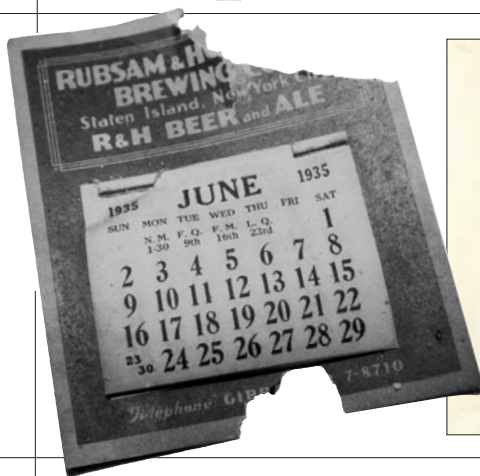


Purpose and Need for Action



INTRODUCTION

This document sets forth the General Management Plan for the Lower East Side Tenement National Historic Site. Congress designated the site an affiliated area of the National Park System in 1998 with the enactment of Public Law 105-378. This Act directed the National Park Service (NPS) to prepare a general management plan for the site, which comprises the building and property at 97 Orchard Street in the Borough of Manhattan.

An affiliated area of the National Park System is described by NPS Management Policies 2001 as a nationally significant natural or cultural resource that does not meet other criteria for inclusion in the National Park System (often because NPS management would not be a clearly superior alternative to other public agency or private management); requires special recognition or technical assistance beyond what is available through existing NPS programs; is managed in accordance with the policies and standards that apply to units of the National Park System; and is assured of sustained resource protection as documented in a formal agreement between NPS and the non-federal management entity.

In designating the Lower East Side Tenement National Historic Site an affiliated area of the National Park System, Congress recognized it as among America's most special places. It represents a major and ongoing chapter of our nation's history—the life and times of the many millions of immigrants who have come, and continue to come, to our land seeking freedom or economic advancement, contributing so much to strengthen our national experience.

The Lower East Side Tenement National Historic Site is administered by the Lower East Side Tenement Museum (Museum), a not-for-profit corporation. The Museum operates other facilities on Orchard Street, manages widespread programmatic activities, and has plans for significant expansion of facilities and programs at the national historic site and beyond its legislatively defined boundaries. This General Management Plan will describe the overall programs and plans of the Museum to permit the reader to place the future of 97 Orchard Street in the context of the Museum's larger current and planned activities.

The plan, however, specifically addresses only resources directly related to 97 Orchard Street because those resources constitute the national historic site for which NPS planning and other assistance were authorized by Congress in P.L. 105-378.

Origins

Founded in 1988, the Lower East Side Tenement Museum is dedicated to telling the story of immigrant life on the Lower East Side of Manhattan.

The mission of the Museum is:

To promote tolerance and historical perspective through the presentation and interpretation of the variety of immigrant and migrant experiences on Manhattan's Lower East Side, a gateway to America.

Shortly after its establishment the Museum discovered the 1863 tenement structure at 97 Orchard Street. The building's upper floors had been unoccupied and sealed since the mid 1930s. As a result it was like a time capsule, having maintained the integrity of its floor plan and interior features—a venue perfectly suited for interpreting much of New York's immigrant story. The tenement was opened to the public on November 17, 1988, with an exhibit of Depression-era tenement photographs by Arnold Eagle. The building's storefronts were turned into program space as they became available, eventually housing a 50-seat theater. A \$3 million capital campaign was launched in 1993 to purchase and restore the building.

At the same time the tenement was opened to the public, research into the lives of its former residents began. Discussions with museum professionals, poets, playwrights, and scholars, part of a 1991 strategic planning study funded by the National Endowment for the Humanities, reinforced the decision to interpret the lives of real people who lived in the tenement.

Legislative History and Relationship with the National Park Service

In 1992, 97 Orchard Street was listed in the National Register of Historic Places, with its period of significance designated as 1863 - circa 1935. The following year the Museum and NPS filed a National Historic Landmark Nomination for the structure. Also in 1993 Congress directed NPS to conduct a Special Resource Study to explore the possibility of including the tenement building within the National Park System. Working closely with the Museum, neighborhood organizations and the public, the NPS North Atlantic Regional Office completed the study in 1994. That study documented the quality and condition of the building and evaluated its significance, suitability and

feasibility for inclusion in the National Park System. Three future management options for the tenement were considered:

- no federal action
- designation as a unit of the National Park System
- designation as an affiliated area of the National Park System

The study report recommended an affiliation between the Museum and the National Park Service. On April 19, 1994, "The Tenement Building at 97 Orchard Street" was designated a National Historic Landmark. In 1998 it was selected as a Featured Property of the National Trust for Historic Preservation. In the same year, federal legislation proposed by New York's congressional delegation and signed into law by President Clinton made it a national historic site and an affiliated site of the National Park System, and linked it with the Castle Clinton, Ellis Island, and Statue of Liberty National Monuments (NM). The following is an excerpt from that legislation:

PL 105-378, Section 101 Findings and Purposes

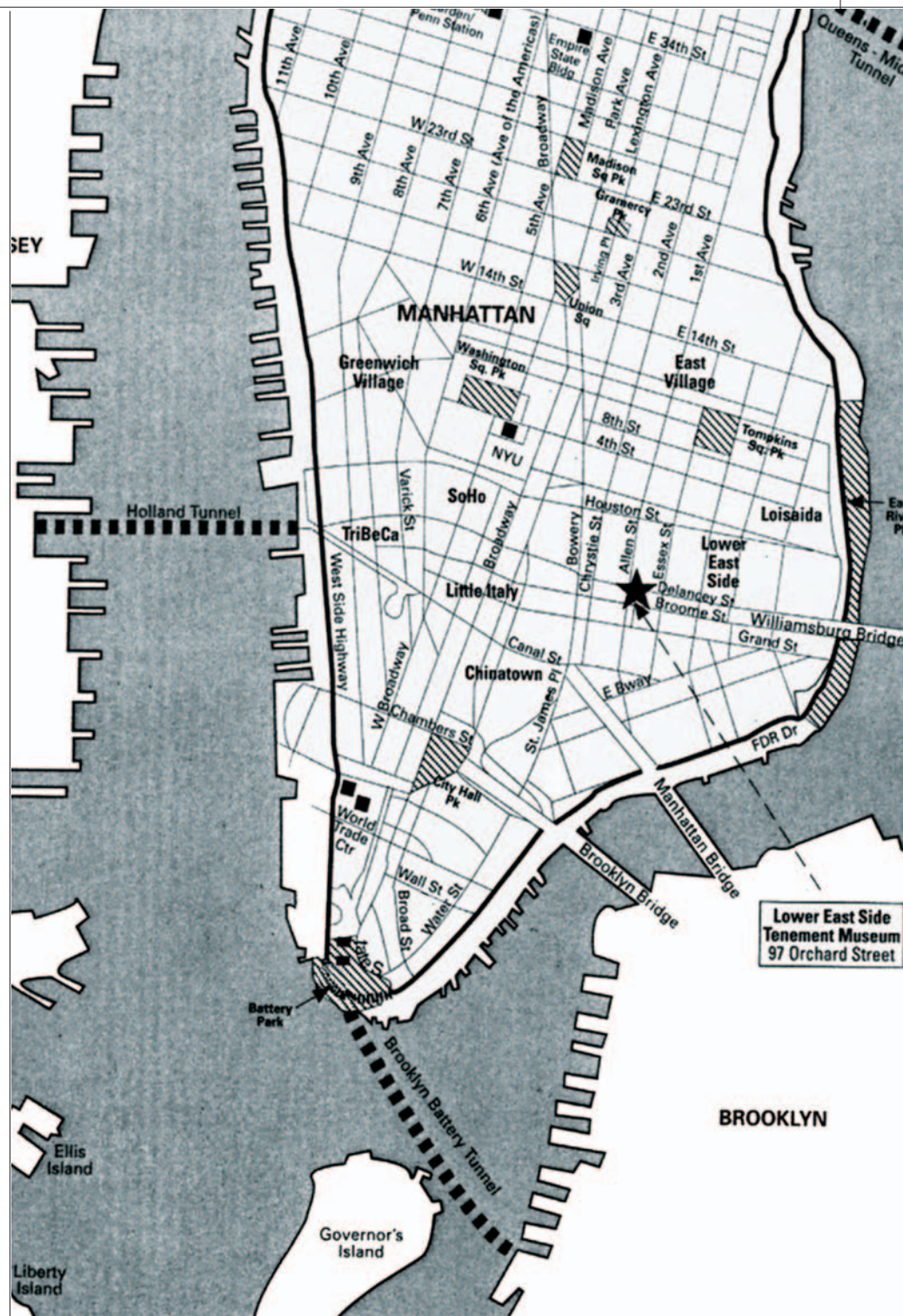
(a) FINDINGS—Congress finds that:

- (1) (A) immigration, and the resulting diversity of cultural influences, is a key factor in defining the identity of the United States; and*
(B) many United States Citizens trace their ancestry to persons born in nations other than the United States;
- (2) the latter part of the 19th century and the early part of the 20th century marked a period in which the volume of immigrants coming to the United States far exceeded that of any time prior to or since that period;*
- (3) no single identifiable neighborhood in the United States absorbed a comparable number of immigrants than the Lower East Side neighborhood of Manhattan in New York City;*
- (4) the Lower East Side Tenement at 97 Orchard Street in New York City is an outstanding survivor of the vast number of humble buildings that housed immigrants to New York during the greatest wave of immigration in American history;*
- (5) the Lower East Side Tenement is owned and operated as a museum by the Lower East Side Tenement Museum;*

- (6) *the Lower East Side Tenement is dedicated to interpreting immigrant life within a neighborhood long associated with the immigrant experience in the United States, New York City's Lower East Side, and its importance to United States history; and*
- (7) (A) *the Director of the National Park Service found the Lower East Side Tenement at 97 Orchard Street to be nationally significant; and* (B) *the Secretary of the Interior declared the Lower East Side Tenement a National Historic Landmark on April 19, 1994; and* (C) *the Director of the National Park Service, through a special resource study, found the Lower East Side Tenement suitable and feasible for inclusion in the National Park System.*

Congress authorized the Secretary of the Interior to provide technical and financial assistance to the Museum. It also directed NPS to prepare a general management plan (GMP) that defines the role and responsibility of the Secretary with regard to interpretation and preservation of the national historic site, which is defined in the legislation as the Lower East Side Tenement at 97 Orchard Street. Therefore, the GMP applies only to 97 Orchard Street. The Museum's related plans and activities are described for contextual purposes, but are not the subject of the GMP.

Any future funding from the National Park Service is subject to competing needs of units of the National Park System, constraints on the availability of funds, and annual NPS funding priorities.



To promote tolerance and historical perspective through the presentation and interpretation of the variety of immigrant and migrant experiences on Manhattan's Lower East Side, a gateway to America

—Mission of the Lower East Side Tenement Museum

Purpose and Structure of the Plan

This document serves three purposes. As the national historic site's first general management plan, it provides guidance for management of 97 Orchard Street and defines the role of the Secretary of the Interior and the relationship between the Museum and the National Park Service for the next 10 to 20 years. The plan is also intended to fulfill the requirements of the National Environmental Policy Act (NEPA) and has been prepared in accordance with NPS Director's Order 12, *Conservation Planning, Environmental Impact Analysis, and Decision Making*, and its accompanying Handbook, which are the NPS implementing regulations for NEPA. In addition, it meets National Historic Preservation Act Section 106 requirements for assessment of the effects of proposed management alternatives on the site's resources that are listed in or eligible for the National Register.

NPS Management Policies require that general management plans be based on four central principles:

- goal orientation
- logical decision-making
- scientific, technical and scholarly analysis
- public participation

General management plans contain the unit's mission and broad mission goals. The mission includes its purpose and significance based on the enabling legislation, in this case P.L. 105-378, and any other laws that apply to the park system or to the individual park unit. Mission goals articulate the ideals that managers will strive to achieve. Specific management prescriptions in the general management plan will (1) clearly define the desired natural and cultural resource conditions



and visitor experiences to be achieved and maintained over time; and (2) identify the kinds and levels of management activities, visitor use, and development that are appropriate for maintaining the desired conditions.

The Lower East Side Tenement Museum

The Lower East Side Tenement Museum, which administers the national historic site, began with an idea conceived by founder Ruth J. Abram in 1983. In 1988 the Museum leased one of the four storefronts in the tenement at 97 Orchard Street and began its life with \$300,000 from private and corporate donations.

Today the Museum has over 100 full-time and part-time staff and volunteers. It operates on an annual budget of \$5 million and oversees a number of

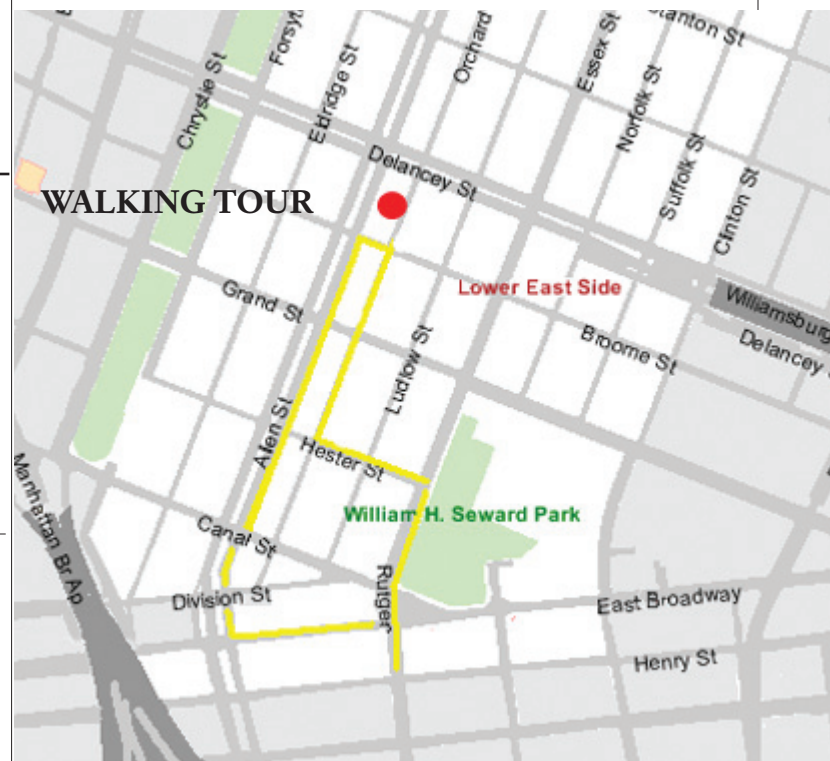
The Lower East Side Tenement Museum began with an idea by founder Ruth J. Abram in 1983. In 1988 the museum leased one of the storefronts at 97 Orchard Street...

