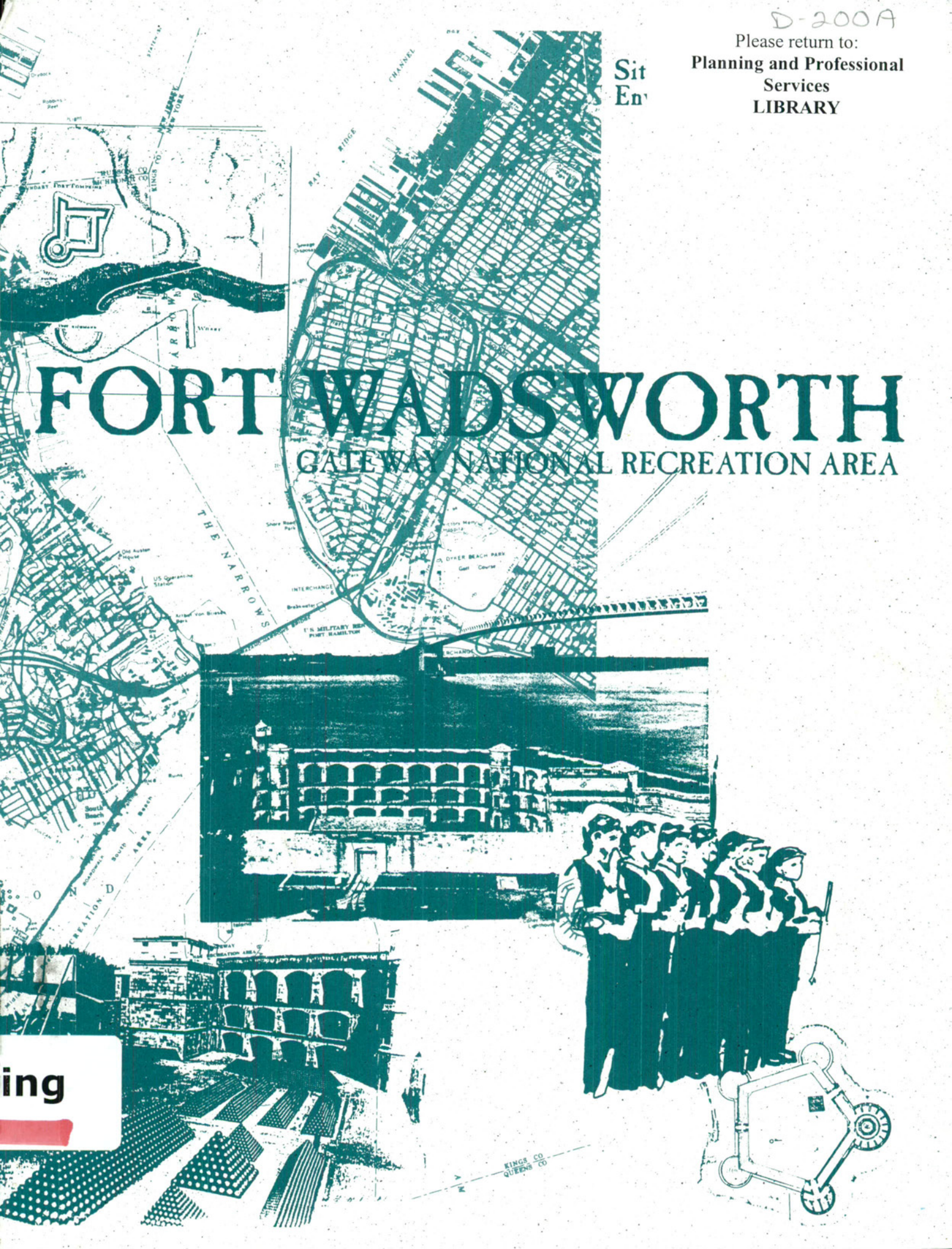


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FORT WADSWORTH

GATEWAY NATIONAL RECREATION AREA

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We would like to acknowledge the following institutions and individuals for the use of their images and plans in this document:

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Site Management Plan
Environmental Assessment
November 1995

FORT WADSWORTH

GATEWAY NATIONAL RECREATION AREA / NEW YORK □ NEW JERSEY



SUMMARY

Fort Wadsworth, on Staten Island, New York, is within the boundary of the National Park Service's Gateway National Recreation Area. Fort Wadsworth is significant within the national context of coastal defense and for the protection it provided our nation's most important harbor. The site represents the evolution in philosophy and technology of American military strategy from 1794 through 1945, when technological advances in weaponry rendered coastal defense a less pressing military concern. After 1945 the site illustrates the changing role of former coastal defense facilities through the Cold War and up until the wholesale base closures of the 1990s.

Fort Wadsworth was identified in the 1972 legislation that established Gateway National Recreation Area. At that time Fort Wadsworth was an active military installation under the jurisdiction of the U.S. Army, and the 1972 legislation stated that Fort Wadsworth would be transferred to the National Park Service (NPS) when the military vacated the site. After the U.S. Army vacated the site, the U.S. Navy occupied the site until the naval station was decommissioned in August 1994. The U.S. Navy still owns and has been managing the site in a caretaker capacity since August 1994 pending transfer of portions of the site. Expectations are that in 1995 most of the site will be transferred to the National Park Service and some portions of the site will be retained by units of the U.S. Army Reserve and the U.S. Coast Guard. However, the details of this transfer and the actual transfer have not yet taken place.

In 1979 the National Park Service completed a *General Management Plan for Gateway National Recreation Area* (NPS 1979). The plan provides broad recommendations for Fort Wadsworth and calls for more detailed site planning upon transfer of Fort Wadsworth from the Department of Defense to the National Park Service.

In preparation for implementing the 1972 legislative directions and 1979 *General Management Plan* recommendations, the National Park Service has located the Staten Island unit superintendent and a small administrative and maintenance staff at the site, and some funds have been delegated to the site to direct the planning and transition efforts and prepare the site for initial visitor use. After the transfer, the Park Service will seek funding to do even more to make the site available to visitors and preserve and protect the resources, and plans need to be made for further protection, preservation, and visitor use of the site.

Towards this end, on July 28, 1995, a *Draft Site Management Plan / Environmental Assessment* was released to the public. This draft plan, which was available for formal public review for 30 days, presented two alternatives for long-range management and visitor use of Fort Wadsworth and analyzed and compared the potential effects of implementing each alternative on the site and neighboring communities. During the review period, the National Park Service accepted written and oral comments on the alternatives.

Comments and letters almost unanimously supported alternative 1, the preferred alternative, in the draft plan. With slight modifications made to respond to and incorporate public comments on the draft plan, alternative 1 was chosen by the National Park Service as the plan that will be implemented. This final plan, with modifications incorporated, is presented in this final *Site Management Plan*. This final plan provides policy direction and guidance for visitor use, cultural and natural resource management, appropriate levels of development, and operations at Fort Wadsworth for the next 20 years. Because it was found that implementation of this plan will not significantly affect the environment, a finding of no significant impact has been prepared (NPS 1995). The

SUMMARY

plan will be implemented over the next 20 years as funding and other contingencies allow.

In summary, the plan features programs, services, and management actions that are designed to facilitate interpretation of Fort Wadsworth's important story. To enhance visitor understanding of the site's past, all major fortifications will be preserved or rehabilitated and interpreted to represent their most recent period of historic significance. This will allow cultural resource management and interpretation of the most notable developments in the evolution of the fortifications and all significant aspects of coastal and harbor defense.

To bring to life the stories of Fort Wadsworth, educational exhibits and programs will employ military objects, personal effects, and quotes from soldiers and their families. During times of peak use, visitors will encounter costumed interpreters at select locations, observe reenactments of historic military activities, and participate in interpretive programs to learn about the lives of Fort Wadsworth's historic occupants and their roles in defending New York.

A comprehensive program serving regional schools and organized groups will be the focus of weekday interpretive activities. An emphasis on general public programming will occur on weekends. During weekends, park staff will be augmented with volunteers depicting activities experienced by soldiers stationed at Fort Wadsworth.

Although the plan actions do not focus on increasing onsite recreational opportunities, recreational activities for visitors will be

somewhat expanded, offering some opportunities that had only been available to military personnel. Uses such as walking, birding, biking, kite flying, and other informal athletic activities will be available to the public. Visitor access to the site will also be improved. Fishing will be allowed during daylight and evening hours. Public access to the beach will be allowed, but swimming will be prohibited. Indoor concerts, lectures, theater performances, and other small community-based cultural activities will be allowed in the chapel (building 203) under a special use permit, possibly on a reimbursable basis. Reenactments will be allowed by special use permit, consistent with other visitor use activities. A bicycle route through the fort, using existing roadways, will be established, as will a pedestrian route. The 25-year-old tradition of starting the New York Marathon from Fort Wadsworth will continue.

Under this plan, visitors will benefit from greatly expanded opportunities to learn of Fort Wadsworth's significant contributions to the defense of New York Harbor and its adjacent coasts. The plan continues the National Park Service's effort to preserve and protect all historically significant structures at Fort Wadsworth so that they may be safely used by visitors and staff.

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Fort Richmond

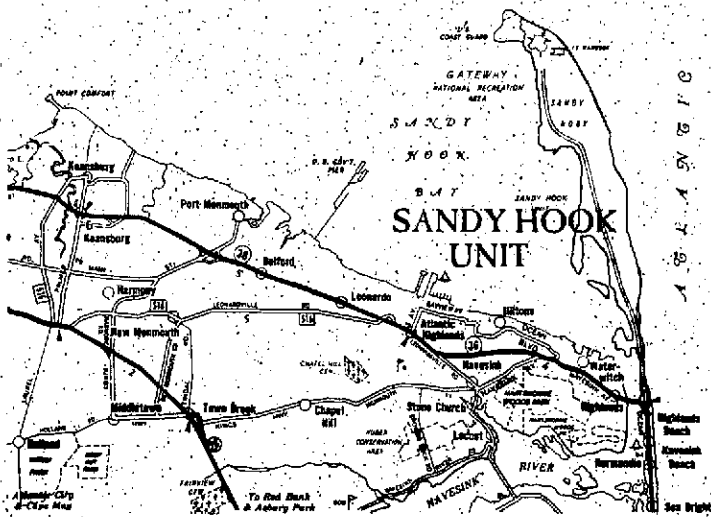
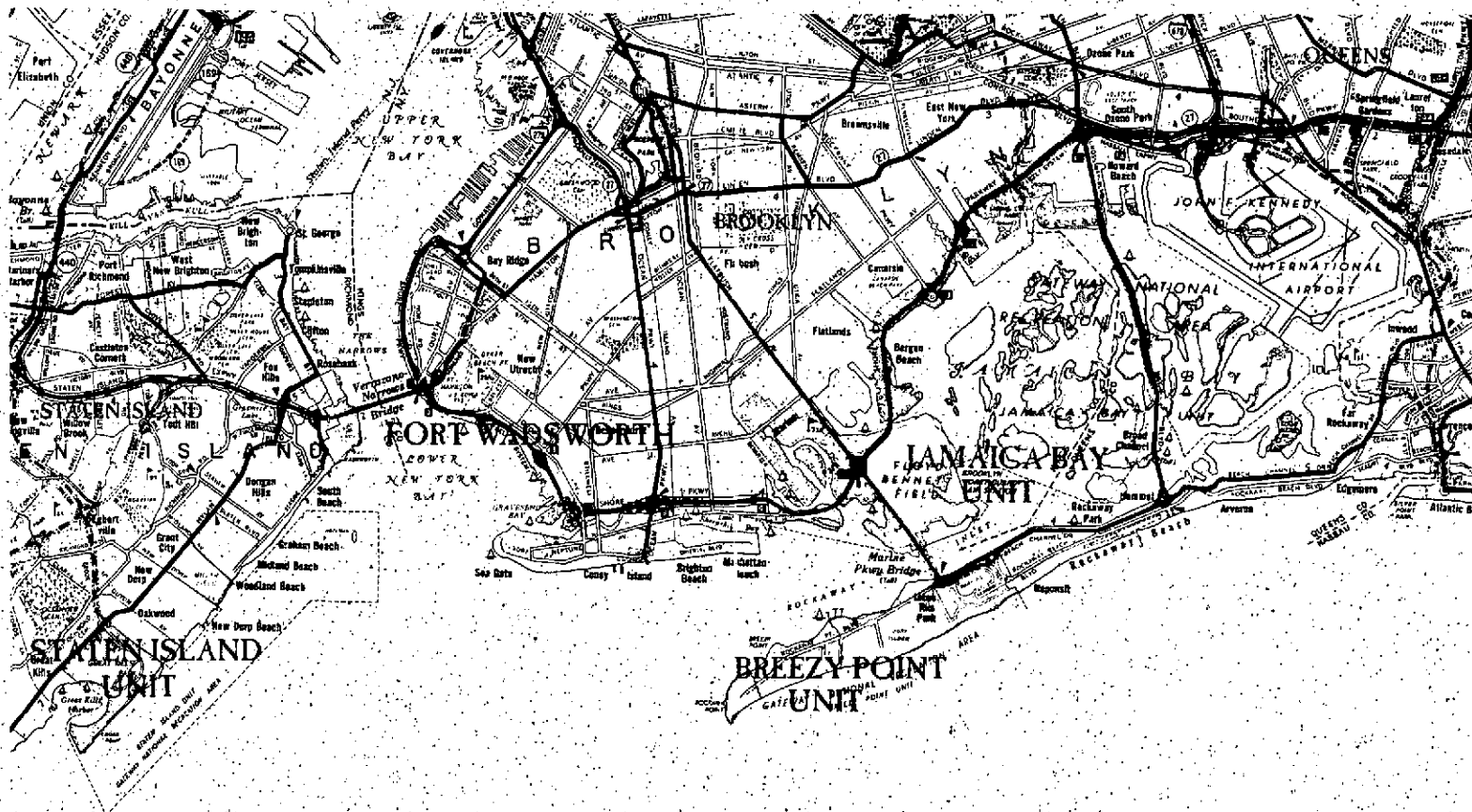
BACKGROUND AND INTRODUCTION

ESTABLISHMENT OF THE SITE

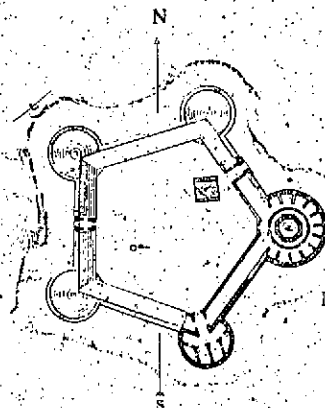
Fort Wadsworth, along with several other NPS Staten Island sites (Miller Field, Great Kills Park, and Hoffman and Swinburne Islands), comprise the Staten Island Unit of Gateway National Recreation Area (see Region map). Congress established Gateway National Recreation Area in 1972 as America's first urban national recreation area. The recreation area's primary purpose is "to preserve and protect for the use and enjoyment of present and future generations an area possessing outstanding natural and recreational features" (Public Law 92-592, 85 stat 1308; see appendix A). The outstanding features of Gateway National Recreation Area include miles of ocean and bay beach, thousands of acres of marshes and grasslands, and an abundance of nationally significant structures and landscapes that were the setting for historic events and activities.

