recommends that visitors drive to the site.</li> <li>• Both structures are heated, but only the Parish Hall is air conditioned (window units).</li> <li>• The church's 1830 Erben pipe organ requires regular maintenance using period-appropriate materials.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Outreach to local schools is increasing, along with an emphasis on reaching new audiences and diverse populations.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• In addition to natural weathering, deterioration of the stone, paint, and some metals is likely being caused by acid rain and air pollution.</li> <li>• There is the potential for residential development as industrial uses leave the area.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Consider partnering with Eastern National to locate a bookstore at the historic site..</li> </ul>
<b>Existing Data and Plans Related to the FRV</b>	<ul style="list-style-type: none"> <li>• Archeological overview and assessment (2013).</li> <li>• General management plan (1997).</li> <li>• Long-range interpretive plan (2009).</li> </ul>
<b>Data and/or GIS Needs</b>	<ul style="list-style-type: none"> <li>• Cultural resource stewardship assessment.</li> <li>• National Register of Historic Places nomination (update).</li> <li>• Historic resource study.</li> <li>• Visitor experience and transportation assessment.</li> </ul>
<b>Planning Needs</b>	<ul style="list-style-type: none"> <li>• Access improvement plan.</li> </ul>

Fundamental Resource or Value	Historic Structures
<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>• Architectural Barriers Act of 1968</li> <li>• Clean Air Act of 1977 (42 USC 7401 et seq.)</li> <li>• National Historic Preservation Act of 1966, as amended (54 USC 300101 et seq.)</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• "Protection of Historic Properties" (36 CFR 800)</li> <li>• "Accessibility Guidelines" (36 CFR 1191.1)</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>• NPS Management Policies 2006 (chapter 7) "Interpretation and Education"</li> <li>• Director's Order 6: <i>Interpretation and Education</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>• <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></li> </ul>





Fundamental Resource or Value	The Site of Saint Paul's Church
<p><b>Related Significance Statements</b></p>	<ul style="list-style-type: none"> <li>• Saint Paul's Church National Historic Site preserves an important chapter in the early history of the United States, telling the story of the development and political and military history of colonial society. Issues of freedom of individual religious preference and growing support for political independence, along with the impact of war on the civilian inhabitants, were encountered here and raised throughout colonial America.</li> <li>• Saint Paul's Cemetery is one of the oldest continuously used burial grounds in the country, with marked interments from 1704 and burials as recently as 2016. Thus, it preserves more than 300 years of marking graves with an impressive variety of stones, carving styles, religious and secular symbolism, and epitaphs. Among the approximately 8,000 people buried here are men who served in our nation's wars from colonial times through the Korean War.</li> </ul>
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Many of the early 20th-century granite monuments in the cemetery have no foundations or footers and are sinking; some are almost below ground.</li> <li>• Not all graves in the cemetery are marked. Some grave markers are no longer legible.</li> <li>• Previous studies indicate that the site may contain archeological resources related to Saint Paul's Church and Cemetery.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Outreach to local schools is increasing, along with an emphasis on reaching new audiences and diverse populations.</li> </ul>
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• There is the potential for residential development as industrial uses leave the area.</li> <li>• Groundhogs have become a nuisance in the historic site and create burrows in the cemetery.</li> <li>• Flooding in one section of the cemetery has been a mild problem.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Consider partnering with Eastern National to locate a bookstore at the historic site.</li> <li>• Conduct noninvasive archeological studies (geophysical investigations) to locate potential archeological resources.</li> </ul>