interpretive and other educational programs including site tours, neighborhood walking tours, teacher training, art exhibits, the Lower East Side Community Preservation Project, the International Coalition of Historic Site Museums of Conscience, English language workshops for new immigrants, and other community services.

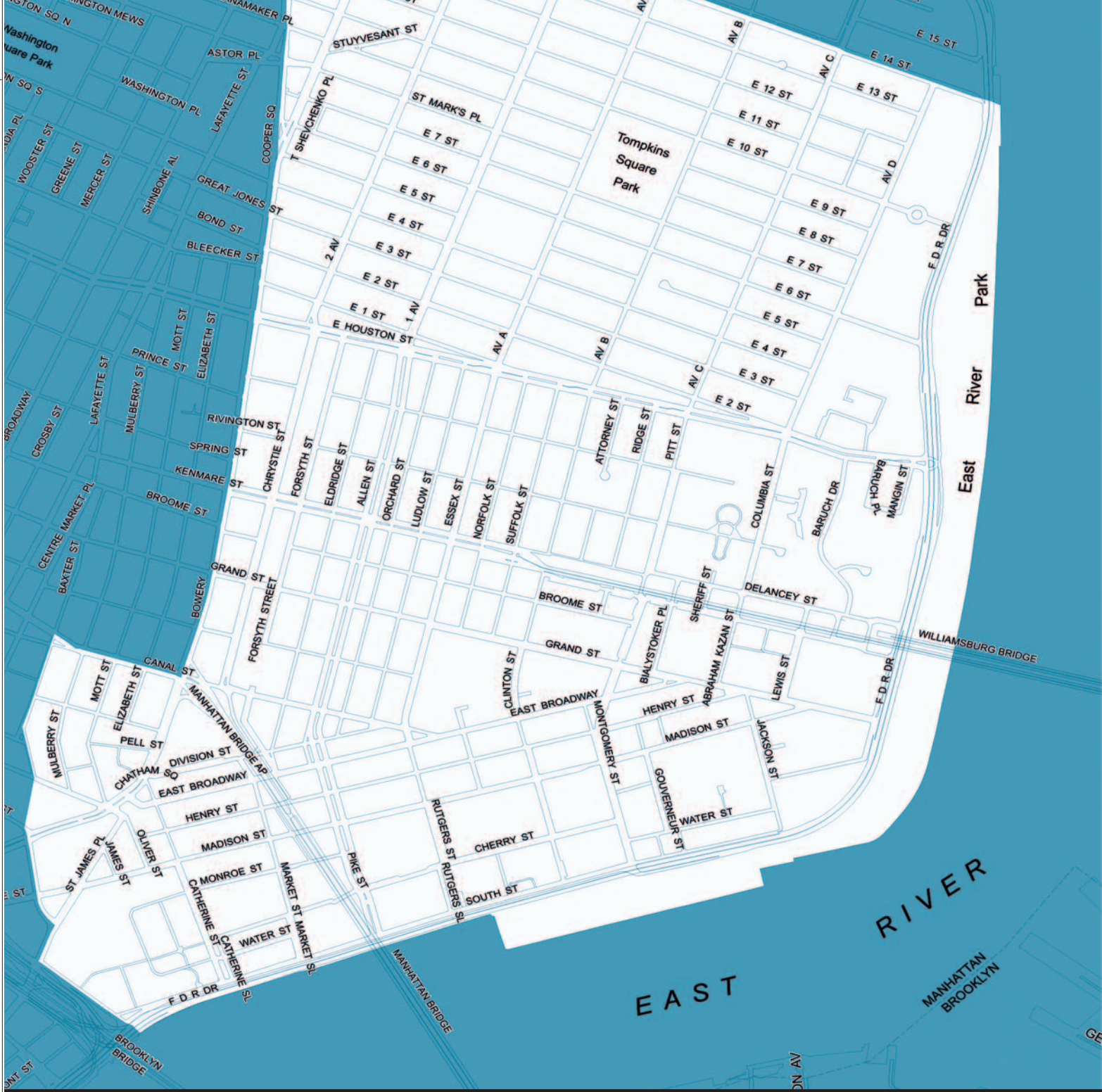
Chartered by the New York State Board of Regents, the Museum is governed by a board of up to 30 trustees, each elected for a three-year term, renewable once. After two terms a trustee may be reelected following a year off the board. Trustees are selected for their ability to contribute specific skills, networks, and funds, and for their willingness and ability to connect the Museum to diverse constituencies, including members of the immigrant and migrant communities whose history is addressed.

Currently, the Museum operates four separate facilities:

- the historic tenement at 97 Orchard Street (the national historic site and subject of this GMP), with restored and preserved apartments, and classrooms in the basement and on the first floor
- a storefront at 108 Orchard Street, serving as a visitor center and gift shop
- the cellar and first two floors of 91 Orchard Street, rehabilitated in March 2003, containing collections in the cellar and administrative offices on the first and second floors
- a storefront at 90 Orchard Street, housing *Recollections*, the Museum's new antiques and collectibles shop



The Tenement Museum is supported by grants from corporations, foundations, and federal, state and city governments; private donations; individual memberships; unions; visitor contributions; and ticket and shop sales. Some examples of funding sources are the National Endowment for the Arts and the Humanities, the Rockefeller Foundation, the Ford Foundation, the William Randolph Hearst Foundation, the Altman Foundation, the New York Times Company Foundation, the Andrew W. Mellon Foundation, the Peter J. Sharp Foundation, the Carnegie Corporation, and American Express, Inc.



The Lower East Side

One of the stated purposes of the Act establishing the Lower East Side Tenement National Historic Site (P.L. 105-378, Section 101(b)) is to ensure continued interpretation of the Lower East Side neighborhood's role in the history of immigration to the United States. The function this neighborhood served in providing a first foothold for new immigrants is unparalleled in U.S. history. When the immigrant population was

*Lower East Side historical boundaries.
Manhattan Community District 3 Base Map.
Courtesy of NYC Department of City Planning*

at its peak in 1910 the Lower East Side was home to more than 550,000 people. At that time the portion of the neighborhood comprising the Tenth Ward (between the Bowery and Rivington, Division, and Norfolk Streets) was one of the most crowded areas in the world, containing an average of 665 people per

acre (Professor Kenneth Jackson, National Historic Landmark nomination for the tenement building). Its most crowded block, bounded by Orchard, Allen, Delancey, and Broome Streets, included 97 Orchard Street. This single block housed 2,223 people on 2.04 acres in 1903. At that density (1,090 people per acre), Professor Jackson states, the entire population of the United States at that time could have been accommodated within New York City.