PURPOSE AND NEED FOR ACTION

Fort Wadsworth was identified in the 1972 legislation that established Gateway National Recreation Area. In 1972 Fort Wadsworth was an active military installation under the jurisdiction of the United States Army. The 1972 legislation stated that Fort Wadsworth would be transferred to the National Park Service (NPS) when the military vacated the site. After the U.S. Army vacated the site, the U.S. Navy occupied Naval Station New York at Fort Wadsworth from 1987 until the station's closure on August 31, 1994. The U.S. Navy still owns and has been managing the site in a caretaker capacity since August 1994 and will continue to do so pending transfer of portions of the site. Expectations are that most of the site will be transferred to the National Park Service, and some portions of the site will be retained by units of the U.S. Army Reserve and the U.S. Coast Guard. However, the actual transfer has not yet taken place.



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**FORT WADSWORTH
REGION**
GATEWAY NATIONAL RECREATION AREA
NEW YORK NEW JERSEY
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In 1979 the National Park Service completed a *General Management Plan for Gateway National Recreation Area* (NPS 1979). The plan provides broad recommendations for Fort Wadsworth and calls for more detailed site planning upon transfer of Fort Wadsworth from the Department of Defense to the National Park Service.

In preparation for implementing the 1972 legislative directions and 1979 *General Management Plan* recommendations, the Park Service has located the Staten Island Unit superintendent and a small administrative and maintenance staff at the site, and some funds have been delegated to the site to direct the planning and transition efforts and prepare the site for initial visitor use. The National Park Service is undertaking a number of initial actions at the site to guide stabilization of historical and cultural resources, ensure appropriate development of interpretive facilities, and establish visitor services to allow the public to use and enjoy the site until further plans (described below) can be developed. These actions are detailed in the later "Initial Actions" section. Because these initial actions would have no significant impacts, an environmental assessment or an environmental impact statement is not needed for these actions (see appendix B in the *Draft Site Management Plan / Environmental Assessment*).

After the transfer and initial actions have been completed, the Park Service will seek funding to do more to improve interpretation and educational programs, make more of the site available to visitors, and preserve and protect the resources. Plans need to be made for accomplishing this further visitor use and protection and preservation of the resources.

Towards this end, a *Draft Site Management Plan / Environmental Assessment* was prepared and released for a 30-day public review on July 28, 1995. This draft plan presented two alternatives for long-range management and visitor use of Fort Wadsworth and compared and analyzed the impacts of implementing

each alternative. Alternative 1 in the draft plan, the Park Service's preferred alternative, was almost unanimously supported by the public, through comments at public meetings and in letters. Alternative 2, which was mostly a continuation of existing trends after the completion of the initial actions, was not supported. See the draft plan for a full description of alternative 2 and its impacts.

The National Park Service has decided that alternative 1 in the draft plan, with slight modifications to respond to public comments, will be the plan that will be implemented at Fort Wadsworth. Because implementation of this plan will not cause significant impacts on the environment, a finding of no significant impact has been prepared (NPS 1995). This final *Site Management Plan* describes the approved plan, with the modifications included, for management and visitor use of Fort Wadsworth and the impacts of implementing the plan. The plan will be implemented over the next 20 years as funding and other contingencies allow.

SITE HISTORY

A number of campsites dating from the Archaic Period (ca. 6000 - 1000 B.C.) are known in the northwestern portion of Staten Island, although none have been found in the vicinity of Fort Wadsworth. Just southwest of the fort boundary, an early Woodland camp (ca. 1000 B.C. - A.D. 1600) has been documented. That the Fort Wadsworth property was occupied by Native Americans seems without question, particularly with the excellent views of the upper and lower bays afforded by the headland. However, insufficient archeological evaluations have been undertaken on the site to verify this assumption.

Fort Wadsworth is one of the oldest military installations in the nation. The site occupies 226 acres on the northeastern shore of Staten Island on the Narrows of New York Harbor. The NPS portion of the property will consist

BACKGROUND AND INTRODUCTION

of most of the land and will be bordered by land to be operated by the U.S. Army Reserve and the U.S. Coast Guard.

Fort Wadsworth's strategic location was first recognized by the British during their occupation of New York beginning in 1776. The geography of the Narrows formed a gatelike entrance to what would become the most important port in the country. General von Steuben called the Narrows "the place pointed out by nature for the defense of the harbor" (Gilmore 1983).

Fort Wadsworth has been used intermittently as a military fortification for more than two centuries. Although no shot was ever fired in battle from its fortifications, its imposing presence was integral to the success of the country's coastal defense. Fort Wadsworth's historic resources are testimony to the development of U.S. coastal fortifications, the evolution of firearms and weaponry, and the importance of having secured the "gateway to America."

In 1979 the U.S. Army decided to vacate Fort Wadsworth because it no longer needed the property for military purposes. Four years later, after the last of the U.S. Army servicemen had been relocated, the U.S. Navy selected the site as its New York homeport. In late 1993, as part of a congressionally mandated military downsizing effort, the U.S. Navy closed Fort Wadsworth as a military base. Currently the National Park Service is overseeing the transition of a portion of Fort Wadsworth from military installation to national park system unit as required by the 1972 legislation that established Gateway National Recreation Area (see later "Initial Actions" section for more detail).

SITE DESCRIPTION

The portion of the site to be owned by the National Park Service includes two major Civil War era fortifications that are listed on the National Register of Historic Places —

Battery Weed and Fort Tompkins. Twelve other batteries and numerous military-related structures on the site date from the 1850s to the 1990s. Site structures include a wide variety of facilities typically found on military bases, such as housing, barracks, offices, maintenance/storage facilities, a post exchange, and ancillary support facilities. During its use as an active naval station, substantial development occurred between 1987 and 1994 (see Development 1987-1994 map in the draft plan).

Fort Tompkins

Fort Tompkins was originally designed and built as a fortified barracks in support of Battery Weed. Built of granite and brick with an earth-over-metal roof, the fort is a prime example of the architectural "era of stone fortifications." The fort is constructed on the same site as an earlier sandstone fortification. Construction of the first fort began in 1814; construction of the fort standing today began in 1859 and was completed in 1876. Fort Tompkins is not only well preserved, it is also an outstanding example of Third System military architecture.

Spectacular views of New York Harbor and the New York City skyline can be seen from the Fort Tompkins Road overlook.

Battery Weed

Battery Weed, constructed of granite blocks, is an important example of Third System military architecture from the mid-19th century. At that time Battery Weed was one of the most powerful forts on the eastern seaboard. Now Battery Weed stands at the water's edge on the Narrows, empty of all armaments but surprisingly well preserved. In 1864, 102 cannons were mounted in Battery Weed, and it was garrisoned by a large force from the Fifth Regiment, New York Volunteers Artillery. The battery was named after Brig. Gen. Stephen H. Weed of the U.S. Volunteers, who was killed in the

Battle of Gettysburg, Pennsylvania. Construction began in 1847 and ended during the Civil War.

Dramatic views of the harbor and city skyline are also visible from the barquette tier in Battery Weed.

The Endicott-Era Batteries

Fort Wadsworth's 12 Endicott-era (1895-1904) batteries were constructed under the direction of Secretary of War William C. Endicott as part of the reconstruction of America's coastal defense system. While these batteries did mount other types of guns, they are significant examples of Endicott-era emplacements for breech-loading rifles, mounted on disappearing carriages. There are portions of these structures that were constructed out of earlier batteries dating to the Civil War period and possibly as early as 1808-10. The Endicott batteries have been determined eligible for the National Register of Historic Places, having significance that spans the first two decades of the 20th century.

Mont Sec Avenue (Officers' Row)

Mont Sec Avenue and its associated 11 residential structures represent a cohesive streetscape, both architecturally and through their association with Fort Wadsworth as the location of officers' housing. The stately homes along the avenue lined with London plane trees date from the late 19th century into the 1930s. (Building 103 dates from the 1870s.)

Cultural Landscape

The 226-acre Fort Wadsworth represents a cultural landscape that is diverse and complex. Owing to its distinct pattern of more than two centuries of military development, the character and appearance of Fort Wads-

worth varies widely from area to area within the base.

In the northeast portion of the site, the Fort Tompkins and Battery Weed area represent the historic core of Fort Wadsworth. The massive, cut-stone Battery Weed protrudes out into the Narrows, looming over the water. Behind it the land rises sharply up a bank to Fort Tompkins (more than 150 feet above sea level). Along Mont Sec Avenue there are eleven 2- to 2½-story brick facade and board-and-batten structures that were used for officers' housing. Lined on both sides by these structures, generous sidewalks, graceful London plane trees, and decorative light standards, Mont Sec Avenue has the character of an attractive residential neighborhood. From building 109 (the officers' club) at the end of Mont Sec Avenue, there are scenic views of the harbor. New York Avenue, which bisects the northern portion of the site from north to south, has served as the main street of Fort Wadsworth since the turn of the century. From the east-west portion of New York Avenue to the south, the land slopes sharply down to a sand beach.

Vegetation growth was controlled through World War II to retain critical military sight lines. The dramatic views of New York Harbor that brought visitors to the base in the 19th century remain an important feature at Fort Wadsworth, as does the varied and steep topography.

Nonhistoric Structures

Nonhistoric structures also exist within the portion of land to be transferred to the National Park Service, including building 120 with its recently constructed three-story brick facade, three multiunit 1990s residential structures on New Mexico Court, and numerous ancillary support structures.

A towering presence that dwarfs the military fortifications is the Verrazano-Narrows Bridge, which was begun in 1959 and

BACKGROUND AND INTRODUCTION

finished in 1964. The bridge bisects the site and spans the Narrows, connecting Staten Island to Brooklyn.

Natural Features

The site's major landform is a bluff that rises from sea level to an elevation of 150 feet. Battery Weed is at the toe of the slope, with Fort Tompkins at the highest point. Wetlands exist along the confluence of the uplands and the Narrows. Bordering the site's eastern and southern edges is a natural sandy beach. A diversity of native and non-native vegetation has taken hold throughout the site, with ages varying from recent plantings to trees that are 150-200 years old.

SIGNIFICANCE OF FORT WADSWORTH

Fort Wadsworth is significant within the national context of coastal defense and specifically for the protection it provided our nation's most important harbor. Coastal defense, or more accurately the defense of vital harbors, has been one of the most persistent and powerful themes of American military history by any measure of effort, expenditure, and emphasis.

The Fort Wadsworth site represents the evolution in philosophy and technology of coastal fortification systems in the United States from 1794 to 1945. Preliminary archeological investigations indicate that portions of Battery Turnbull date as early as the 1840s and possibly as far back as 1808-10. The fort and site worked with other fortifications in the area, including Fort Hamilton, Castle Clinton, Fort Gibson, Castle Williams, Fort Wood, Fort Hancock, and Fort Tilden. Fort Tompkins and Battery Weed (on the Fort Wadsworth site) are particularly significant because they are remarkably well preserved. The other batteries and support structures at Fort Wadsworth are valuable to explain the interdependence and progression of various firearms and weaponry.

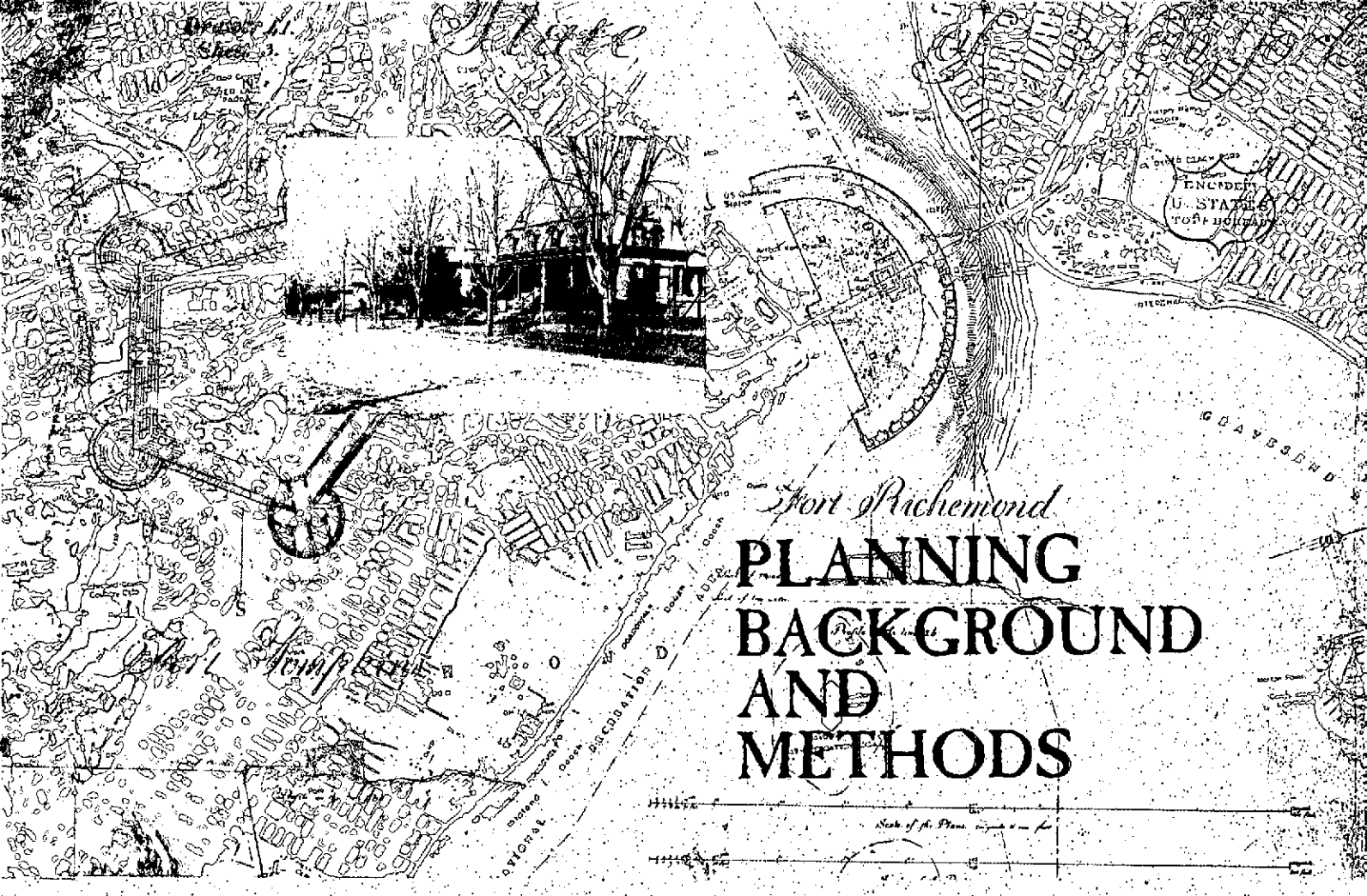
Although not considered nationally significant, the period from 1945 to 1994 is important from an interpretive standpoint because this period illustrates the changing uses and fate of former coastal defense facilities through the Cold War.

Fort Wadsworth is also one of the finest locations within the New York metropolitan area to see and interpret the geography of the harbor and the growth of the metropolitan area. Finally, Fort Wadsworth is unusual in that the property has remained intact and functional as a "community" through numerous transitions of federal agency ownership. A more detailed description of the site's significance and its place in history is in appendix C in the draft plan.