<b>Fundamental Resource or Value</b>	<b>The Site of Saint Paul’s Church</b>
<b>Existing Data and Plans Related to the FRV</b>	<ul style="list-style-type: none"> <li>• Archeological overview and assessment (2013).</li> <li>• General management plan (1997).</li> <li>• Long-range interpretive plan (2009).</li> </ul>
<b>Data and/or GIS Needs</b>	<ul style="list-style-type: none"> <li>• Geophysical archeological investigations.</li> <li>• Interior Collections Management System (update).</li> <li>• Archeological Sites Management Information System (update).</li> </ul>
<b>Planning Needs</b>	<ul style="list-style-type: none"> <li>• Access improvement plan.</li> <li>• Archeological resource management plan.</li> </ul>
<b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b>	<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>• 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>• Archaeological Resources Protection Act of 1979</li> <li>• Archeological and Historic Preservation Act of 1974</li> <li>• Historic Sites Act of 1935</li> <li>• National Historic Preservation Act of 1966, as amended (54 USC 300101 et seq.)</li> <li>• Museum Properties Management Act of 1955, as amended</li> <li>• Executive Order 11593, “Protection and Enhancement of the Cultural Environment”</li> <li>• “Protection of Historic Properties” (36 CFR 800)</li> <li>• “Curation of Federally-Owned and Administered Archaeological Collections” (36 CFR 79)</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 <i>Management Policies 2006</i> (chapter 5) “Cultural Resource Management”</li> <li>• NPS <i>Management Policies 2006</i> (chapter 7) “Interpretation and Education”</li> <li>• Director’s Order 6: <i>Interpretation and Education</i></li> <li>• Director’s Oder 13A: <i>Environmental Management Systems</i></li> <li>• Director’s Order 24: <i>NPS Museum Collections Management</i></li> <li>• Director’s Order 28: <i>Cultural Resource Management</i></li> <li>• Director’s Order 28A: <i>Archeology</i></li> <li>• Director’s Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i></li> <li>• NPS <i>Museum Handbook</i>, parts I, II, and III</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> <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>

Fundamental Resource or Value	Collections
<b>Related Significance Statements</b>	<ul style="list-style-type: none"> <li>• Saint Paul's Church National Historic Site preserves an important chapter in the early history of the United States, telling the story of the development and political and military history of colonial society. Issues of freedom of individual religious preference and growing support for political independence, along with the impact of war on the civilian inhabitants, were encountered here and raised throughout colonial America.</li> <li>• Saint Paul's Cemetery is one of the oldest continuously used burial grounds in the country, with marked interments from 1704 and burials as recently as 2016. Thus, it preserves more than 300 years of marking graves with an impressive variety of stones, carving styles, religious and secular symbolism, and epitaphs. Among the approximately 8,000 people buried here are men who served in our nation's wars from colonial times through the Korean War.</li> </ul>
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The collections contain 19th and 20th century church archives (including burial records), archeological materials, furniture, liturgical materials, and architectural artifacts and tomb statuary removed from the burying ground.</li> <li>• The items are currently stored in Parish Hall or on display in the Parish Hall museum. Some of the collections are stored at the Staten Island Unit of Gateway National Recreation Area.</li> <li>• Archeological resources recovered from the site are in storage or on exhibit. All are in good condition.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• None identified.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• None identified.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• None identified.</li> </ul>
<b>Existing Data and Plans Related to the FRV</b>	<ul style="list-style-type: none"> <li>• Scope of collections statement (2011).</li> </ul>
<b>Data and/or GIS Needs</b>	<ul style="list-style-type: none"> <li>• Interior Collections Management System (update).</li> </ul>
<b>Planning Needs</b>	<ul style="list-style-type: none"> <li>• None identified.</li> </ul>
<b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Museum Properties Management Act of 1955, as amended</li> <li>• National Historic Preservation Act of 1966, as amended (54 USC 300101 et seq.)</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79)</li> <li>• Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</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 <i>Management Policies 2006</i> (chapter 5) "Cultural Resource Management"</li> <li>• NPS <i>Management Policies 2006</i> (§8.10) "Natural and Cultural Studies, Research, and Collection Activities"</li> <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 <i>Museum Handbook</i>, parts I, II, and III</li> </ul>

## Analysis of Other Important Resources and Values

Other Important Resource or Value	Archeological Resources
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>Archeological resources from the late Woodland period through the 18th, 19th, and 20th centuries are known to be present on the property.</li> <li>The extent of these resources is not known.</li> <li>The site contains many unmarked graves that could be disturbed by additional testing. The historic site staff does not actively search for resources and would survey the property before any ground-disturbing activities as required under section 106 of the National Historic Preservation Act.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>None identified.</li> </ul>
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>Groundhogs burrowing around the site have the potential to disturb archeological resources.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>Conduct noninvasive archeological studies (geophysical investigations) to determine the extent of potential archeological resources.</li> </ul>
<p><b>Existing Data and Plans Related to the OIRV</b></p>	<ul style="list-style-type: none"> <li>Archeological overview and assessment (2013).</li> </ul>
<p><b>Data and/or GIS Needs</b></p>	<ul style="list-style-type: none"> <li>Geophysical archeological investigations.</li> <li>Interior Collections Management System (update).</li> <li>Archeological Sites Management Information System (update).</li> </ul>
<p><b>Planning Needs</b></p>	<ul style="list-style-type: none"> <li>Archeological resource management plan.</li> </ul>
<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>Archaeological Resources Protection Act of 1979</li> <li>Archeological and Historic Preservation Act of 1974</li> <li>Museum Properties Management Act of 1955, as amended</li> <li>National Historic Preservation Act of 1966, as amended (54 USC 300101 et seq.)</li> <li>Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>"Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79)</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 24: NPS Museum Collections Management</li> <li>Director's Order 28: Cultural Resource Management</li> <li>Director's Order 28A: Archeology</li> <li>NPS Museum Handbook, parts I, II, and III</li> <li>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</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 Saint Paul's Church National Historic Site and the associated planning and data needs to address them:

- **Visitor Access.** The site has very little street parking near the historic site and no parking for school buses. Many visitors park along the side of the road in the grass or in neighboring business lots. Public transportation is not convenient to the site. A comprehensive look at viable transportation options could provide guidance on how to resolve the issue.
  - *Associated planning and data needs:* Visitor experience and transportation assessment, access improvement plan
  
- **Operational Efficiency and Management of Multiple Park Units.** Saint Paul's Church National Historic Site is one of nine NPS units within the Manhattan Sites Administration. All nine sites are part of a single management group and share staff and various administrative resources. The historic buildings and landscapes of these nine park units are woven into the urban fabric of New York City and are spread over numerous city blocks. It is roughly 21 miles from the southernmost park to the northernmost park, about 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 of each park unit.
  - *Associated planning and data needs:* Business plan, park partner action strategy, visitor use study, information technology assessment and 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 and address major organizational and administrative challenges. It would also provide information addressing day-to-day operations, tasks, and activities for each park unit while balancing staffing capacity issues and management strategies for the operations of all nine park units.
FRV, Key Issue	Access improvement plan	M	This plan would build on the visitor experience and transportation assessment and provide solutions for the limited parking and vehicular access issues of the historic site.
FRV, OIRV	Archeological resource management plan	M	This plan would identify strategies for preserving and maintaining the historic site’s underground archeological resources.
Key Issue	Information technology assessment and plan	M	An information technology plan for all of the Manhattan parks would provide strategic guidance for developing and updating aging information technology (IT) infrastructure. This 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. It would guide updating computer system networks and proactively identify future technology needs.
Key Issue	Park partner action strategy	M	By aligning park and partner goals the park partner action strategy would define 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.

<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</b>
FRV, Key Issue	Visitor experience and transportation assessment	H	This assessment would establish a baseline for the quality of transportation-related visitor experience, identify needs and strategies for improving visitor experience, and develop performance measures to determine the effectiveness of the strategies.
Key Issue	Visitor use study	H	This study would include all of the Manhattan national parks that are part of the administrative unit (the Manhattan Sites). It would inform management of visitor use patterns and assess potential impacts of programs and activities.
FRV, OIRV	Archeological Sites Management Information System (update)	M	The historic site's archeological inventory needs to be updated in the NPS Archeological Sites Management Information System database.
FRV	Cultural resource stewardship assessment	M	This assessment is needed to evaluate the condition of the park's cultural resources including the fieldstone and brick masonry throughout the historic site.
FRV, OIRV	Geophysical archeological investigations	M	These nonintrusive investigations would provide the historic site with valuable archeological information without disturbing the grounds surrounding the church or cemetery. They would map underground resources and determine if any unknown resources exist within the historic site.
FRV	Historic resource study	M	This study would encompass all topics of significance at the historic site and would help link the stories together and fill in some of the unknowns.
FRV, OIRV	Interior Collections Management System (update)	M	The historic site's collections and archives need to be updated in the Department of the Interior Collection Management System database.
FRV	National Register of Historic Places nomination (update)	M	This update would expand on the existing national register nomination, filling in missing information and include new research that could expand or elaborate on the significance of the historic site and/or list of fundamental resources.