The Lower East Side had once been the pastoral estate of Lieutenant Governor James Delancey. One of the largest pieces of property in Manhattan, the estate covered what are now some 120 blocks between the Bowery, the East River, Chambers Street, and 14th Street. The Delanceys, a French Huguenot family that was perhaps the richest in pre-Revolution New York, took the Crown's side during the conflict and were forced into exile afterwards. The estate was carved up by more patriotic land speculators.

The Lower East Side became a neighborhood of middle-class row houses in the early 1800s, resembling areas in other eastern cities such as Philadelphia and Baltimore. Although not designed for multi-family occupation, many of those residences were converted to accommodate New York's growing population. Some say that a builder in 1833, sensing a market for small, cheap worker housing, erected the first tenement on Water Street, while others say that the first tenement was erected in the 1840s on Mott Street. Either way, others were soon being built, replacing the single-family homes that had previously existed.

In the 1840s a Chinese enclave was established at the southern fringe of the Lower East Side—an area that is present-day Chinatown. Between 1845 and 1860 the population of the city doubled with an influx of Irish immigrants escaping famine and Germans fleeing civil strife. Immigration occurred in waves that varied by ethnic composition, the Irish and Germans having followed the Dutch, French Huguenot, English, and the imported African-American slaves into the area. Immigrants continued to make their way during the 1860s and 1870s despite war and economic hardship. In the late 1880s Eastern European Jews and Italians

began gradually replacing the Germans and Irish. By the early 1900s Jews from Greece and Turkey started to appear. After World War II, Puerto Ricans and African-Americans from the southern U.S. arrived. Many, if not most, of those immigrants and migrants found their first accommodations in Lower East Side tenements. Today the neighborhood continues to provide housing for new immigrant groups, with Hispanic and Asian communities forming the majority of its ethnic populations.

The extant character-defining features of the Lower East Side include:

- A collection of tenement buildings dating from the mid 1800s until the 1910s. Many of those buildings retain a high degree of integrity in their external architectural features and continuing residential and commercial uses.
- The general urban fabric of the neighborhood. Most streets are made up of five- to six-story tenement buildings built out to the street, with prominent front entrances and repetitive window treatments.
- The pattern of land use with a large concentration of mixed-use buildings. The dominant pattern is ground floor commercial (sometimes in the basement as well as on the first floor) and upper floors residential.
- A number of landscapes, streetscapes and monuments that retain a high level of integrity. Orchard Street is one example with its street elevation and outdoor vendors evoking its past life. Other streets such as the Bowery, Allen and Delancey have been widened but still retain their basic alignment and hierarchy within the neighborhood.
- A number of cultural and community landmarks, many of which played a major role in the life of the community over the years.

Although this area has not been immune to the recent real estate boom in the City of New York, it has resisted complete gentrification and retained much of its working-class, ethnic character. Its existing tenement structures, streetscapes, and patterns of land use make it a living laboratory for understanding the heritage of many Americans.

97 Orchard Street

The building at 97 Orchard Street is an ideal place for interpreting tenement life in the mid to late 1800s and early 1900s. When the building was discovered and leased by the Lower East Side Tenement Museum in 1988, it had been vacant of residential tenants and its upper floors closed since 1935. As a result, the floor plan of the building is virtually intact and it provides a unique opportunity to see and explore the impacts of building code changes that were mandated throughout the history of housing reform.

The demand for cheap housing in New York City continued to increase from the time the first tenement buildings went up in the 1830s and 40s. In 1862 the Superintendent of Buildings in New York described a tenement as a place where “the greatest amount of profit is sought to be realized from the least amount of space, with little or no regard for the health, comfort, or protection of the lives of the tenants.” In that same year Lucas Glockner, a German-born tailor, purchased the lot at 97 Orchard Street for the purpose of constructing a tenement building. When new it was a well-built alternative to the rapidly deteriorating row houses converted into multi-family dwellings. Glockner moved his family into the building and rented out the remaining units.

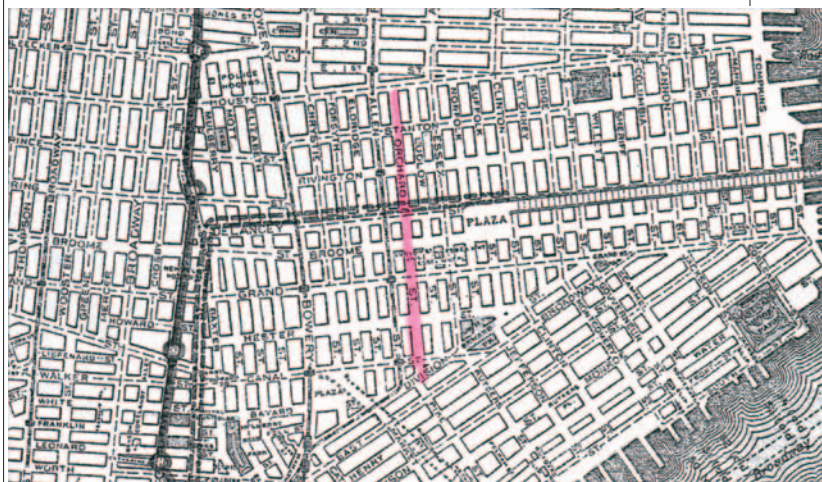
There were a total of 20 apartments and two basement level commercial shops. Each unit was a three-room apartment of 345 net square feet, with windows at one end. Ventilation and lighting were extremely poor, especially in the interior rooms. There were no toilets inside; tenants used a brick privy built in the back yard. Over the years, housing reform laws led to changes in the layout and amenities of the building.

In 1867 New York State passed the first Tenement House Law, which legally defined a tenement and required, among other things, that new tenements be equipped with one (outside) privy for every 20 occupants. An 1879 law, now called the “Old Law,” mandated that new tenements cover no more than 65% of a 25-foot by 100-foot lot (allowing for larger back yards), and that apartments be better ventilated, with windows that opened into a narrow air shaft.

The shape of their revised floor plans resulted in these tenements being called “dumbbell tenements.” Circa 1895, the kitchens were enlarged at the expense of the parlor to permit the installation of running water and tub sinks.

The 1901 “New Law” banned the construction of the previous type of tenements because of evolving concerns about fire safety, and mandated changes in existing structures. In response to the 1901 law, translucent glass panels were cut into wooden apartment doors, and windows were carved into walls separating rooms, thereby exposing interior rooms to natural light. A skylight was put in over the stairway, and gas lights were required to burn in the hallways.