SITE PURPOSE

The purpose of the Fort Wadsworth site, which was derived from an analysis of Gateway National Recreation Area legislation and the fort's resource values, is to

- preserve and protect an area possessing outstanding historical features for the use and enjoyment of present and future generations
- preserve and interpret the historical and cultural resources of Fort Wadsworth that are associated with U.S. coastal defense systems
- preserve and interpret the site's natural history within the context of the Hudson-Raritan Estuary, a region of interconnected human and natural systems within the greater New York metropolitan area
- underscore and ensure the relationship of Fort Wadsworth to the importance of New York Harbor and the growth of the New York metropolitan area



Fort Richmond
**PLANNING
BACKGROUND
AND
METHODS**

GENERAL MANAGEMENT PLAN

In August 1979 the National Park Service completed a *General Management Plan* for Gateway National Recreation Area that includes broad recommendations for managing Fort Wadsworth. The plan recommends that Fort Wadsworth be developed and managed as a "gateway village" or an activity center that, in addition to fulfilling the functions of a traditional NPS visitor center complex, supports an assortment of activities that in some way provide insight into the relationship of people to their environment. The 1979 plan emphasizes preserving and adaptively reusing historic resources to support appropriate gateway village enterprises. Such enterprises could include educational facilities, classrooms, laboratories, gymnasiums, day camps, hostel units, playgrounds, day care centers, restaurants, and residences for NPS staff. The plan indicates that important cultural resources and the remaining natural landscapes are to be managed to perpetuate their intrinsic

characteristics and values. The plan emphasizes that every effort will be made to avoid simply duplicating or supplementing recreational opportunities already available in the region.

The 1979 plan also states that the National Park Service would undertake more detailed site planning, specifically a development concept plan, upon transfer of Fort Wadsworth from the Department of Defense to the National Park Service. Because the site has been extensively developed since the approval of the *General Management Plan*, (with nearly \$200 million invested in the site, reflected in its new buildings, infrastructure, and other improvements), the Park Service determined that a site management plan would be prepared rather than a development concept plan. Emphasis in this final *Site Management Plan / Environmental Assessment* is on the programmatic and adaptive reuse of the site and existing buildings as opposed to new development for such purposes. Although the emphasis of

this final *Site Management Plan* differs from that of a development concept plan, the planning process is the same.

SITE MANAGEMENT PLAN

This final *Site Management Plan / Environmental Assessment* provides policy direction and guidance for visitor use, cultural and natural resource management, appropriate levels of development, and operations at Fort Wadsworth for the next 20 years after the completion of the initial actions that are underway at the site (see later "Initial Actions" section).

Site management planning for Fort Wadsworth began in 1993. At that time Gateway National Recreation Area's general superintendent began meeting with military and community leaders and with representatives from the private sector to discuss issues pertaining to NPS management and occupancy of Fort Wadsworth.

In 1994 a planning team was assembled, composed of professionals skilled in the fields of military history, landscape architecture, architecture, environmental analysis, cultural resource management, historic preservation, and interpretation.

The first formal planning team meeting was held in May 1994. During this meeting the purpose of the fort was defined, its significance was determined, and planning issues were identified. Following that meeting the planning team coordinated a series of scoping meetings, designed to solicit concerns and desires of interested citizens and community leaders regarding development, management, and preservation of the site. Discussion at the meetings focused on issues related to cultural and natural resource management and interpretation, recreation, and regulatory requirements.

During 1994 and 1995 the National Park Service, with the support of consultants,

gathered data on the historical, natural, and cultural resources of Fort Wadsworth.

To explain the planning process and describe the site's purpose and significance to a broad audience, the planning team distributed an informational newsletter in spring 1995 to over 150 residents and institutions in the greater New York City metropolitan area.

Based on the public comments gathered from the various meetings and information available from the research projects, the planning team identified two alternatives for the future of Fort Wadsworth. The two alternatives, and the potential environmental impacts of their implementation, were the focus of the *Draft Site Management Plan / Environmental Assessment*, which was released in July 1995. Two public open houses were held at the fort to solicit public comment on the draft plan; the meetings were well attended — by about 400 people. Based on the public comments received at these meetings and in formal correspondence, the preferred alternative from the draft plan, with slight modifications made to respond to public comments and concerns, was selected as the National Park Service's final plan.

INTERPRETIVE THEMES

Based on the site significance, the 1972 enabling legislation, and the site resources, the planning team identified the following primary and secondary themes to guide visitor interpretation at Fort Wadsworth. These interpretive themes define what the Park Service believes that each visitor should learn about the site. In the event of finding any significant evidence of prehistoric or historic Native American habitations, these peoples will be interpreted in the context of the history and development of the site.

1. As a significant component of the American coastal defense system, Fort Wadsworth represents the evolution of America's concept of national defense.

The commercial importance of New York City and its harbor prompted the development of the fortifications at Fort Wadsworth as well as other New York and New Jersey locations, making New York Harbor one of the best defended regions in the nation.

The development and obsolescence of Fort Wadsworth fortifications illustrate the measure/countermeasure evolution of coastal defenses, as well as the erratic political support for these defenses and the resistance of a large bureaucracy to rapid change.

The transformation of Fort Wadsworth from a military base to a nonmilitary use represents the latest phase in our concept of national defense — the decreased reliance on domestic military bases for national security.

2. **Geologic forces, especially the Pleistocene epoch glaciers and the formation of the Hudson River, created the natural environment that attracted European settlers and provided ideal locations for defense of New York Harbor.**

The Hudson River, with its associated estuary and wetlands, provided both transportation and sustenance, which led to the growth and development of New York City, especially with its connection to the Erie Canal, as the nation's preeminent city.

The Narrows, located along the glacial moraine, is a constriction at the entrance into the harbor that provided high ground and an ideal site from which to defend New York Harbor.

3. **Fort Wadsworth, with its splendid panoramic views of Manhattan, the Hudson River, Raritan Bay, and the open ocean, provides a link between the largest city in the country and the natural marine environment.**

Fort Wadsworth is within the Hudson-Raritan Estuary, an area of diverse wildlife that offers new opportunities for public involvement in learning about and helping to preserve the Hudson-Raritan estuarine ecosystem.

GOALS AND OBSTACLES

To provide a foundation for planning, the team developed goals for managing Fort Wadsworth and, at the same time, identified potential obstacles to attaining those goals.

Resource Protection

Goal. Historic resources — presented in a manner appropriate to the historic periods being interpreted — are preserved, rehabilitated, or otherwise protected, and their further deterioration is abated. Site managers, working with neighboring communities, provide a secure environment in which visitors can enjoy the protected resources.

Obstacles. Historic structures are dispersed throughout the fort; many are hidden from view by landforms and vegetation. The National Park Service must actively protect these features from all potentially destructive activities, such as illegal entry and vandalism and destruction of vegetation. Additionally, the National Park Service must minimize any impacts on the integrity of historic structures that are open to the public.

Vandalism and trespassing occur throughout the site. The National Park Service must ensure the security of tenants, visitors, and staff and their property.

Visitor Experience

Goal. Innovative interpretive programming provides a variety of site experiences that are easily accessible to all types of visitors. Visitors come away with a greater understanding and respect for the historical,

cultural, and natural resources of Fort Wadsworth and New York Harbor and the connection of these resources to other Gateway National Recreation Area resources and stories. Cooperative efforts of site managers and other partners yield exciting educational programs and provocative interpretive exhibits.

Obstacles. Little is known about the potential clientele for Fort Wadsworth's interpretive services. When the U.S. Army was operating a museum at Fort Tompkins, before 1979, schoolchildren were its predominant clientele during the week and tourists were predominant on weekends. Also, there is a perception that Fort Wadsworth is remote from Manhattan. This may result in difficulty attracting non-Staten-Island visitors to the site.

Very few artifacts original to the site have been found to date at Fort Wadsworth. Most objects known to be connected with the fort are exhibited at Fort Hamilton in Brooklyn. The small number of available site-related objects pose challenges for interpretation and the development of a site museum.

Fort Tompkins and Battery Weed are dwarfed by the Verrazano-Narrows Bridge, which spans the Narrows from Staten Island to Brooklyn. Bisected by the bridge, the site is directly beneath and adjacent to the bridge access ramp and toll plaza. The proximity of the bridge exposes visitors to noise and emissions associated with bridge traffic.

Adaptive Reuse of Structures

Goal. All Fort Wadsworth structures administered by the National Park Service are fully used for purposes that are compatible with the preservation and interpretation of the fort's historic resources. Military fortifications are protected, preserved, and used for interpretation. Other historic structures, such as the infantry battalion barracks (building 210) and Mont Sec Avenue houses, are adaptively reused for appropriate pur-

poses. The revenue generated from permitting tenants to use historic and nonhistoric structures on a reimbursable basis may help cover maintenance and utility costs.

Obstacles. Few of the structures at Fort Wadsworth are accessible to visitors with disabilities and meet the criteria set forth in the *Uniform Federal Accessibility Standards* and the Americans with Disabilities Act. Also, no structures have been developed in accordance with sustainable design principles. The buildings must be brought into compliance with applicable NPS regulations before they can be adaptively reused.

Visitors' requirements for access to the fort's historic resources must be balanced with tenants' requirements for security and privacy. The potential for use conflicts (i.e., among residences, maintenance facilities, and offices) must be mitigated.

Circulation and Access

Goal. Traveling to Fort Wadsworth, by land and by sea, is a memorable experience. A wide range of affordable transportation modes, including frequent ferry service, is available and accessible to visitors, including those whose mobility is impaired. Visitors can also bicycle to Fort Wadsworth, Miller Field, and Great Kills on well-marked, safe bicycle paths. Once on the site, visitors are able to stroll, bicycle, or take frequent alternative-fuel shuttles to tour site resources.

Obstacles. Access to Fort Wadsworth via mass transit is extremely limited; there is no subway or ferry service to the fort, and portions of existing bicycle routes on Staten Island are dangerous. Private vehicle and limited bus access are the only means by which a visitor can easily get to Fort Wadsworth.

In the future, tenants from a variety of military and other agencies will occupy Fort Wadsworth's office buildings and residences.

Many significant historic features are very close to the residences. Providing a visitor circulation system that inspires a sense of exploration but discourages public access to areas that primarily support other activities will present a challenge to site managers.

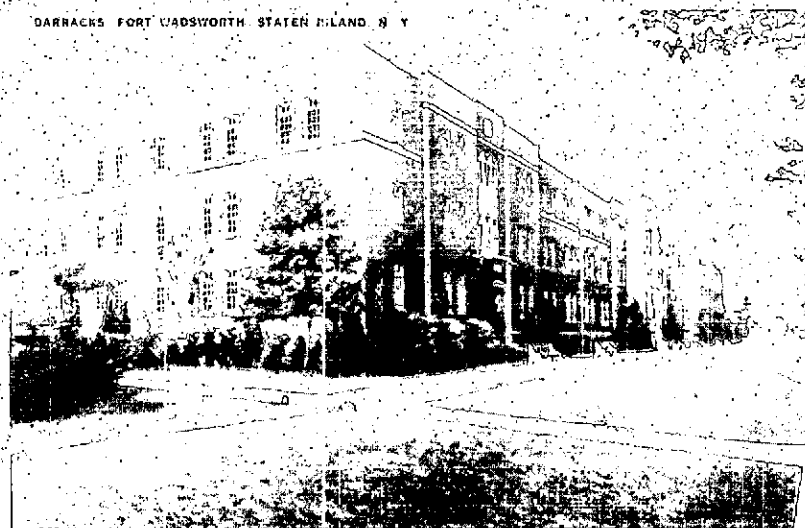
RELATIONSHIP OF THIS PLAN TO LOCAL AND REGIONAL PLANS

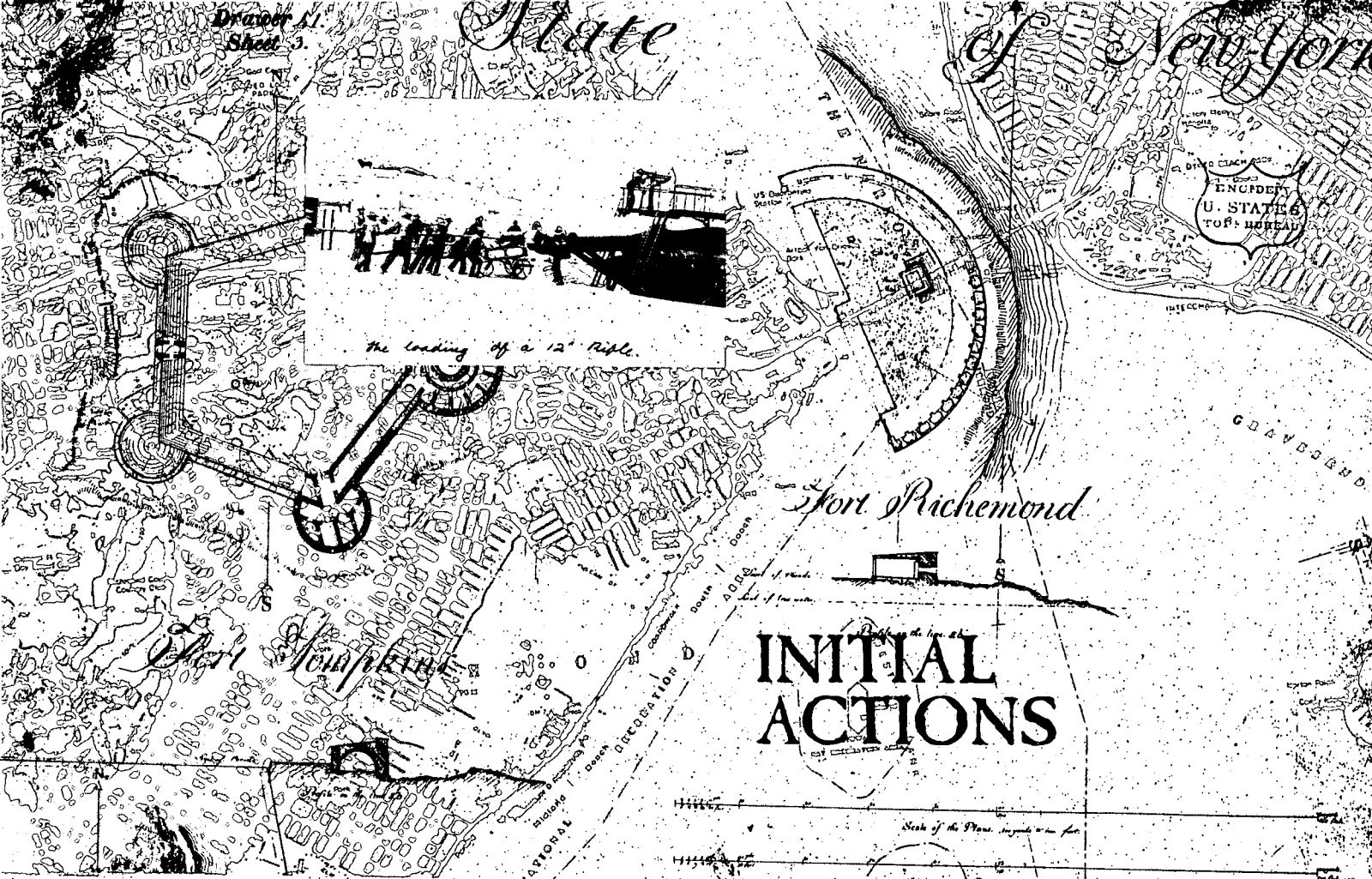
The recommendations proposed in this final *Site Management Plan / Environmental Assessment* are consistent with numerous

planning studies conducted by the New York City Department of City Planning and the Office of the Borough President. Specifically, the increased public access, the provision of public open space, and the designation of pedestrian and bicycle routes recommended in this plan support proposals contained in several municipal planning studies — such as the *New York Comprehensive Waterfront Plan*, the *North Shore Esplanade Plan for Staten Island, New York*, the *Greenway Plan for New York City*, and the *Staten Island Bikeway and Cultural Trail*.