## Part 3: Contributors

### Saint Paul's Church National Historic Site

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

### NPS Northeast Region

Christine Arato, Regional Historian (former)  
Amanda Jones, Community Planner, Project Lead  
Eric Kreusch, Cultural Anthropologist/Archeologist (former)  
Jim O'Connell, Community Planner (retired)  
Stephen Spaulding, Director, Historic Architecture, Conservation, and Engineering Center  
Sara Wolf, Director, Northeast Museum Services Center (retired)

### Other NPS Staff

Mindy Burke, Contract Editor, Denver Service Center, Planning Division  
Pam Holtman, Quality Assurance Coordinator, WASO Park Planning and Special Studies  
John Paul Jones, Visual Information Specialist, Denver Service Center, Planning Division  
Wanda Gray Lafferty, Contract Editor, Denver Service Center, Planning Division  
Nancy Shock, Foundation Coordinator, Denver Service Center, Planning Division  
Philip Viray, Publications Branch Chief, Denver Service Center, Planning Division

### Partners

Renee Barnes, Program Director, National Parks of New York Harbor Conservancy  
David Osborn, Saint Paul's Church National Historic Site Supervisor, the Society of the National Shrine of the Bill of Rights at Saint Paul's Church

# Appendixes

## Appendix A: Enabling Legislation for Saint Paul's Church National Historic Site

10090

FEDERAL REGISTER, *Wednesday, July 21, 1943*

### TITLE 36—PARKS AND FORESTS

#### Chapter I—National Park Service

##### PART 1—AREAS ADMINISTERED BY THE NATIONAL PARK SERVICE

##### ORDER DESIGNATING THE SAINT PAUL'S CHURCH, EASTCHESTER, MOUNT VERNON, N. Y. AS A NATIONAL HISTORIC SITE<sup>2</sup>

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, Saint Paul's Church, Eastchester, situated in the City of Mount Vernon, County of Westchester and State of New York, is recognized as possessing national significance because of its close and intimate connection with the events leading to the establishment of the Bill of Rights, and its place in American architectural history and the American Revolution; and

Whereas, a cooperative agreement has been made between the Corporation of Saint Paul's Church, Eastchester, and the United States of America, providing for the designation, preservation, and use of Saint Paul's Church, Eastchester, as a national historic site:

Now, therefore, I, Harold L. Ickes, Secretary of the Interior, by virtue of and pursuant to the authority contained in the Act of August 21, 1935 (49 Stat. 666) do hereby designate the following described lands, together with all historic structures thereon and all appurtenances connected therewith, to be a national

<sup>1</sup> 8 F.R. 3591, 3714, 4892, 5408, 5758, 6840, 7264, 7456, 7492, 7825, 8869.

<sup>2</sup> Affects tabulation in § 1.13 f.

historic site, having the name "Saint Paul's Church, Eastchester, National Historic Site".

All those lots, pieces, or parcels of land and historic structures which are now owned or controlled, or which may become owned or controlled, by the Corporation of Saint Paul's Church, Eastchester, located within the square bounded by South Columbus Avenue, South Third Avenue, Edison Avenue, and South Fulton Avenue, in the City of Mount Vernon, County of Westchester and State of New York.

The administration, protection, and development of this national historic site shall be exercised in accordance with the provisions of the above-mentioned cooperative agreement and 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, at the City of Washington, this 5th day of July 1943.

[SEAL] HAROLD L. ICKES,  
*Secretary of the Interior*

[F. R. Doc. 43-11648; Filed, July 20, 1943;  
9:50 a. m.]