One toilet was installed for every two families, or two per floor, in 1905. When the toilets and an air shaft were added on the south side of the building the affected apartments’ net square footage was condensed to approximately 320 square feet, reducing the size of the kitchen and the inner bedroom. In the same year, the first floor apartments were converted into storefronts, and cast-iron stairs replaced the stone stoop.



Circa 1924, electricity was installed. Housing reform increased and the Multiple Dwellings Act of 1929 mandated additional toilets, improved ventilation, and fireproofing for new tenements. In 1934 an amendment to the Multiple Dwellings Act required fireproofing the public hall and stairs of existing tenements. Unable to comply, the landlord of 97 Orchard Street evicted all tenants and closed the building’s upper floors in 1935.



PURPOSE AND SIGNIFICANCE

Purpose of the Site

Purpose statements rely heavily on congressional direction contained in the site's enabling legislation. The purposes of the Act establishing the National Historic Site are presented in Section 101(b) of P.L. 105-378:

- (1) to ensure the preservation, maintenance, and interpretation of this site and to interpret at the site the themes of immigration, tenement life in the latter half of the 19th century and the first half of the 20th century, the housing reform movement, and tenement architecture in the United States;*
- (2) to ensure continued interpretation of the nationally significant immigrant phenomenon associated with New York City's Lower East Side and the Lower East Side's role in the history of immigration to the United States; and*
- (3) to enhance the interpretation of the Castle Clinton, Ellis Island, and Statue of Liberty National Monuments.*

In cooperation with the Museum, NPS developed purpose statements for the national historic site. They provide fundamental criteria against which the appropriateness of all plan recommendations, operational decisions, and actions are tested. The purposes of the Lower East Side Tenement National Historic Site at 97 Orchard Street are:

- To preserve, protect and enhance the architectural and cultural features of 97 Orchard Street that are related to its period of significance between 1863 and 1935;
- To provide opportunities for research on, and to foster understanding and tolerance for, the immigrant and migrant experience within the Lower East Side of New York City in the full social, political, and cultural context of American history and world migration;
- To preserve the stories of 97 Orchard Street that document the immigrant and migrant experience of the Lower East Side of New York; and
- To provide opportunities for enhanced understanding and appreciation of the immigration experience as interpreted at Castle Clinton, Ellis Island, and Statue of Liberty National Monuments.

Significance of the Site

The significance statement describes the reasons that the resource is important, in this case to the history of the United States. The Lower East Side Tenement National Historic Site is significant because:

- The modest six-story brick tenement at 97 Orchard Street is an excellent surviving example of a distinct housing type associated with the greatest wave of immigration in American history. For more than two centuries millions of immigrants from around the world have flooded into America through New York City. While some moved on immediately to other parts of the country, many settled in New York's urban and culturally diverse neighborhoods, particularly the Lower East Side. With the influx of immigrants in the 19th century came one of the most acute housing crises in the industrialized world. In response, about 20,000 tenements were constructed in New York between 1860 and 1879 alone.
- Completed in 1864, the building at 97 Orchard Street is virtually intact. Built to house up to 20 families on a lot that had originally been intended for a single family residence, it exhibits the cramped, unhealthy quarters that were prevalent throughout the Lower East Side. As one enters the building the history of standards for tenement plumbing, light, ventilation, and means of egress is brought to life. The changes revealed in its successive layers document the pioneering housing reform efforts that became a model for the nation and provided a boost to the emerging national public health movement.
- Between 1864 and 1935, 97 Orchard Street was home to an estimated 7,000 people from over 20 countries. For vast numbers of Americans descended from a multitude of backgrounds, it represents the first chapter of their family history in the United States. Its surrounding neighborhood, the Lower East Side, retains much of its historic character and continues to provide housing for new immigrants.

THEMES

Themes are the organizing framework for interpretation of related natural and cultural resources. They are the broad stories that integrate the collection of individual stories so that they may be viewed within the context of the whole. The themes of immigration, tenement architecture, housing reform, and tenement life, outlined below, form the basis for interpretive programs at the Lower East Side Tenement National Historic Site.

- The vast wave of immigration that occurred in the latter half of the 19th and the first part of the 20th century greatly affected the built environment and unique cultural identity of the Lower East Side, creating a rich urban mix of tenements, houses of worship, occupations, restaurants, clubs, saloons, and other community institutions.
- The architecture of early tenement housing reflects the desire to house the greatest number of persons as inexpensively as possible in order to maximize landlord profits, and manifests the evolving standards of health, safety and privacy. Lower East Side tenements became the subject of national debates and inspired precedent-setting reform movements in immigration, housing, social welfare, public health, public safety, and labor.
- 97 Orchard Street represents the experience of cultural transition and invention in the moment when newly-arrived immigrants launched their struggle for a better life.
- 97 Orchard Street offers insight into the ways that immigrants shaped and were shaped by labor practices and economic relationships.
- The story of 97 Orchard Street provides an important perspective on issues and struggles faced by immigrants today.

Left page:

Left to right:

*Main building of the Ellis Island Immigrant Station, circa 1910.
Photo courtesy of Statue of Liberty National Monument*

*Jennie and Harris Levine, residents of 97 Orchard Street,
circa 1925*

MISSION GOALS AND ISSUES

The overall mission of the Lower East Side Tenement National Historic Site is to preserve and interpret 97 Orchard Street as a rare intact example of the earliest tenements built in New York City, and to promote understanding of tenement architecture, the urban reform movement, and the immigrant life of New York's Lower East Side in the context of American history and world migration. This mission will be achieved by meeting the following goals:

Mission Goal #1—Resource Protection: Significant architectural and cultural resources associated with 97 Orchard Street are protected and maintained in good condition.

Apartments within the historic structure are being preserved as they are, rehabilitated, or restored to their appearance at a particular time. Where documentation does not permit complete restoration, rehabilitation of apartment elements evoking the period will be undertaken. The basement and part of the first floor will be rehabilitated to approximate historic businesses. The back yard will be rehabilitated and the privy reconstructed. Elements are reconstructed only when the requirements of the Secretary of the Interior's Standards for the Treatment of Historic Properties (Secretary's Treatment Standards) will be met. These standards provide the primary guidance for protecting properties that are listed in or meet eligibility requirements for the National Register of Historic Places. The types of treatment defined for such properties are as follows:

Right page:

Joan Geismar directing the archeological excavation of the rear yard at 97 Orchard Street, 1993

PRESERVATION—The current form and character of historic structures and landscapes are retained through maintenance and repair. Changes that have accrued over time are kept, and current uses continue. This is the default treatment for all historic structures for which no other treatment is recommended.

REHABILITATION—Historic structures and landscapes are made available for interpretation, other forms of education and other uses through repair, alterations and additions. Their character is retained by preserving historic features, including changes that have acquired significance, and by replacing missing features.

RESTORATION—Historic structures and landscapes are returned to their appearance at a particular period of time. Features from that period are preserved, and those from other periods are removed. Missing features for which there is substantiating evidence may be reconstructed.

RECONSTRUCTION—New construction replicates the appearance of non-surviving structures or landscapes at a specific time period and in their historic location. This treatment is allowed when it is essential to public understanding of the property, and enough evidence is available that only minimal conjecture is needed.