Main Gate and Officers' Row, Fort Wadsworth, N. Y.





NPS-OWNED PORTIONS OF THE SITE

In 1993 Congress appropriated Department of Defense funds to facilitate Fort Mifflin's transition from military installation to a national park system unit. (The impacts of these actions do not require environmental assessment because there would be no significant impacts from the actions and they have been categorically excluded from National Environmental Policy Act procedures; see appendix B in the draft plan.) The funding has supported completion of this final *Site Management Plan / Environmental Assessment* and related studies.

Mainly, however, as per laws and NPS policy and regulations, the funding has been obligated for various initial activities that, in a general sense, begin to fulfill the gateway village concept outlined in the 1979 *General Management Plan*. Specifically, funds have been obligated to guide stabilization of historic and cultural resources, ensure

appropriate development of interpretive facilities, and establish visitor use services so the public can use and enjoy the site until the longer-range plans can be implemented. Such activities include establishing offices and maintenance facilities, making resources accessible and safe for visitors, providing interpretive exhibits and other media that will convey the significance of the historic structures, and doing some additional studies to gather more information. Some of these activities have been completed.

Specifically, the funding has been/is being used to implement the following physical improvements to support public use. Initial development and visitor access is contingent upon the transfer occurring in fiscal year 1995.

- Development of a visitor center in the rotunda and adjacent areas of building 120, which will include a visitor information desk, restrooms, a video, orientation and interpretive exhibits, a

sales area for the bookstore, and special program space.

- Rehabilitation of infantry battalion barracks (building 210) to provide administrative office space for the Staten Island Unit, U.S. Park Police, and some functions of Gateway National Recreation Area, including a centralized parkwide library, archives, natural resources offices and laboratory, cultural resources offices, collections management facility, and the Interpretation and Community Outreach and Planning and Professional Services Divisions for all of Gateway National Recreation Area.
- Improvements to enhance accessibility of administrative offices, historic resources, and visitor facilities.
- Repair of deteriorating roads.
- Mitigation of pedestrian hazards, including deteriorating sidewalk and crosswalk conditions and other extant ground obstructions that could result in injury.
- Installation of wayside (outside) exhibits and directional signs.
- Stabilization of cultural resources, concentrating on graffiti removal, and abatement of safety hazards, including lead paint and asbestos, hazardous waste cleanup, and the removal of underground storage tanks and associated soils.
- Enhancements at Fort Tompkins road overlook.
- Provision of tours of historic resources as funding and staffing allow.
- Provision of maintenance facilities in the Seabee complex.
- Completion of a vegetation management plan, to guide treatment of the cultural

landscape, and a sitewide archeological study.

(Note: The vegetation management plan will outline ways in which the historic, open character of the landscape could be re-created and describe ways to limit vegetative succession, minimize erosion, and ensure visitor safety with minimal impact on historic resources.)

Initial development funding was the result of a two-year appropriation that expired September 30, 1995. The visitor center is scheduled to be completed in the summer of 1996; the other items will be completed by early 1997.

Once all these actions have been completed, the National Park Service will seek funding to implement the approved plan (alternative 1 in the draft plan) as described in this final *Site Management Plan*.

COMPATIBLE DEVELOPMENT FOR NON-NPS OWNED PORTIONS OF FORT WADSWORTH

By the very nature of its facilities and associated historic uses, Fort Wadsworth has and will continue to function as a community. Throughout its history, the fort has sustained its own housing, office spaces, maintenance areas, and food services, and it has supported other services typically found in a military base. Most of these land uses will continue; the Coast Guard will use the site for residences and office space, and the U.S. Army Reserve will continue to use the site for training and office space. With the transfer of land to the National Park Service, however, the fort's natural and cultural resources become the basis for new types of land uses — cultural and natural resource preservation and interpretation. The main access points, primary roads, bridge easement, and utilities will be within the portion of lands to be transferred to the National Park Service.

INITIAL ACTIONS

Until the closure of Naval Station New York on August 31, 1994, the fort had been administered by a single landowner. Now, several landowners will operate within the boundaries of Fort Wadsworth, resulting in an amalgam of uses. The National Park Service recognizes the need to broadly define compatible levels of development and land uses so that all landowners will be encouraged to operate as a community and the potential for use conflicts (e.g., between residences and public access) will be minimized. NPS site superintendents offer the following goals to all landowners within the fort to consider and adopt:

- Establish an interagency advisory group of site landowners whose purpose is to review proposals and advise Fort Wadsworth land managers on issues relating to land use and physical modifications.
- Discourage additional fencing to maximize the open feeling of the site and minimize emphasis on specific boundaries within the fort. To soften the appearance of existing barriers, vines, shrubs, or other vegetation should be planted near or on existing fences, such as those around the reserve center.
- Consider planting additional vegetation to separate potentially incompatible land uses, such as private residences and historic resources that are accessible to the public.
- Discourage additional paving. Open space on Staten Island and throughout New York City is at a premium, and the maximum use of existing paved surfaces should be explored.
- Preserve and manage sensitive habitats, such as the stand of native oaks and wild azaleas in the northwest portion of the site, to ensure their continued vigor.
- Evaluate the need for lodging on Staten Island when the Navy Lodge amortizes its capital investment. If, at that time,

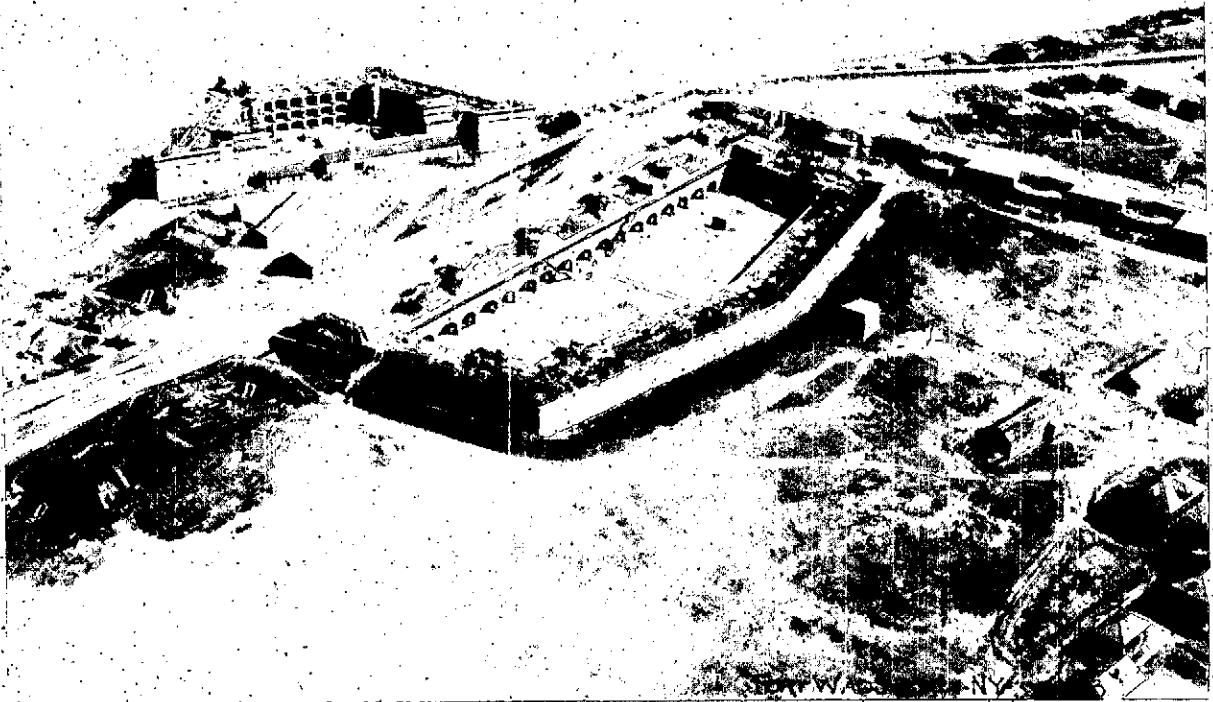
adequate lodging facilities exist outside the fort on Staten Island, remove the lodge and restore the site to an open grassy area.

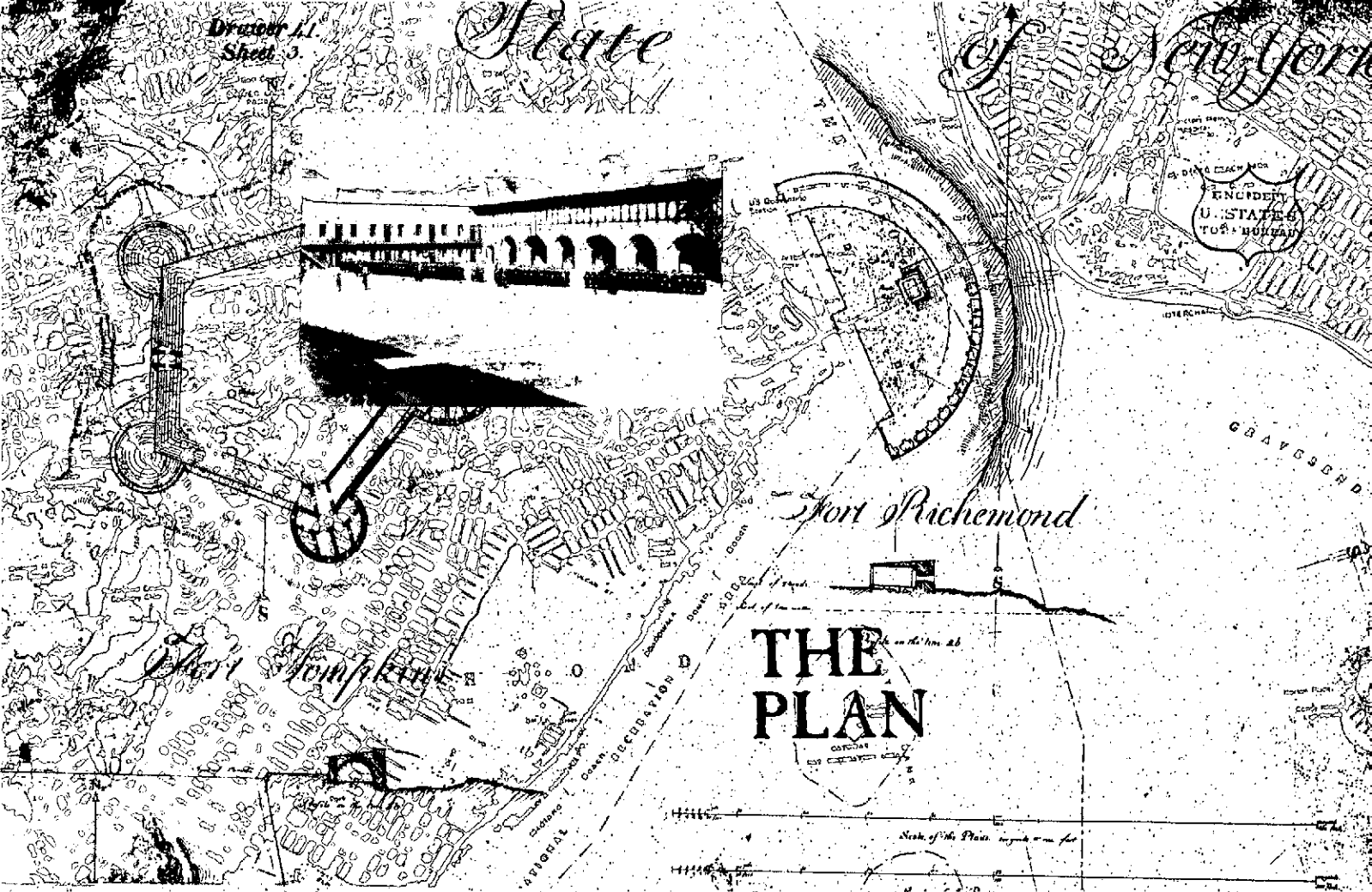
Pursuant to objectives noted above, the National Park Service will provide advice and professional expertise to other tenants, particularly in the areas of land use planning, cultural and natural resource management, and specification of landscape materials that are appropriate to the site. The Park Service would discourage additional development beyond existing land uses and building footprints.

The possibility exists that all of the properties within the boundaries of Fort Wadsworth could eventually come under the ownership of the National Park Service. Should this situation occur, the National Park Service — pursuant to its primary mission to protect and interpret resources — would phase out housing, remove underused nonhistoric structures, enhance open space, and expand site interpretation. The additional resources of the full fort would allow the Park Service to implement an approach that encourages the use of the site as a research and educational campus, thus furthering NPS goals and the goals of its partners in the areas of cultural and natural resource protection and education. Areas of focus could include the Hudson-Raritan ecosystem, historic resource preservation, environmental education, and cultural activities. Specifically, the National Park Service would conduct the following activities:

- Remove approximately 400 recently (1990) developed units of housing and restore the landscape per the recommendations of a cultural landscape report.
- Adapt buildings 208 and 209 for use as an environmental education and conference facility, and adapt the bachelors' enlisted quarters for lodging to support such facilities.

- Expand public use and interpretation of the batteries south of the bridge, the Nike missile command post, the stable, and other areas, as appropriate.
- Enhance interpretation of interpretive themes 2 and 3.
- Adapt building 306 for collections storage.
- If the theater (building 205) and exchange/commissary (building 206) and adjacent area become available, the Park Service would develop a plan for the northwest quadrant of the site, remove those buildings, and develop recommendations regarding the restoration of the landscape in this area after the buildings are removed.
- If the gymnasium (building 204) becomes available, it would be operated as a gymnasium, managed by a federal agency or nonprofit group for the Staten Island community. Community meeting rooms would also be managed by the agency or nonprofit group. Rooms below the gym could function as a workout space for Fort Wadsworth residents and workers.





This section of the document describes the Park Service's approved plan for visitor use and NPS management of Fort Wadsworth.

The final plan identifies general directions for site management and offers building-specific actions. The building-specific actions should be considered with flexibility, subject to future funding scenarios, new information, and unforeseen circumstances. Any modifications to the building-specific actions, however, must adhere to applicable laws and NPS policies and have minimal negative impacts on site resources.

CONCEPT

Fort Wadsworth is significant within the national context of coastal defense, and specifically for the protection it provided our nation's most important harbor. The site represents the evolution in philosophy and technology of American coastal defense strategy from the 1790s to 1945 when

technological advances in weaponry rendered coastal defense a less pressing military concern. The site also illustrates the military strategy of these former coastal defense facilities in meeting the challenges of the Cold War from 1945 through the 1980s. The plan features programs, services, and management actions that are designed to facilitate interpretation of this important story.