## SAINT PAUL'S CHURCH, EASTCHESTER

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

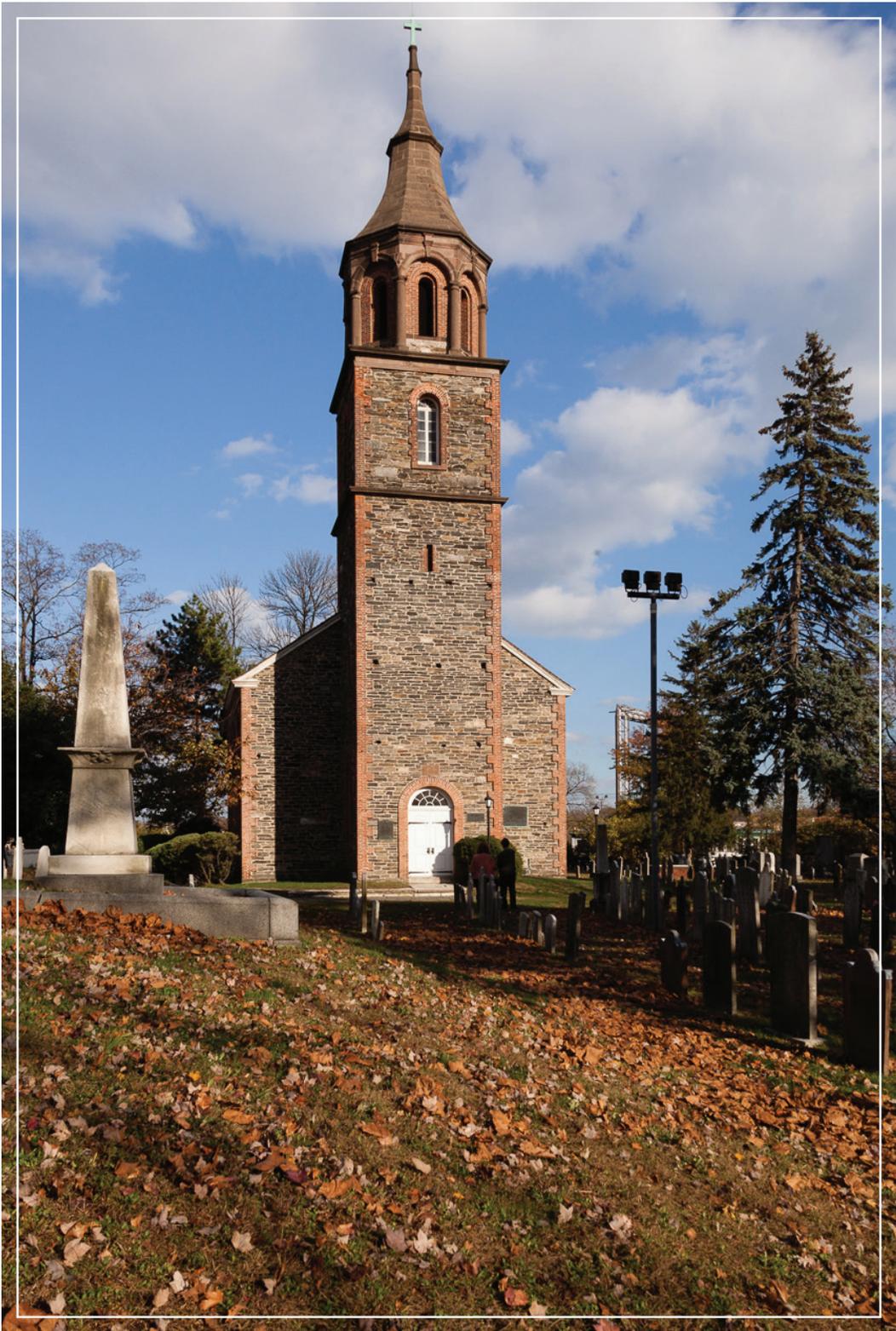
(b) Any property acquired under subsection (a) shall be administered by the Secretary acting through the National Park Service, in accordance with this section and provisions of law generally applicable to units of the National Park System, including the Act approved August 25, 1916 (16 U.S.C. 1 and following) and the Act approved

August 21, 1935. The Secretary, in carrying out the provisions of such Acts (i) shall give particular attention to assuring the completion of such structural and other repairs as he considers necessary to restore and preserve any property acquired in accordance with this section, and (ii) may enter into cooperative agreements with other public or private entities for the management, protection, development, and interpretation, in whole or in part, of the property so acquired.

## Appendix B: Inventory of Administrative Commitments

Name	Agreement Type	Start – Expiration Date	Stakeholders	Purpose
Cooperative Agreement between the National Park Service and the Society of the National Shrine of the Bill of Rights at Saint Paul's Church Eastchester Inc.	Cooperative agreement	7/1/2014 – 9/30/2019	Members of the Society of the National Shrine of the Bill of Rights at Saint Paul's Church	Provide interpretive, visitor, and maintenance services
Eastern National	Cooperative association agreement	10/2014 – 10/2020	Eastern National	Sale 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 Saint Paul's Church and the other national parks in New York City area





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## Northeast Region Foundation Document Recommendation Saint Paul's Church National Historic Site

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.



July 20, 2018

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RECOMMENDED

Shirley McKinney, Superintendent, Saint Paul's Church National Historic Site

Date



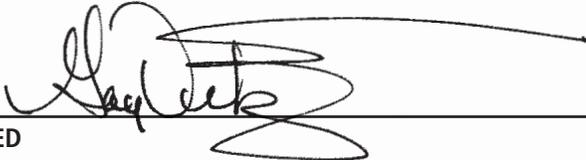
8-8-18

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RECOMMENDED

Joshua Laird, Commissioner, National Parks of New York Harbor

Date



Aug 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.

SAPA 470/147629

August 2018

Foundation Document • Saint Paul's Church National Historic Site