Apartments chosen for restoration or rehabilitation rather than preservation are those that retain more of their historic fabric, such as wallpaper and floor covering. To represent the history of the building's alterations, care is taken to select a restoration period appropriate to each apartment. For example, in 1905 as the result of building code requirements, an air shaft and two water closets were added to each floor. These additions resulted in a minor reconfiguration of the apartments on the shaft-side of the building. Therefore, shaft-side apartments are always interpreted to a period subsequent to 1905.

The Museum maintains collections that add to the understanding of daily immigrant life within the tenement. Archeological investigations conducted in the back yard in the early 1990s yielded artifacts that contribute to the significance of the site and enhance its interpretation. Most of the more than 2,500 19th- and 20th-century artifacts were discovered by Museum staff within the building, under floor boards and behind walls, during initial stabilization and rehabilitation. Former residents have donated approximately 500 more items. Artifacts range from food and beverage containers to children's toys. In addition to its permanent collection the Museum maintains an exhibit collection comprising over 300 objects that have been donated or purchased and that serve interpretive and other educational purposes.



The tenement building and the collections are enhanced by their surroundings. The Special Resource Study recognized that the entire Lower East Side is critical in providing the background for the site's interpretation. Orchard Street, in particular, retains an exceptionally preserved sense of place with block after block of five- and six-story brick tenements, many dating from the same period as the site, bordering the street. The Museum is involved in efforts to preserve these historic surroundings.

Issues Related to Mission Goal #1

How should the site be managed, and how can NPS best assist the Museum in protecting and managing it?

Much work remains to be done to stabilize and preserve the building, including major repairs to the exterior as well as preservation, rehabilitation and restoration of additional apartments. The interior is beginning to show wear and tear from the large number of visitors touring the apartments presently open for interpretation. The level of visitation that the tenement can support without impacting its resources (its carrying capacity) is being determined by a visitor capacity study, which will indicate whether the number of visitors per day per apartment needs to

be reduced. The GMP will suggest appropriate ways to apply NPS experience in the restoration and care of historic properties to the protection and management of the site, ensuring that all alterations comply with the Secretary's Treatment Standards.

How can the site's collections best be maintained, and should NPS play a role?

The collections are stored in the cellars of 91 and 97 Orchard Street. Problems with those areas include temperature and humidity fluctuations, the potential for a broken pipe or sewer backup, inadequate security, and lack of work space. The GMP will address the long-term environmental, security and work space needs for the collections.

What role can the example of 97 Orchard Street play in helping to maintain the historic structures and streetscape that provide context for the site?

Demand for real estate is pushing up prices, resulting in the conversion of buildings to non-historic uses and changing the appearance of the neighborhood. The GMP will examine initiatives available to the Museum and NPS to further the ongoing work of the Museum with building owners and neighborhood civic organizations to preserve this notable streetscape.

Mission Goal #2—Interpretation and Visitor Experience: Visitors have an understanding of the human experience of those who owned, resided in, and/or worked at 97 Orchard Street and the conditions that led to the urban reform movement in New York City. Interpretation promotes understanding and tolerance for present day immigrant and migrant populations and provides a resource for research regarding the urban working class and contemporary immigrant and migrant experiences. Visitors appreciate the site's many thematic connections to other historic sites and units of the National Park System.

In addition to conducting tours of the tenement for the general public and for visitors with special needs, the Museum carries out numerous innovative interpretive programs that tell the immigrant's story at different levels: the larger phenomenon of mass immigration to New York, explored through the Museum's relationships with Castle Clinton, Ellis Island, and the Statue of Liberty; the unique Lower East Side neighborhood that provides the context for 97 Orchard Street; and, at a more intimate scale, the day-to-day life of individuals who lived in the crowded environment of the tenement itself.

Issues Related to Mission Goal #2

How, given the limited capacity of 97 Orchard Street, can the Museum provide for the broadest scope of interpretation possible and reach larger audiences?

The compelling stories of the arrival of immigrants through Castle Clinton and Ellis Island and their early assimilation on the Lower East Side need to be available to a broad cross-section of visitors who vary in age and in their familiarity with the immigrant experience. Because of the limited carrying capacity of the tenement and the large number of potential visitors, the GMP will explore ways in which various programs and media might help to accomplish the interpretive mission of the site.

Mission Goal #3—Visitor Use and Facilities: Visitors safely enjoy high-quality educational experiences accessible to all. The facility requirements of visitors, staff, and researchers are met or exceeded.

The quality of the visitor experience is affected by the condition of the site and related Museum facilities as well as by the quality of visitor programs.

The Museum recognizes the need for facilities that provide for a range of both visitor services and administrative functions. Many basic requirements, such as accessibility, restrooms, and offices, were documented in the Special Resource Study completed by NPS.

Some facility needs, e.g., space for classes, are currently being met on the lower floors of the tenement building. Other functions are housed off site; in particular, the Museum's offices are located on the first two floors of 91 Orchard, and the visitor center is in a storefront at 108 Orchard.

Issues Related to Mission Goal #3

How can the Museum, given the limited space at 97 Orchard Street, best meet the needs for visitor use and services?

In order to preserve the historic integrity of the site, most basic visitor needs must be accommodated elsewhere. For example, adequate, accessible public restrooms cannot be made available at 97 Orchard Street. Access to the upper floors of the tenement cannot be provided within the building for the visitors (approximately 15% of the total) who cannot negotiate the steep, narrow interior stairs or the exterior rear stairs. Use of the lower floors for visitor programs prevents their restoration or rehabilitation to historic uses. The Museum's plans will be discussed as they relate to these issues.

How can the Museum, using its related plans and programs, best accommodate the need for support space including administration and operations?

Space must be provided for research, staff training, development, and other administrative functions.



Above: Dress based on a style advertised in the New York Tribune in 1898, possibly a style produced in the Levine garment shop

Left: Bar Mitzvah photo of Max Levine with his sister Pauline, residents of 97 Orchard Street, circa 1910

The lack of adequate off-site support facilities has necessitated the use of the bottom floors of 97 Orchard Street for offices, meeting room, food service, and collections storage. Offices, meeting room, and part of the collections have recently moved to 91 Orchard, but some non-historic uses remain. Related plans of the Museum that will permit it to function more effectively to meet the mission goals of the site and to better serve the needs of the visiting public and its own staff will be discussed.

Mission Goal #4

Cooperative Action: Cooperation with public and private entities provides mutual benefits and cost effective impacts on resource protection, visitor services and interpretive programming.

Millions who passed through Castle Clinton and, later, Ellis Island made their way to the Lower East Side. The site's authorizing legislation provides that "The Secretary, in consultation with the Museum, shall coordinate the operation and interpretation of the historic site with the Statue of Liberty National Monument, Ellis Island National Monument, and Castle Clinton National Monument." The legislation further states that "The Secretary may provide

technical and financial assistance to the Museum to mark, interpret, and preserve the historic site, including making preservation-related capital improvements and repairs." In addition, New York City offers a multitude of organizations, agencies and programs as potential partners for exploring issues related to immigration, housing reform and tenants' rights.