To enhance visitor understanding of the site's past, all major fortifications will be preserved, rehabilitated, or restored and interpreted to represent their most recent period of historic significance. This will allow cultural resource management and interpretation to embrace the most notable developments in the evolution of the fortifications and all significant aspects of coastal and harbor defense, including the Nike missile period.

To bring to life the stories of Fort Wadsworth, educational exhibits and

programs will employ military objects, personal effects, and quotes from soldiers and their families. During times of peak use, visitors will find costumed interpreters at select locations, observe reenactments of historic military activities, and participate in interpretive programs to learn about the lives of Fort Wadsworth's historic occupants and their roles in defending New York.

A comprehensive program serving regional schools and organized groups will be the focus of weekday interpretive activities. An emphasis on general public programming will occur on weekends. During weekends, site staff will be augmented with volunteer reenactors depicting activities experienced by soldiers stationed at Fort Wadsworth. Other educational opportunities will include a partner-sponsored Elderhostel, which may use spaces in building 210 or the chapel for classes. Lodging may be available at the Navy Lodge or concession-run bed-and-breakfast operations on Mont Sec Avenue.

Natural resources will be managed according to NPS regulations and appropriate laws. Interpretation of natural resources will focus on their relationship to the military defense of the harbor, the development of New York City commerce and transportation, and the significance of the Hudson-Raritan ecosystem.

VISITOR EXPERIENCE AND THE HISTORIC STRUCTURES

Entry

The visitor vehicular entrance to the site will be through the fort's main gate on New York Avenue, at the north end of the site. To ensure appropriate visitor welcome, the guardhouse there will be staffed by NPS personnel.

Also, the National Park Service will work with partners to establish ferry service to Fort Wadsworth and other Gateway National Recreation Area units and other parks and

cultural sites as economically feasible. Visitors arriving by ferry will disembark at the upgraded Battery Weed dock and be greeted by NPS personnel stationed in a new structure at the dock. Although this service will build on the existing commuter service, it will not be structured to serve commuters.

Visitors will be encouraged to walk to the site's designated visitor areas and explore the resources that are available to them. Alternative-fuel shuttles will be provided at times of high visitation, such as on weekends, to transport visitors to significant site features.

Parking will not be available near the dock; all visitor parking will be adjacent to the visitor center in building 120 (described below). Also, visitors will be encouraged to car pool, and many will arrive by bus.

The fort grounds, including vehicular, bicycle, and pedestrian access points, will be open during daylight hours and closed to all but residents and those attending special functions or other permitted uses at night.

Visitor Center

Visitors can begin their explorations at a visitor center in the rotunda and adjacent areas of the first floor of building 120 (see The Plan map). Here, through audiovisual media, interpretive exhibits, and printed materials, visitors can learn of the primary themes of Fort Wadsworth and the opportunities available at the site. Basic services, such as restrooms and a cooperating association bookstore, will also be in the center.

Fort Tompkins

Once at Fort Tompkins, which will be rehabilitated and interpreted to reflect its use during the late 19th century, visitors will see museum exhibits and interpretive media in restored/rehabilitated casemates that place Fort Wadsworth's military use into context.

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A new 20-minute audiovisual presentation will provide an overview of the history and significance of Fort Wadsworth, highlighting its strategic location in protecting New York Harbor, the commercial importance of New York Harbor, and the fort's role in the evolution of coastal and harbor defense. Visitors will be able to peruse artifacts and exhibits that illustrate how the use and physical structures of Fort Wadsworth have changed in step with military advancements. Visitors can join a ranger-led tour to venture into the damp, narrow, stone passageways of the counterscarp gallery and then examine the restored barracks and offices. (The counterscarp gallery extended around three sides of the fort to protect it from land attack. Within the counterscarp gallery, soldiers were able to shoot through slots in the wall into the dry moat area between the wall and the fort, and the soldiers in the fort could also shoot into this area, thus placing potential attackers in a deadly cross fire.) The dry moat will remain open for a short distance from the south side of the fort for the public to see the moat and get a feeling of what the moat and counterscarp gallery were for.

During periods of high visitation, visitors will find interpreters costumed in the artillery uniforms of the late 19th century. These interpreters will describe what life and military service were like at that time. Based on further research, short skits and role-playing may also portray how people lived at Fort Tompkins and what their motivations were for serving their country. Several areas within the structure will be modernized to provide museum and office space or restored to enhance visitor understanding. Should its location be discovered, a portion of the tunnel from Fort Tompkins to water level will be opened for ranger-led tours.

Some casemates will be rehabilitated for use by school groups and others for a museum and interpretive media. Other casemates and offices will be interpreted as furnished exhibits. On weekends, reenactors may use selected casemates as mess and bunk areas. Visitors will be able to walk the reseeded

parade ground (thus returning it to a more historic appearance) and read wayside exhibits to find out more about Fort Tompkins and the site in general.

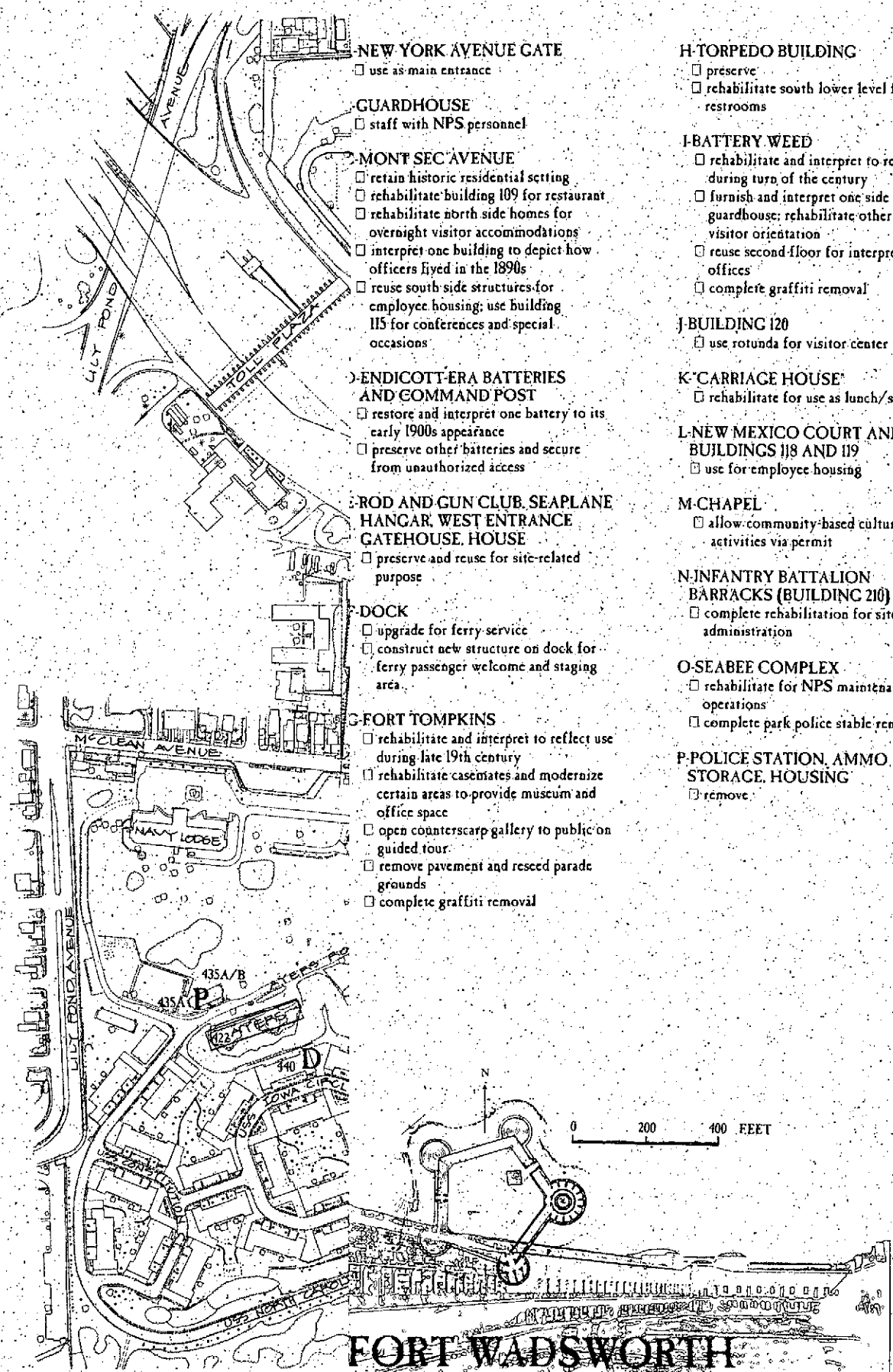
Graffiti removal will be completed. Missing or deteriorated building elements, such as windows, railings, and staircases, will be repaired or replaced, and roofs will be repaired to halt ongoing water damage. Benches will be installed adjacent to interpretive signs along the top of the slope east of Fort Tompkins.

Battery Weed

Visitors will be encouraged to tour Battery Weed, which will be rehabilitated, cleaned of graffiti, and interpreted to reflect its use during the turn of the century. One side of the guardhouse will be furnished to convey period use. During periods of high use, visitors will interact with costumed interpreters dressed in circa 1900s uniforms. The other side will be rehabilitated to house a visitor orientation area, with restrooms, exhibits, and interpretive materials that put Battery Weed's military use into context. Interpreters' offices will be on the second floor of the guardhouse.

Inside Battery Weed, visitors can examine, in their original positions, several reproduction Rodman guns and flank howitzers. Reproduction coastal artillery will also be mounted on the sod-covered barbette tier. For safety, self-guided access will be limited to the lower level of Battery Weed; all upper level access will be through guided tours.

A section of the former moat on the landward side of Battery Weed will be interpreted. In Battery Weed, bricks and concrete will be removed from all casemate windows, metal Totten shutters will be restored/ repaired/ replaced, and the door at the main entrance will be replaced. The lighthouse and magazine roofs will be restored, and the guardhouse will be partially restored.



NEW YORK AVENUE GATE
 use as main entrance

GUARDHOUSE
 staff with NPS personnel

MONT SEC AVENUE
 retain historic residential setting
 rehabilitate building 109 for restaurant
 rehabilitate north side homes for overnight visitor accommodations
 interpret one building to depict how officers lived in the 1890s
 reuse south side structures for employee housing; use building 115 for conferences and special occasions

ENDICOTT-ERA BATTERIES AND COMMAND POST
 restore and interpret one battery to its early 1900s appearance
 preserve other batteries and secure from unauthorized access

ROD AND GUN CLUB, SEAPLANE HANGAR, WEST ENTRANCE GATEHOUSE, HOUSE
 preserve and reuse for site-related purpose

DOCK
 upgrade for ferry service
 construct new structure on dock for ferry passenger welcome and staging area

FORT TOMPKINS
 rehabilitate and interpret to reflect use during late 19th century
 rehabilitate casemates and modernize certain areas to provide museum and office space
 open counterscarp gallery to public on guided tour
 remove pavement and reseed parade grounds
 complete graffiti removal

H-TORPEDO BUILDING
 preserve
 rehabilitate south lower level for restrooms

I-BATTERY WEED
 rehabilitate and interpret to reflect use during turn of the century
 furnish and interpret one side of guardhouse; rehabilitate other side for visitor orientation
 reuse second floor for interpreter's offices
 complete graffiti removal

J-BUILDING 120
 use rotunda for visitor center

K-CARRIAGE HOUSE
 rehabilitate for use as lunch/snack bar

L-NEW MEXICO COURT AND BUILDINGS 118 AND 119
 use for employee housing

M-CHAPEL
 allow community-based cultural activities via permit

N-INFANTRY BATTALION BARRACKS (BUILDING 210)
 complete rehabilitation for site administration

O-SEABEE COMPLEX
 rehabilitate for NPS maintenance operations
 complete park police stable renovation

P-POLICE STATION, AMMO STORAGE, HOUSING
 remove

FORT WADSWORTH THE PLAN

GATEWAY NATIONAL RECREATION AREA / NEW YORK, NEW JERSEY



Endicott-Era Batteries

Based on available documentation, one Endicott-era battery (probably Battery Catlin) will be rehabilitated and opened for access by guided tour only (including signs and railings). Reproduction armaments will be installed. Visitors will be able to see other Endicott-era batteries preserved in their current state. Guided tours to batteries south of the bridge may be offered, following an informal trail. All batteries will be secured from unauthorized access. Periodic maintenance will halt or lessen ongoing deterioration.

Mont Sec Avenue (Officers' Row)

The historic residential setting of Mont Sec Avenue will be retained, and visitors will be encouraged to stroll down its officers' row. One Mont Sec Avenue home will be rehabilitated and interpreted by costumed interpreters to depict how officers and their families lived in the 1890s. (The building will be chosen from buildings 111-114 for this use, based on extent of original fabric, available documentation, and ease of access for visitors.)

Homes on Mont Sec Avenue's north side will be rehabilitated to provide bed-and-breakfast style accommodations for visitors (concessioner operated, with parking for guests in back of the structures). Building 109 (former officers' club) will be rehabilitated for use as a concessioner-operated restaurant where visitors can dine al fresco while enjoying sweeping views of New York Harbor, possibly with waitpeople attired in military dress and updated menus of the era. (The interior has been significantly altered, but some architectural features remain, such as a colonial revival mantel and some woodwork, and will be retained.)

With the exception of building 115, the structures on the south side of the street will be used to house military/NPS employees. The deteriorated asphalt shingle siding (installed

ca. 1950) on south side buildings 111-114 will be removed so that damage can be assessed and the original wood siding and decorative trim can be restored. These four buildings will remain the only nonbrick structures on the street. Building 115 will function as a conference center and be available by permit for special occasions that have thematic relationship to the fort.

The interior layouts and significant architectural features of all Mont Sec Avenue homes will be preserved and protected.

Torpedo Building (Building 147)

The torpedo (storage) building will be preserved. The south-end lower level will be rehabilitated to provide restrooms for visitors and staff. A roof, windows, and doors will be added, and utilities will be extended to the building.

Stable (Building 309)

Building 309 will be rehabilitated for U.S. Park Police use. A wayside exhibit will explain historic building use.

"Carriage House" (Building 352)

Visitors will be able to have lunch or a snack in the rehabilitated carriage house. Limited parking will be nearby. NOTE: This building has functioned as the enlisted men's club since the 1980s. It is sited on what was believed to be a stable and is commonly known as the carriage house; this structure will be referred to as the carriage house in this document.

Miscellaneous Buildings

Building 140 (the rod and gun club), building 339 (the seaplane hangar), building 406 (gatehouse), and building 404 (the gatehouse at the west entrance) will be

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stabilized, preserved, and used for appropriate site-related purposes.

OTHER SITE RECREATIONAL OPPORTUNITIES

Although this alternative does not focus on increasing onsite recreational opportunities, such uses as walking, birding, biking, kite flying, structured exercise activities, and other informal athletic activities will be available to the public; currently they are only available to military personnel and their families. Dining at the restaurant (former officers' club) will be a new opportunity for residents, visitors, and the community.

Fishing will be allowed. Permits will be required for those who wish to park vehicles near specified fishing access points (the picnic area and along the old Range Road). Those who wish to hand carry fishing equipment to the site without a vehicle will be allowed to fish during daylight hours without a permit. Night fishing will be accommodated via vehicle permit and sign-in at the main gate.

Public access to the beach will be allowed. Swimming will be prohibited due to the dangerous currents and the poor water quality of the Narrows. Kayaks and other small craft such as rowboats will be allowed to pull up on shore south of the bridge; however, no docks or other facilities will be provided specifically for pleasure boats. Visitors will be directed to use established paths and roadways and will be directed away from wetland areas to avoid trampling the sensitive vegetation. Only passive recreation will be permitted in the ecologically sensitive (wetland) areas of the beach and adjacent area. New signs indicating an ecological reserve will include information relative to natural features, vegetation, and wildlife.

The baseball field will be operated by the Coast Guard for use by site residents. The picnic area will primarily be for use by site

residents. Group picnicking for visitors will be continued primarily at Miller Field.

Indoor concerts, lectures, theater performances, and other small community-based cultural activities will be allowed in the chapel (building 203) and on the third floor of building 210 under a special use permit, possibly on a reimbursable basis. Other educational opportunities will include a partner-sponsored Elderhostel, which may use spaces in building 210 and the chapel for classes. Lodging may be made available in support of the Elderhostel in either the Navy Lodge or concession-run bed-and-breakfast operation.

Site managers will evaluate the feasibility of holding outdoor performances and pageants behind the chapel (where noises from the bridge are least intrusive). If outdoor performances prove to be unintrusive to area residents, site managers may allow such outdoor performances to occur under a permit. Permit authorization will be evaluated based on the compatibility of the proposed activity with the scale of available facilities, with residential uses, and with the interpretation and preservation of Fort Wadsworth's resources. Special use permits may be granted on a reimbursable basis.

Reenactments will be allowed by special use permit, consistent with other visitor use activities. Gun demonstrations will require preapproval by the unit superintendent to ensure that proper safety regulations will be followed and that the demonstrations will be consistent with the fort's interpretive program. In keeping with Gateway National Recreation policy, the placement of additional monuments will be prohibited.

The National Park Service will work with New York City planning officials to complete the city's proposed bicycle route connection from South Beach to the New York Avenue gate via USS Carolina and New York Avenue. The Fort Wadsworth route will connect two existing bicycle routes on Staten Island. A dangerous portion of an existing

connecting route along Father Capodanno Boulevard will be eliminated. In addition, the Park Service will encourage and support the development and enhancement of pedestrian and bicycle links throughout Staten Island through programs such as the Rivers and Trails Conservation Assistance program (including the investigation of links across the Verrazano-Narrows Bridge).

The National Park Service will establish a pedestrian path through the site on existing routes. Pedestrian access will be provided via the New York Avenue main gate and will be limited to day use.

The tradition of starting the New York Marathon from Fort Wadsworth will continue because it is an important, annual, international event that has been associated with the property for over 25 years.

The presentation of events and other broad-based recreational activities that will enhance the site and visitor experience will be considered on a case-by-case basis by site managers.

CULTURAL LANDSCAPE

Most of the batteries are overgrown with mature trees, and several sight lines critical for understanding the military use of Fort Wadsworth are covered with dense vegetation. These areas include the sections of the slope from the overlook east of Fort Tompkins down to the torpedo building and the areas between the batteries and the shoreline. Clearing of the batteries will be done according to the recommendations of the vegetation management plan (see "Additional Research" section below).

Pavement will be removed from Range Road, south of the picnic area, and replaced with gravel. An informal trail south of the bridge will be developed using existing pavement to the greatest extent possible. The development of community gardens will not

be allowed because of the high lead content in the soil.

Additional topsoil and ground cover will be brought in to cover hazardous tree roots and repair damaged lawns. The use of pesticides and other landscaping-related chemicals will be kept to a minimum. Shade trees will be planted adjacent to parking areas and non-historic structures to improve visitor comfort and energy efficiency.

Archeological testing and/or monitoring will be done for any ground-disturbing activities.

ADDITIONAL RESEARCH

A number of studies have been completed to obtain information needed for managing the site and preparing the site for initial visitor use. These include a cultural resource report (expected to be completed in 1995), information concerning graffiti removal (NPS North Atlantic Regional Office, Judy Jacob, architectural conservator, memo on "Treatment Report for Test Applications of Graffiti Removal" dated 2/2/95), an *Interim Interpretive Plan* (see appendix G of the draft plan), and a *Woody Plant Inventory* (Olmsted Center 1995). An NPS inventory of the site for threatened and endangered plant species will be completed in fall 1995. A National Register of Historic Places nomination is in progress for Fort Wadsworth that will encompass the entire base. A vegetation management plan and a sitewide archeological study will also be completed as part of the initial actions effort. In the event of finding any significant evidence of prehistoric or historic Native American habitations, these peoples will be interpreted in the context of the history and development of the site.

Several additional studies and reports will be required before the plan can be implemented. The list of studies includes, but is not limited to, an ethnographic study, historic structure reports for Mont Sec homes and the Endicott-era batteries, and historic fur-

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nishings plans to guide placement of furnishings in historic structures. Of value for future study would be a contextual research study of all New York City fortifications.

NPS OPERATIONS AND ADMINISTRATION

Leasing

Currently, the National Park Service has authority to lease historic structures to others through the Park Service's historic leasing program. A bill has been introduced in Congress that would authorize the Park Service to lease nonhistoric structures to tenants and retain revenues generated from leasing within the park unit. Should this bill become law, nonhistoric structures at Fort Wadsworth will be leased for compatible and appropriate uses. Site managers will develop a leasing management plan that establishes appropriate criteria and suitable uses. The unit superintendent will manage the lease program.

Offices/Museum Collection

Except for the installation of an access ramp, the exterior of the infantry battalion barracks (building 210) will generally retain its current appearance after rehabilitation. The interior has been significantly altered during its history and will be totally redesigned for administrative use. Some functions of Gateway National Recreation Area and Staten Island Unit administration will be moved to portions of building 210. Space will also be used in this building for storing Gateway's museum collection and collections management and curatorial staff offices; NPS training courses; conferences and meetings, including both NPS and community based; natural resource laboratories and offices; offices for the Interpretation and Community Outreach and Planning and Professional Services Divisions; offices for staff working in the areas of cultural resources and natural resources; a library; park archives; and other

NPS offices. Space may be available to others on a reimbursable basis. The remainder of the building not rehabilitated as part of the initial actions (half of the second floor and all of the third floor) will be rehabilitated for the above uses.

Housing

Homes on Mont Sec Avenue not used for interpretation, lodging, a restaurant, or other visitor uses will be used to house permanent military/NPS employees. New Mexico Court structures and buildings 118 and 119 will also be used as permanent staff housing for NPS employees. The playground (tot lot) near New Mexico Court will be restored for residents' use. The National Park Service will work with the Coast Guard to accommodate housing for NPS seasonal employees in the bachelors' enlisted quarters.

Removal of Nonhistoric Structures

To reduce annual operating costs, several nonhistoric structures that are not easily adapted for other purposes and that are in fair to poor condition will be removed. These structures include, but are not limited to, buildings 354 (the police station), 355 (ammo storage), and 435A and 435B (housing). Before their removal, the Park Service will develop a plan for the site that will include recommendations regarding the restoration of the landscape in these areas.

Maintenance Facilities

Maintenance operations will be in the Seabee complex (buildings 301, 302, 303, 304, and 310). Recent siding materials will be removed, and the original brick exterior will be repaired so that the buildings will recover much of their historic appearance. The interiors will be modified as necessary to facilitate NPS use. Building 305 will be rehabilitated for use as offices for NPS maintenance staff. Under a permit from the

Park Service, the Coast Guard will use building 306 for housing Coast Guard maintenance activities. Most of the stable (building 309) will be renovated for use by U.S. Park Police horses and for kennels.

Collections

The current museum collection at Fort Wadsworth is composed mainly of archeological objects that do not lend themselves to display or interpretation. In addition, the site owns only a few objects relating to coastal defense, including the last flag flown over the fort as an active military base. An aggressive collection policy will be established to locate and obtain fort-related objects for interpretive purposes.

Staffing

To operate the site, the National Park Service intends to employ about 91 permanent employees and seasonal employees equal to about 44 full-time employees. This number includes law enforcement personnel, maintenance workers, interpretive rangers, and historic preservation specialists.

NPS Employee Access

Site managers will negotiate with the TriBorough Bridge and Tunnel Authority to allow toll-free bridge access to site employees. This could be accomplished by using existing access ramps from the Verrazano-Narrows Bridge into a secured parking lot.

Utilities

Additional water or sewer connections and a sewage lift station, beyond those covered in the "Initial Actions" section, are anticipated under this alternative. This new utility line (from Fort Tompkins to Battery Weed) will be buried to allow for a more accurate historic landscape.

CLEANUP OF HAZARDOUS SUBSTANCES, POLLUTANTS, AND CONTAMINANTS

Coordination of the removal and/or abatement of hazardous substances, predominately asbestos and contaminated soils, will have been accomplished primarily by the U.S. Navy. If any hazardous substances are found in the future, they will be addressed as per legal and NPS requirements.

COSTS AND IMPLEMENTATION STRATEGY

The following costs will be incurred to implement the plan. The total annual operating budget for the site will be \$5.7 million, which includes operation of a shuttle during peak visitation. It is likely that a fee schedule will be developed to accommodate concessions and special programs and activities that are not part of the core mission of the site.

THE PLAN

TABLE 1. COSTS FOR IMPLEMENTING THE PLAN

	Construction Costs ^a	Project Planning Costs ^b	Total Project Costs
Fort Tompkins			
lead paint abatement	\$363,000	\$45,000	\$408,000
exhibit/film room	512,000	64,000	576,000
exhibits and installation			2,116,000
restoration of parade ground	315,000	39,000	364,000
historic furnishings report			37,000
Battery Weed			
extend infrastructure	200,000	25,000	225,000
gatehouse restoration	97,000	12,000	109,000
roofs	123,000	15,000	138,000
exhibits			448,000
historic furnishings report			37,000
Audiovisual presentation	180,000	18,000	198,000
Reproduction Rodmans (exhibit)			300,000
Dock/seawall improvements ^c	4,114,000	510,000	4,624,000
Batteries stabilization	1,089,000	135,000	1,224,000
Historic structure report (Battery Catlin)			30,000
Mont Sec housing			
windows	212,000	26,000	238,000
accessibility improvements	393,000	49,000	442,000
renovate exterior of 111-114	290,000	36,000	326,000
renovate one building for exhibits	303,000	38,000	341,000
exhibits			604,000
historic furnishings report			37,000
historic structure report for 111-114			30,000
Building 109 conversion, includes parking lot conversion ^d	666,000	83,000	749,000
Torpedo building			
reroof	73,000	9,000	82,000
install toilets	145,000	18,000	163,000
preservation/rehabilitation	303,000	38,000	341,000
Building 352 conversion ^d (includes lift to second floor)	115,000	14,000	129,000
Building 309 (stable) exhibit	79,000	10,000	89,000
exhibit			6,000
Demolition, including restoration plan, reseeding			
354/355	182,000	23,000	205,000
435A and B	103,000	13,000	116,000
Complete graffiti removal	35,000	7,000	42,000
Pavement removal at Range Road, replace with gravel	182,000	23,000	205,000
Building 210 rehab completion	2,133,000	426,000	2,559,000
Parking	173,000	21,000	194,000
Trail to different batteries	68,000	8,000	76,000
301/305 rehab	131,000	16,000	147,000
Purchase of three shuttle vehicles			350,000
TOTAL COSTS			\$13,681,000
Total site annual operating budget			\$5,700,000

- a. Includes contingency and project management costs (net x 1.21, includes title 3 costs).
- b. Includes advance and project planning costs (15% of net, includes title 1 & 2 costs).
- c. To be provided through transportation grants (not included in total).
- d. May involve concessioner/funding participation for improvements.

ALTERNATIVES CONSIDERED BUT REJECTED

During the Fort Wadsworth planning process, three other alternative concepts were considered but rejected as nonviable options for the following reasons.

ALTERNATIVE 2 — A PROTECTED CULTURAL RESOURCE (CONTINUATION OF EXISTING TRENDS)

This alternative, which was presented in the *Draft Site Management Plan / Environmental Assessment*, represented a continuation of existing trends after completion of the initial actions. No additional actions would have been proposed under this alternative except the restoration of the seawall and the preservation of the dock and other actions necessary to preserve historic structures. This alternative reflected a condition of economic uncertainty. A brief summary of this alternative and impacts is presented below; see the draft plan for more detailed information.

Under alternative 2, interpretive tours and other programs about the site's human and natural history would have been provided. Visitors would have found educational opportunities at Fort Wadsworth. The fort's contributions to the defense of New York Harbor and adjacent coasts would have been interpreted at the visitor center in building 120 where visitors would also have obtained information about the fort, its significance, and its major themes. There would have been no ferry access to the site or shuttle system within the site under this alternative. Automobile access would have been limited to the visitor center, except for the disabled who would have parked near the Fort Tompkins overlook and Battery Weed. Access via mass transit would have been encouraged by providing information regarding bus routes.

Educational exhibits would have been only in the visitor center, and existing outdoor wayside exhibits would have been retained.

There would have been no comprehensive museum. Except for Battery Weed and Fort Tompkins, no other fortifications would have been open to visitors. Opportunities for additional exploration, other than Fort Tompkins and Battery Weed, would have been severely limited.

Mont Sec Avenue homes would have remained in their current use (for military and NPS housing).

Buildings 109 (officers' club), 140 (the rod and gun club), 339 (the small arms range/hangar), 352 (the carriage house), 354 (the police station), 355 (ammo storage), 404 (the west entrance gatehouse), and 406 (the gatehouse) would have been preserved and remained closed. All other historic structures would have continued to be preserved.

Recreational activities — provided after the completion of the initial actions — would have included walking, birding, bicycle riding, kite flying, and other unstructured activities.

This alternative was rejected because it embraces educational and interpretive opportunities at Fort Wadsworth to a minimal degree. The majority of those who responded during the public involvement period found alternative 1, the plan presented in this final document, to be preferable to alternative 2.

ALTERNATIVE 3 — FORT WADSWORTH AS AN ACTIVE RECREATION SITE

The opportunities for active recreation at Fort Wadsworth were examined within the context of the site's purposes, significant historic resources, and the suitability of increasing recreational opportunities and the accompanying impacts on the resources. Providing for more active recreation at the fort was also considered in the context of the

ALTERNATIVES CONSIDERED BUT REJECTED

recreational facilities and opportunities available elsewhere in the Staten Island Unit and at other units of Gateway National Recreation Area. Potential activities and support facilities examined included ballfield sports, swimming, fishing, musical and theatrical performances, horseback riding and stables, community gardens, and formal picnic areas.

The use of Fort Wadsworth for active recreation would be incompatible with the purpose of preserving and interpreting the fort's significant historic and cultural resources. Few recreational facilities exist, and there are no suitable locations for additional development of facilities or for parking areas. Open unstructured space is scarce — the site is dense with historic military architecture, administrative support buildings, and housing. Where space is arguably present, its proximity to structures makes active recreational use problematic and impractical. Swimming is not appropriate due to dangerous currents.