Issues Related to Mission Goal #4

How can the Museum maximize opportunities for partnerships with NPS and others to promote resource protection and interpretation?

Shared interpretive themes relating to immigration and the immigrant experience call for the development of joint programs by the Museum and the Statue of Liberty, Ellis Island, and Castle Clinton National Monuments. The Museum can also benefit from partnerships with a wider range of other public and private entities in the New York region for fund raising and interpretation. The GMP will explore means of partnering to provide additional technical and financial support for resource protection and for making these stories accessible to all visitors, both on and off site. Various management actions and options for cooperative partnerships with NPS and others will be suggested.

*Jane Moore
Hanrahan, resident
of 97 Orchard Street
as a child, and
her husband
Roger Hanrahan,
circa 1890s*



RELATED ACTIVITIES AND ONGOING PLANS OF THE LOWER EAST SIDE TENEMENT MUSEUM

Planning Program

As stated previously, this general management plan has been undertaken in full recognition that the Lower East Side Tenement Museum has ongoing plans and implementation strategies in place for 97 Orchard Street and the other properties and programs it administers. This section outlines the current activities of the Museum as well as its plans for the future.

During its 18 years of existence the Museum has achieved tremendous recognition and success in its celebration of the history of urban working-class and poor immigrants and migrants. In the future the Museum hopes to expand into additional facilities, build upon its alliances with compatible institutions including the National Park Service and the National

Trust for Historic Preservation, and increase the range of its interpretive and other educational and community-serving programs.

In establishing its planning process the Museum was initially assisted by McKinsey & Company, which donated its services for the preparation of a five-year plan. Long-range planning is now done by staff and members of the Board of Trustees (Board). Development of an annual plan to implement the five-year plan involves the entire staff and runs every March through May. That process commences with a review of the Museum's mission and the overall goals and objectives established the prior year to help create the map for the upcoming year. During those sessions, staff members assess the past year and decide which programs to continue, what new programs to launch, and which initiatives will require planning during the year for future implementation. Specific timetables are established and responsibilities are assigned. That planning document is brought to the Board for approval at its June meeting and is used throughout

the year to measure progress and staff performance. The Museum's President uses it as the basis for quarterly reports to the Board.

In August 2000 the Program Team developed a set of criteria for evaluating programs. According to those criteria the Museum's programs should do the following: maintain existing audiences and attract new ones; address subject matter that reflects the past and present diversity of the Lower East Side; engage visitors in the interpretation of the history of the Lower East Side and its people, events, and issues; raise awareness of the contemporary implications of the history interpreted at 97 Orchard Street and offer visitors the means to evaluate those issues on their own; engage audiences in a dialogue about contemporary issues in historical perspective; suggest opportunities for audiences to become involved in addressing the issues; and collaborate with other neighborhood organizations, artists and residents by integrating reflection on the past into their work.

In keeping with these criteria the Museum embarked on an ambitious plan for capital and programmatic improvements. The plan includes:

Expanding the Historic Interpretation of 97 Orchard Street

- The restored **Meehan-Moore apartment** will be the first permanent exhibit of an urban working-class Irish immigrant family in a national historic site in the United States. The apartment will engage the public in dialogue concerning citizenship, the role of immigrants in political life, and public and maternal health.
- The re-created **Schneider's Saloon**, the German biergarten that existed in the basement of 97 Orchard Street in the first few decades of the building's life, will allow exploration of a center of cultural life in the 19th-century Kleindeutchland, an area of the Lower East Side that constituted the fifth largest German-speaking city in the world.
- The re-creation and interpretation of the **privy** that originally stood behind the landmark building at 97 Orchard Street will be the first re-creation and

interpretation of urban outdoor toilets and water systems in New York, promoting discussion of important questions concerning public health and sanitation in the city past and present.

Serving Immigrants

- The Museum is piloting a program to **teach immigrant high school students English and citizenship**. Tours of the tenement's historic apartments combined with a discussion workshop help to orient and welcome children who may be struggling to find ways of adapting to their new surroundings.
- In 2004 the Museum, in collaboration with *The New York Times* and St. Martin's Press, published the *The New York Times Guide for Immigrants in New York City*. Printed in English, Spanish and Chinese, it is a resource guide for everything from finding housing or a job to setting up a bank account or applying for citizenship.

Giving Voice to Contemporary Immigrants

- Currently in development is an **Immigrant Teen Website**, an interactive cartoon-style site for immigrant and migrant teens to discuss their concerns with each other and professional advisors.
- **Windows of 97 Orchard Street** offers a 24-hour free public art experience.
- The **Digital Artists in Residence Program** provides funding and support for artists who create original, web-based art works that explore the contemporary immigrant experience. The art works created through this program are hosted on the Museum's web site, www.tenement.org.

Serving the Community

- The Museum will be working with a number of local community groups to develop and implement the Lower East Side **Community Preservation Plan**, a blueprint for the economic, cultural and social development of the Lower East Side.

Reaching Outside the Museum's Four Walls

- The Museum has developed **off-site educational programs** to accommodate those groups that can

not travel to the Museum and to offset the problem of group tour slots at the tenement being booked many months in advance.

- The **Immigrant Heritage Trail** will map historic sites, cultural centers and contemporary immigrant neighborhoods throughout the five boroughs of New York City.
- A new **distance learning program** will allow students who use wheelchairs or who cannot come to the tenement building to interact with Victoria Confino via videoconferencing.

Expanding the Vision

- In **collaboration with Statue of Liberty and Ellis Island** the Museum is working out a plan for accommodating 3 million visitors as they trace the immigrant experience from processing at the immigration station to settlement in the tenements of the Lower East Side.

Teaching Others in the Museum Community

- In response to requests from museum professionals around the world, the Museum is putting together a **professional training program** with modules on a variety of subjects including the use of history as a tool for citizen engagement, and the development of community outreach and service programs.

Demand for on-site tours has exceeded the capacity of the tenement. Between 50 and 250 potential walk-in visitors are being turned away each week, and school groups often have to book six months in advance. To respond to the continuing demand for additional services the Museum has established a \$15 million capital campaign, described next.

The Orchard Street Campaign

The Orchard Street Campaign to raise \$15 million is focused on four key elements:

- \$4.5 million to stabilize and preserve the structure at 97 Orchard Street
- \$5 million endowment fund to ensure sustainability of the Museum's programs
- \$5 million reserve fund to purchase a second tenement building when it becomes available on the market

- \$500,000 to establish the Enterprise Program for the Museum's storefront businesses on Orchard Street

Stabilizing and preserving the building at 97 Orchard Street will allow future generations to continue to learn from the experiences of the immigrants who lived there. Completion of stabilization will enable the Museum to open more sections of this national historic site to the public. The building has the potential for five more restored apartments and four historic storefronts, including Schneider's Saloon.



In addition to ensuring the sustainability of the Museum's current programs, the endowment fund will provide financial stability for achieving growth in its programs and will help finance new programming. The Museum has received a prestigious Challenge Grant of \$500,000 from the National Endowment for the Humanities to initiate the fund.