Under the approved plan, parking for people who fish will be accommodated on a permit basis where it does not impact the historic resources. Also, the existing ballfield will continue to be used as such but will be managed for Fort Wadsworth residents by the U.S. Coast Guard. Unstructured recreational activities that currently exist will be allowed to continue, and facilities will be improved as described in the plan. For many years, the staging and start of the New York Marathon has occurred at Fort Wadsworth — and this will continue under the plan and would have continued under alternatives 2 and 3. Furthermore, Gateway National Recreation Area and the Staten Island Unit provide a wide diversity of recreational opportunities — far greater than what could be supported at Fort Wadsworth.

ALTERNATIVE 4 — FORT WADSWORTH AS A NATURAL HISTORY SITE

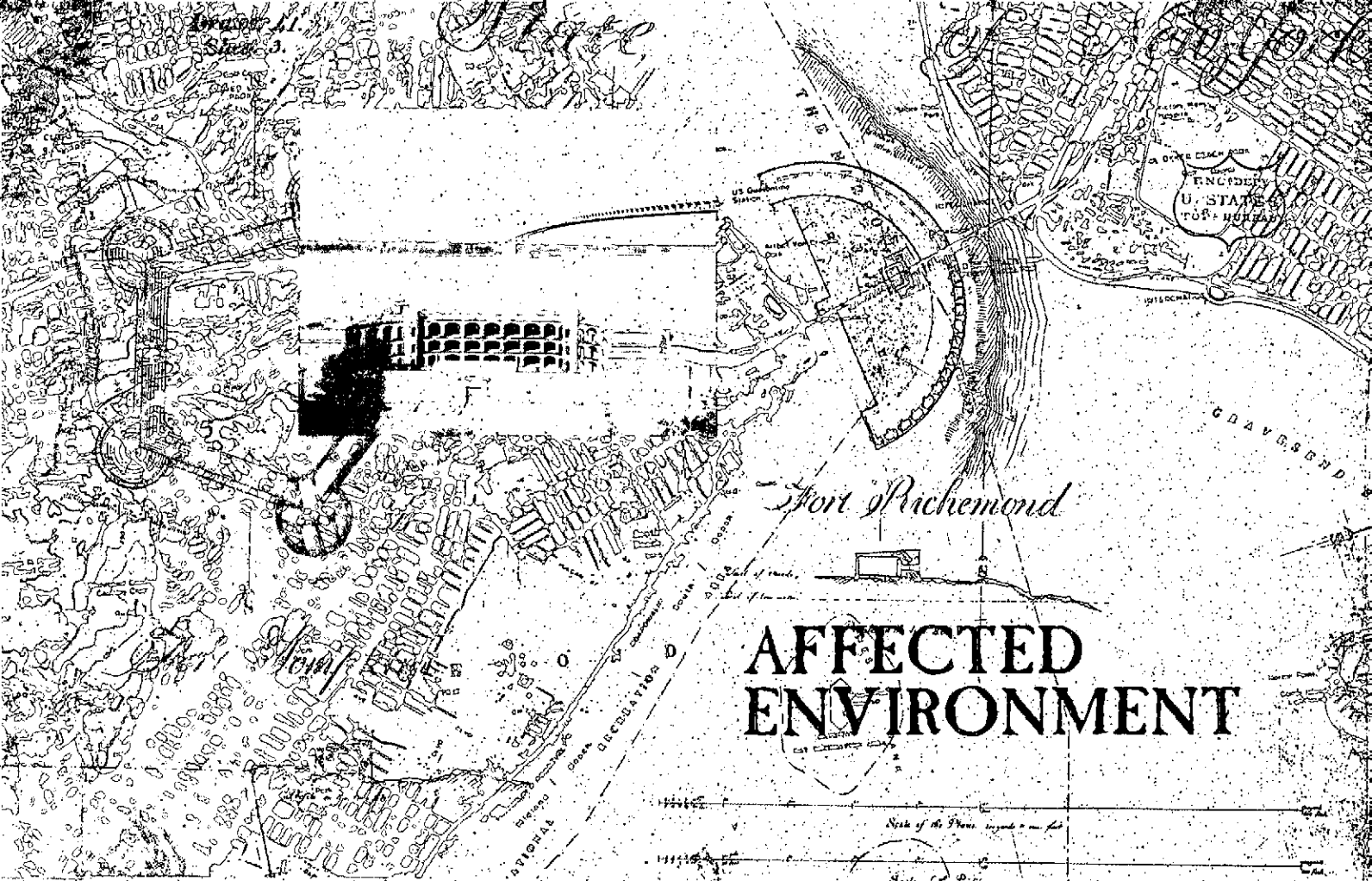
The natural resources of Fort Wadsworth have been profoundly impacted by nearly two centuries of human development, including a marked growth in the built environment during the late 1980s.

Research has uncovered no significant floral or faunal populations. Many of the natural features of the site that survived military activities were forever altered by the construction of the Verrazano-Narrows Bridge and access roadways.

The geological story is integral to understanding the military significance of Fort Wadsworth and will be interpreted in the plan's educational exhibits and programs — in particular at the visitor center and at various locations where the military importance of the physical features is clear (such as the steep slope below Fort Tompkins). Other sites within Gateway National Recreation Area and the Staten Island Unit, particularly Great Kills Park, provide substantially better opportunities to communicate the important natural history themes of Gateway National Recreation Area and the natural resource preservation mission of the National Park Service:

USE OF THE MONT SEC AVENUE HOMES

In both alternatives 3 and 4 above, consideration was given to using Mount Sec homes for office space, but this idea was rejected because of the lack of space for parking and the desire to preserve the residential character of the neighborhood.



This section describes the environment that would be affected by implementing the plan as described above.

CULTURAL FEATURES

Historic Structures

The historic resources at Fort Wadsworth are associated with the defense of New York Harbor. Fort Wadsworth itself (the site) was an integral part of a series of harbor fortifications that protected the country's most important port for more than 200 years. No longer necessary to the defense of the harbor or the country, Fort Wadsworth was turned over to the U.S. Navy in 1987, and its historic resources are expected to be turned over to the National Park Service for interpretation and preservation. (See appendix B for a complete list of structures on Fort Wadsworth.) The following is a description of major historic structures.

Fort Tompkins (Building 137). The extant Fort Tompkins is constructed on the same site as an earlier fortification built by the state of New York. It was begun in 1859 and completed in 1876. The five-sided structure has one side that faces the channel. The granite walls surround a parade ground. A counterscarp wall was constructed on the landward sides of the fort, but the south wall no longer remains, having been shortened by the construction of Battery Duane.

Battery Weed (Building 151). The earliest structure remaining in its entirety at the fort is Battery Weed, begun in 1847 and completed between 1861 and 1864. The structure, a half-hexagon shape with a central parade ground, was constructed of ashlar granite blocks. It has three tiers of casemates and a fourth barbette tier, each with gun emplacements. Circular granite staircases — of astonishingly perfect spirals — provide access between tiers. The battery juts out into the water. In the center of the landside

(west) wall is a two-story guardhouse and large door through which the battery is entered. A moat originally surrounded the battery, but it has been filled in. Circa 1902 a lighthouse and signal station were constructed on the barbette tier of the northeast bastion. Construction was completed in 1903.

Seawall and Dock. The seawall and dock are at the water's edge just north of Battery Weed. The L-shaped dock juts out into the water. The seawall, which is in poor condition, follows the perimeter of Battery Weed. The seawall functioned as the exterior side of the moat that once surrounded the battery. Both the dock and seawall are constructed of granite blocks similar in appearance to those of Battery Weed.

Endicott Batteries (buildings 133 Battery Duane; 155 Battery Catlin; 315 Battery Upton; 316 Battery Bacon; 316A Battery Turnbull; 316B Battery Barbour; 317 Battery Hudson; 318 Battery Mills; 319 Battery Dix; 321 Battery Barry; 421 Battery Richmond; and 422 Battery Ayers) and 320 Command Post. These batteries and a command post represent the Fourth System of American military defense. Made of concrete, brick, granite, and extensive earthen construction, these structures were a response to the failure of the Third System to defend against the newly developed rifled, brick- and stone-penetrating artillery. Visually, they have nothing in common with the batteries and forts they replaced. Many of these batteries featured breech-loading, disappearing guns that were designed to protect the defenders and that (when compared to the Third System) "could fire projectiles that, caliber for caliber, were four times as heavy to effective ranges two to three times as great; and they could do so with remarkably increased armor-penetration ability and accuracy" (Lewis 1993, p. 76). The batteries varied in the number of guns mounted, types of materials used, and length of service.

Mont Sec Avenue (Officers' Row) (Buildings 101, 102, 103, 106, 107, 110-115 officers' housing; 104, 105, 116, 117 garages). Mont Sec Avenue was the officers' housing for the fort beginning in the 1870s and continues to the present day. There are 10 duplexes and one single-family residence. Four of the duplexes (111-114, built ca. 1890) are Italianate in style, asbestos shingle over the original clapboard, and 2½ stories. Building 103 (ca. 1870s), a duplex that was originally clapboard but is now faced with brick with a mansard roof, was originally the captain's and surgeon's quarters. Buildings 101, 102, 106, 107, 110 (all duplexes), and 115 are brick structures that were constructed by the Works Progress Administration in the 1930s. Located behind the houses, the garages serve multiple structures. The avenue is a scene of continuity and visual uniformity, with mostly brick structures and equal, repeated setbacks on both sides of the street.

Building 109 (Officers' Club). Originally constructed between 1871 and 1882, the former officers' club and later site headquarters was demolished and replaced in 1938. Today it is a 1½-story structure with a large columned porch area facing south. It is currently the naval caretaker's office.

Building 147 (Torpedo Storage Building). This building is a long, rectangular, two-story structure with a gabled roof. The first story is of rusticated granite, the second is brick. It has metal windows and doors and a corrugated roof and window shutters. It was built into the hillside above Battery Weed and served as storage for the "torpedoes" or mines that were used to protect the harbor. The building was gutted by fire sometime in the last two decades.

Building 210 (Infantry Battalion Barracks). Building 210 was constructed in 1929 as a three-story barracks with four main entrances and simple Art Deco detailing along the facade. It is a long, thin structure, approximately 400-feet long and 40 feet deep. Enclosed porches were tucked in the

rear elevations between the two end U-shaped spans of building ells. Sometime after 1960 the barracks was converted to office use and the windows were replaced.

Building 352 ("Carriage House"). The carriage house is a two-story building with a rectangular plan and gabled roof. It has red vinyl siding with red and dark brown trim. Multigray-tone asphalt shingles cover the roof. Windows are one-over-one aluminum sash. It appears to have been an enlisted men's club built over the site of an earlier stable that was constructed on the site in 1921.

Seabee Complex (Buildings 301, 302, 303/304, 305, 309, 310). Six buildings comprise the Seabee complex, and most date from the late 1930s WPA era (building 305 dates to 1900). The complex provided a support function for the fort, serving as garages, motor pools, a motor dispatch, storage facilities, a stable, and associated offices. It appears to have been built as a planned complex. The exteriors of each building retain their core massing although siding materials and fenestration patterns have been altered.

Gatehouse (Building 406). This structure was constructed sometime before 1895 and before military incorporation into the fort. It is a two-story building with a cruciform plan and hipped roofs with shallow inclines. Two of the spaces between arms have been filled in with one-story enclosed rooms. The foundation is of brick and sandstone, and the elevations have been covered with blue vinyl siding. Two ceramic chimney pots are set on a central chimney stack.

Gatehouse (Building 404). The west entrance gatehouse was constructed in 1939. The building is no longer used as a gatehouse.

Other Buildings. The rod and gun club (building 140) is pre-1940s and is in a state of deterioration. The small arms range/hangar (building 339) dates to 1939 and was used as a seaplane hangar.

Cultural Landscape

The 226-acre Fort Wadsworth represents a cultural landscape that is diverse and complex. Owing to its distinct pattern of more than two centuries of military development, the character and appearance of Fort Wadsworth varies widely from area to area within the base.

In the northeast portion of the site, the Fort Tompkins and Battery Weed area represent the historic core of Fort Wadsworth. The massive, cut-stone Battery Weed protrudes out into the Narrows, looming over the water. Behind it the land rises sharply up a bank. At the top of the bank Fort Tompkins sits on a knoll reaching elevations of 150 feet above sea level.

Along Mont Sec Avenue there are eleven, 2- to 2½-story brick facade and board-and-batten structures that were used for officers' housing. Lined on both sides by these structures, generous sidewalks, graceful London plane trees and decorative light standards, Mont Sec Avenue has the character of an attractive residential neighborhood. Building 109, at the end of Mont Sec Avenue, was an officers' club and has scenic views of the harbor.

New York Avenue, which bisects the northern half of the site from north to south, has served as the main street of Fort Wadsworth since the turn of the century. Historically, the appearance of New York Avenue was a fairly dense streetscape of one- to three-story structures, including a hospital, barracks, and single-family residences. With the development of the U.S. Navy homeport, the historic hospital along New York Avenue was demolished and replaced with a modern structure. Specifically, the scale of New York Avenue north of the bridge was changed through the construction of the three-story building 120 and its large parking area along the east side of New York Avenue. To the west of New York Avenue and north of the bridge lies the former parade ground, now partially occupied by a quadrangle of four-

story buildings built in the early 1990s and known as the BEQ (bachelor's enlisted quarters) complex (see Development 1987-1994 map in the draft plan). At the same time as the bridge construction, the gym, theater, post exchange, and chapel were constructed.

Just south of the bridge, New York Avenue turns west (the former Richmond Avenue) and is lined by a variety of utilitarian structures relating to the daily operation of the base. From this part of New York Avenue to the south, the land slopes sharply down to a sand beach that lines the southern shore. During the late 1980s this area was cleared for the construction of 32 three-story multiunit residential buildings.

Vegetative growth was controlled through World War II to retain critical military sight lines. The dramatic views of New York Harbor, which brought visitors to the base in the 19th century, remain an important feature at Fort Wadsworth, as does the varied and steep topography. A dominant feature of the local landscape is the span of the Verrazano-Narrows suspension bridge which passes directly over the center of the site.

In summary, character defining features of the cultural landscape at Fort Wadsworth include

- the approximately 1/3 of the buildings at the post that pre-date World War II
- the historic boundary
- the circulation system, including entrances on New York Avenue and Richmond Avenue
- the open, parklike feeling throughout much of the base, including older trees, both native and planted
- the varied, and at times dramatic topography throughout the base
- the dramatic views of New York Harbor from several points within the military base

Archeological Resources

A systematic archeological inventory of Fort Wadsworth has not been undertaken. However, based on limited archeological testing completed by the U.S. Navy in support of the environmental impact statement for the homeport and archeological work undertaken in the area surrounding Fort Wadsworth, there is a reasonably high likelihood of prehistoric and pre-Fort Wadsworth era archeological resources remaining on fort grounds. There is a high probability of finding resources with military significance. This is born out by recent archeological testing at the site of old Fort Morton.

The earliest prehistoric resources found on Staten Island are from the Archaic period (ca. 6000 to 1000 B.C.). No major Archaic period sites have been identified in the immediate Fort Wadsworth vicinity, although some Archaic cultural materials have been recovered from the later Woodland period (1000 B.C. to A.D. 1600) contexts. Woodland sites, the most common archeological sites on Staten Island, have been identified near Fort Wadsworth — near Arrochar Station and at the Walton-Stillwell House just west of the fort.