In New York's volatile real estate market a second tenement building in proximity to 97 Orchard Street may become available at any moment. Establishing a reserve fund to purchase a building is essential. The Museum will be financially ready when the opportunity arises.

Instituting the Enterprise Program will allow the Museum to increase earned income to fund ongoing programming needs. The Museum leases two storefronts on Orchard Street; one now contains an expanded visitor center and gift shop, and the other houses a new second hand store. Extensive renovation of the visitor center site is underway by CoreNet, an international corporate real estate association whose New York chapter has adopted the Museum as a project.



Left page:
Recollections, the Museum's antiques and collectibles shop at 90 Orchard Street
Right page:
Educational program for a school group in the Baldizzi apartment parlor, 1998

The Orchard Street Campaign is critical to the vitality and continued growth of the Lower East Side Tenement Museum and the future integrity of 97 Orchard Street. The campaign is designed to meet the Museum's twin objectives of interpreting immigrant experiences of the past, and aiding contemporary immigrants and their families.

Environmental Assessment— 99 Orchard Street

An environmental assessment was prepared by Allee, King & Rosen at the direction of New York State's Economic Development Corporation. The assessment reviewed the potential acquisition and development of 99 Orchard Street for services, expanded programs, and handicapped accessibility for tenement visitors. The study found that there would be no environmental impact on the neighborhood from the increase in visitors. The Museum has no present plans to purchase the building unless it is offered by willing sellers.

Seward Park Development Program

New York City owns five parcels of land on the Lower East Side that it has considered selling to developers. The Museum has teamed with developers and also prepared a development plan of its own to accommodate its needs for a larger visitor center as well as classrooms, research center, library, exhibition space, kitchen for catered events, conference areas for the Museum and the community, and restrooms. Some of these functions are currently housed at 97 Orchard Street, and it is the Museum's intention to move them to another facility. However, the city is currently not pursuing the sale of that land.

International Coalition of Historic Site Museums of Conscience

In December 1999 the Lower East Side Tenement Museum, the National Park Service (represented by the Regional Director of the Northeast Region), and seven other historic sites around the world founded the International Coalition of Historic Site Museums of Conscience. Founding members include District Six Museum in South Africa, Gulag Museum in Russia, Liberation War Museum in Bangladesh, Memoria Abierta in Argentina, Slave House in Senegal, Terezin Memorial in the Czech Republic, and The Workhouse in England. The Coalition is dedicated to establishing historic sites as centers for civic dialogue on pressing social issues. NPS accredited members are the Eleanor Roosevelt National Historic Site, Martin Luther King, Jr., National Historic Site, and Women's Rights National Historical Site.

The Coalition develops signature Dialogue for Democracy programs, which are web programs linking member sites with human rights campaigns or related issues (www.sitesofconscience.org). It also serves as a consultant to networks of historic sites, human rights organizations, and non-governmental organizations around the world regarding the establishment of historic sites as centers for civic engagement and democracy-building. The Lower East Side Tenement Museum houses the secretariat of the Coalition.

Urban Museum Studies Program

The Lower East Side Tenement Museum has partnered with City College to offer the first Urban Museum Studies program in the country. This Masters degree program has two goals: to change the face of the museum profession by training students from working-class, minority and immigrant backgrounds, and to change standards of museum practice by teaching students to use historic sites in urban areas as places of civic engagement. Graduates of the program create a pool of diverse, qualified candidates for positions at NPS and other urban historic sites.

RELATED NPS AND OTHER STUDIES AND INITIATIVES

Special Resource Study

In 1995 the National Park Service prepared a Special Resource Study to consider the inclusion of the Lower East Side Tenement Museum's building at 97 Orchard Street in the National Park System. The study assessed the historic building against NPS criteria in the areas of national significance, suitability and feasibility. The report concluded that the Lower East Side Tenement is an outstanding surviving example of tenements associated with immigration and the immigrant ways of life, a sub-theme not fully represented in the National Park System, and that it meets the criteria for inclusion.

Several management options were evaluated for preserving and interpreting the site. The study found that it would be more feasible as an affiliated area than as a park unit owned and operated by the National Park Service. In 1999 Congress, acting upon the recom-

mendations in the Special Resource Study, designated the Lower East Side Tenement a national historic site and an affiliated area of the National Park System.

The National Trust for Historic Preservation

The National Trust for Historic Preservation provides leadership, education and advocacy to save America's diverse historic places and revitalize communities. In 1998 the tenement became the 20th featured property of the National Trust and is marketed as one of its historic sites. The Museum is eligible to apply for funds and benefit from technical services of the Trust. The relationship is contractual, and will expire or be renewed in 2048.

National Parks of New York Harbor Initiative

The National Parks of New York Harbor represents a new collaborative effort among several units of the National Park System. The purpose of this initiative of the Northeast Region of NPS is to increase coordination among park units in the greater New York area and to improve their effectiveness in working with other public and private programs, agencies and institutions on activities related to resource protection, education and visitor services. Leadership and support are provided by a commissioner and a small staff.

The Mission of the National Parks of New York Harbor is to enhance the identity of, visibility of, and public support for NPS units, to collaborate with others in the New York-New Jersey metropolitan area in the care and appropriate use of all historic, recreational and natural resources, and to promote the National Park System. Among other things, this new office will play an important role in coordinating and publicizing the interpretive and other educational programs of the various NPS sites, including the Lower East Side Tenement National Historic Site.

The president and staff of the Lower East Side Tenement Museum have participated actively in workshops and planning meetings to determine the purpose and mission of this initiative. Future expansion plans for the Museum anticipate close interaction with the new office, which will provide an important urban venue for NPS interpretive and other



*National Parks of New York Harbor
Map courtesy of NPS*

educational programs that will reach neighborhoods of the city that have had little or no contact with the National Park Service and its resources.

The official themes of the National Parks of New York Harbor are as follow, under the overarching theme that New York City is a great laboratory of experiment and change:

1. New York City and America are constantly transformed by the influx of new populations that bring with them requirements and needs.
2. The Defenses of New York Harbor reflect not only commemorations of military technology but also the political and diplomatic history of the United States from the early republic through the present.
3. Individual decisions based on evolving values and ideals about work and play have shaped and continue to shape the natural and cultural landscape.

Comprehensive Interpretive Plan

Under the action alternative in this general management plan the Museum proposes development of a Comprehensive Interpretive Plan (CIP) to serve as the basis for decision-making for all interpretive planning for the park. The principal components of a CIP, outlined in NPS Director's Order 6, are the Long-Range Interpretive Plan, the Annual Interpretive Plan and the Interpretive Database.

The Long-Range Interpretive Plan provides a vision for interpretation and usually has a lifespan of seven to ten years. It sets forth the site's purpose, significance and interpretive themes and establishes management goals, all identified in this general management plan. The Annual Interpretive Plan translates the Long Range Interpretive Plan into the annual budget of a park unit to achieve the long-range vision. The Interpretive Database maintains a list of titles and locations of documents (e.g., reports of research about former residents, historic structure reports, archeological studies, visitor surveys) that help to tell the story of the site.