Pockets of prehistoric cultural strata and materials, notably in the southwestern section of the reservation, have been identified on the fort grounds. Such resources are anticipated elsewhere on the property, especially on minimally disturbed, flat terrain within about 1,000 feet of the southeast shoreline.

There is no clear evidence of 17th-century Dutch-American settlement within the fort limits, but there is a possibility that one — or possibly two — such farmsteads were established on the Doddman/Kingdom, Hedger/Walton, and Walton land parcels that are now part of the fort. One later colonial farmstead, in the hands of the Van Deventer family in the mid- to late-18th century, was apparently focused in the

southwest part of the fort and may coincide with the earlier Doddman/Kingdom or other properties. Remains of a series of signaling beacons, reportedly installed in the mid-1750s, may also survive.

Limited archeological traces of the fort, shoreline batteries, more beacons, a possible redoubt, and other installations established by the British between 1779 and 1783 may survive. The integrity of such resources is likely to have been compromised by later military construction, but their total removal is unlikely. No substantive new construction was conducted on Staten Island as part of the American First System seacoast fortification program, and military archeological data from this period are unlikely to be identifiable. Second System evidence, however, may survive in the form of buried remains of the fortifications of the first Forts Richmond, Tompkins, Hudson, Morton, and Smith, and other related support structures — all of which emerged through a building program that extended from 1807 to at least 1817.

Later redevelopment of the site has resulted in the reconstruction or removal of these features (for instance with the creation of Battery Weed on the site of Fort Richmond), but subsurface remains are still likely to be found. Portions of the Civil War North Cliff and South Cliff Batteries have been incorporated into later Endicott fortifications. These Endicott batteries are substantially intact, and some reflect World War II era modifications.

Numerous 19th century residential properties were formerly in the southwestern and western sections of the present-day fort that were acquired by the U.S. Army during later expansions of the reservation. Although some of these have been entirely removed, at least one site from this period remains.

Museum Collections

The Gateway National Recreation Area museum collection, which is being moved to building 210 of the Fort Wadsworth site under the initial actions, is comprised of artifacts from all three units of Gateway — Jamaica Bay/Breezy Point, Staten Island, and Sandy Hook. The objects in the collection primarily relate to the military aspects of the Gateway units. Among these items are archeological and natural resource items, architectural drawings, architectural fragments, archives, furniture, firearms, insignia, magazines, maps, medals, newspapers, Nike missiles, personal adornment, photographs, posters, projectiles, and uniforms.

Although most of these items did not originate at Fort Wadsworth, most of the military items relate to coastal defense, which was the primary mission of Fort Wadsworth. The items that originated at Fort Wadsworth include a 40,000-piece archeological collection, some signs, metal tracks, architectural drawings, and archives.

NATURAL FEATURES

Vegetation

Most of the site is covered by landscaped areas — buildings, roads, parking areas, and other impervious surfaces — with a small amount of natural area (such as fields, forest lands, wetlands, and tallgrass areas).

Developed Areas. The lawns are primarily Kentucky bluegrass, and foundation and landscape plantings consist primarily of yews, azaleas, short barberry, and junipers. Tree species are predominantly red oak, pin oak, Norway spruce, and sycamore. The overall condition of the lawns, landscaping materials, and trees are good. Many of the foundation plantings have outgrown their locations, some of the lawn areas are rough, and many tree roots are exposed. Many of the parking areas are unshaded.

Natural Areas. There are 3 acres of coastal tallgrass vegetation and 5 acres of coastline, beach, coastal marsh, and wetlands. Most of the trees and understory occupy the steep slopes facing the bay and around the forts and batteries. Much of this vegetation either obscures the lines of sight that were important from a military perspective or covers the historic batteries. The tree species are primarily red and white oak, sycamore, black locust, hickory, box elder maple, and black cherry. The understory vegetation consists mostly of blackberry, shrub and vine honeysuckle, greenbrier, wild grape, tree-of-heaven, wormwood, and sumac. There is also a small area adjacent to the beach in the southwest corner of the property that consists of black locust and sassafras, with some understory consisting of the same general types of vegetation found on the slopes and around the batteries. The general condition of this vegetation is poor, consisting of few straight trees and a dense tangle of brush and vines. A number of isolated mature trees provide shade for visitors.

The tallgrass area inland from the sand beach is dominated by American beachgrass and seaside goldenrod. The bay side grasses consist mainly of salt meadow cordgrass, coastal panicgrass, cocklebur, and a number of annuals. Landward of the herbaceous vegetation, trees such as cherry and locust are invading.

The only native stand of trees is in the northwest corner of the site and includes native oaks and wild azaleas.

Wildlife Habitat

Although no formal fauna inventory has been conducted by the Park Service, such an inventory was undertaken by the Soil Conservation Service (for the U.S. Navy) in the *Natural Resources Management Plan* (1992). Based on that plan and field observations by NPS staff, a variety of species were found on the site.

Songbirds are the dominant wildlife on Fort Wadsworth, inhabiting the tree and shrub habitat. Gray squirrels, raccoons, woodchucks, cottontail rabbits, striped skunks, and a few ring-necked pheasants also inhabit the grassy areas adjacent to the beach. In addition, the grassland areas and wetlands contain several species of shorebirds and ducks, including the spotted sandpiper, great blue heron, and mallard ducks. Fort Wadsworth lies along the Atlantic Coastal Flyway for bird migrations.

Threatened and Endangered Species

The peregrine falcon nests on the Verrazano-Narrows Bridge, which bisects the site. The peregrine falcon is on the federal and state of New York list of endangered species. Other than occasional transient individuals, there are no other endangered species in the vicinity of Fort Wadsworth (see appendix F in the draft plan).

The short-nosed sturgeon is listed as endangered by the National Marine Fisheries Service and is known to exist in the Hudson River Basin, which ends in New York Harbor.

Agricultural Lands/Soils

Because of the previous disturbance of most of the soils onsite, it is only possible to describe the soils to a general grouping level. The dominant soils characteristics include deep, well, and moderately well-drained medium-textured soils. These soils are generally forming in reddish fill that is dominantly loam or silt loam. In some places the fill overlies sandy loam or loamy sand deposits at depths greater than 3 feet. Most of the site is moderately well-drained, and the permeability rate is moderate to moderately slow. The clay content ranges from 12%–30%.

Historically, there was some agricultural use on Fort Wadsworth, but any vestiges of such

uses have long since disappeared during two centuries of military use.

Wetlands, Floodplains, and Water Quality

There are no streams, lakes, or ponds on Fort Wadsworth. Wetlands are along the confluence of the uplands and the Narrows and Lower Bay. Some wet spots show on existing soils maps, but they are essentially poorly drained and would not be considered hydric soils. Although there is groundwater below the property, it is not used in any way. Drinking water is obtained from the New York City Water Authority.

The only flooding to occur on the site is from tidal action. The highest tide ever recorded by the National Oceanographic and Atmospheric Administration's Datum Plane Section personnel occurred in 1960 when the ocean reached a level of 8.5 feet above mean sea level, which is represented as a contour line on the U.S. Geological Survey topographic maps.

The coastal wetlands along the east property line are of poor quality because there are sand and cobbles rather than plants. These palustrine emergent wetlands are also poor quality because their small size limits functioning. The areas immediately upland of the beach are intermittently inundated by storm tides and contain a diversity of plants, both facultative wet and facultative upland, including American beachgrass, coastal panicgrass, seaside goldenrod, and Japanese bamboo. This vegetation and a number of shrubs protect the upper beach area from erosion.

The New York State Department of Environmental Conservation has classified the upper and lower New York bays as class I waters. This classification means that the best use of these waters is secondary contact recreation, which includes minimal water contact and improbable ingestion (accidental) of water. According to this state department classification, although coliform counts are accept-

able for swimming, the extreme currents, urban wastes that often wash ashore, and a significant accumulation of refuse and timbers that wash ashore effectively preclude use of the beach area for active recreation.

Climate and Air Quality

The climate around New York City is humid-continental, with an extended frost-free period and reduced extremes in temperature caused by ocean influences. Air quality for New York City is often in nonattainment of EPA standards for many air emissions related to mobile and stationary sources. According to the Triborough Bridge and Tunnel Authority documentation, no exceedances of one-hour or eight-hour carbon monoxide standards occur. Because the site is near a primary roadway (the Verrazano-Narrows Bridge), it is unlikely that any NPS operations will improve or exacerbate this situation.

Gateway National Recreation Area is a mandatory class II air quality area. (The designation is not an indication of how clean the air is but refers to the level of air quality protection.) The Clean Air Act mandated that all areas of the country be designated class II areas, with the exception of national parks over 5,000 acres and federal wilderness areas over 6,000 acres that are mandated to be class I areas.

Topography and Geologic Resources

Fort Wadsworth is in the Atlantic Coastal Plain physiographic province. The landforms have largely been created by glacial activity. The eastern side of Staten Island contains the remnants of the Harbor Hill terminal moraine, which dominates the site. The site's major landform is the bluff that rises from sea level to an elevation of 150 feet. Most of the batteries are on the slopes of the bluff, with Battery Weed at the toe of the slope and Fort Tompkins at the highest point. From the area around Fort Tompkins, the

land drops gradually to the west to a flat level surface that is approximately 100 feet above sea level; this flat land constitutes the remainder of the site.

The geologic history of the site shaped the development of the military's use of the area. The Narrows and adjacent high ground constitute the most significant geologic remains of the last glacial period. These types of features are not often found in such close proximity. It is the proximity of these landforms that led the military to develop a strong defense and deterrent capability, which was effective because no shot was ever fired in battle at Fort Wadsworth.

ASBESTOS, UNDERGROUND STORAGE TANKS, AND HAZARDOUS WASTE

As part of the transition from a military facility to a national recreation area, the Park Service and the U.S. Navy will address all issues related to pollution abatement and control. As part of the work covered under the transition and initial actions, asbestos abatement and control, hazardous waste cleanup, and the removal of underground storage tanks and soils will be accomplished primarily by the U.S. Navy. Problems associated with such conditions or materials will have been alleviated.

The New York State Department of Environmental Conservation is overseeing the U.S. Navy's current cleanup of hazardous substances, pollutants, and contaminants at Fort Wadsworth. The U.S. Navy's cleanup plans must conform to applicable federal and state laws and regulations and must also be approved by the Department of Environmental Conservation. The National Park Service is monitoring the U.S. Navy's cleanup of hazardous substances, pollutants, and contaminants.

THE NEIGHBORHOOD AND THE SOCIOECONOMIC ENVIRONMENT

Transportation

The main street near Fort Wadsworth is Bay Street, a two-way road that parallels the shoreline from the St. George Ferry terminal on the north to Fort Wadsworth on the south. The area south of Fort Wadsworth is connected to Bay Street by Father Capodanno Boulevard, which becomes Lilypond Avenue near the Verrazano-Narrows Bridge toll plaza. The S51 bus route runs along Bay Street through the fort, between the St. George Ferry terminal and Father Capodanno Boulevard, with stops every few blocks. At St. George, the Staten Island Ferry provides frequent services (20-30 minute intervals during daytime hours) between Staten Island and the South Ferry terminal on Manhattan. There are also numerous bus lines between different Staten Island neighborhoods and St. George, as well as frequent bus service between Fort Wadsworth (at the Bay Street/School Road intersection) via Brooklyn to downtown Manhattan.

Noise and Traffic

The predominant source of noise in the vicinity of Fort Wadsworth is related to — Lilypond Avenue, School Road, and the Verrazano-Narrows Bridge.

Morning (7-9 A.M.) and late afternoon (4-6 P.M.) weekday commuter traffic peaks occur near the fort, specifically at Bay Street near the St. George Ferry terminal and along School Road. The Verrazano-Narrows Bridge is estimated to support average weekday traffic of approximately 180,000 vehicles (1991).

Land Use

Portions of the site are to be used (after transfer) by the National Park Service as a

national park area, by the U.S. Army Reserve as a training facility, and by the U.S. Coast Guard as housing and offices. The surrounding community consists of single-family homes, apartment buildings, and condominium complexes. A number of small to moderate-sized commercial establishments are near the site.

Utilities

The site is served by existing utilities, including water, sewer, gas, and electrical lines.

Visitor/Resident Use

Past Use/Visitor Experience. As a military base operated by the U.S. Army and the U.S. Navy, visitor use has not been of primary importance in the operation of Fort Wadsworth. The base's open spaces (lawns, woodlands, and beaches) and the constructed recreational facilities (gymnasium and theater) were primarily for the use of the military personnel and their families. Public access to the fort has varied widely during its long history, often based on America's state of war or peace and the perceived military role of the fort. Guidebooks from the late 19th century tout Fort Wadsworth as "a good place to go for a summer's jaunt." Visitors were allowed to stroll the fort's paths and picnic on its bluffs, watching the ships pass through the Narrows. Scenic viewing was then, as now, one of the most important recreational activities on the fort. Other important recreational activities on the base included lawn tennis, ocean swimming, and saltwater fishing (which has frequently been recorded as outstanding).

Public educational use of Fort Wadsworth greatly increased when, in 1966, the U.S. Army created the Fort Wadsworth Museum in a portion of Fort Tompkins. Interest in this museum was demonstrated by the attendance at the opening ceremony of more than

1,500 people. The museum was open five days a week. Interpretation at the museum examined the history of Fort Wadsworth, harbor defense, historic engagements of the U.S. Army, and the Army's and the fort's role in the New York area. Military historians working for the U.S. Army provided a limited menu of educational programs to many school and organizational groups. The U.S. Army operated the museum until 1979 when most of its artifacts and displays were moved to the new Harbor Defense Museum at Fort Hamilton across the Narrows.

Beginning in late 1979, the National Park Service began operating the significantly diminished museum in Fort Tompkins in anticipation of the transfer of the base from the U.S. Army to the Park Service in October 1980. During their one-year tenure of the historic core of Fort Wadsworth during this transitional period, NPS rangers developed new interpretive programs, leading dozens of school groups and numerous other visitors through the historic fortifications. Evening campfire programs were highly attended.

With the departure of the Park Service in 1980 and the subsequent transfer of the base to the U.S. Navy, visitor access to the fort was severely curtailed. Except for the occasional historic reenactment program or the staging of large recreational events, such as the New York City Marathon, visitor access to Fort Wadsworth has remained limited.

Current Recreational Use. The beach and upland portions of the property are currently used by military personnel and their families for unstructured recreational activities, including picnicking, walking, birding, biking, kite flying, and informal athletic activities. The beach and jetty are used for shore fishing, but the jetty's outer end is in disrepair. There are tot lots throughout the housing area. One softball field is used for football and soccer. There is one tennis court, a handball court, and a picnic area.



INTRODUCTION

This final *Site Management Plan / Environmental Assessment* contains the approved plan for the management, development, and use of Fort Wadsworth. It fulfills the site's purpose as outlined in the 1972 enabling legislation for Gateway National Recreation Area and provides for resource preservation, a quality visitor experience, and safe, effective site operation. It calls for restoring cultural resources to their historic appearance and, in times of peak visitation, using costumed interpreters at select locations to bring to life the fort's vast military history.

The environmental assessment section of this final *Site Management Plan* analyzes the potential impacts on cultural and natural resources and the socioeconomic environment that will result from implementing the plan.

This document and environmental assessment have been developed in accordance with the National Environmental Policy Act of 1969 (NEPA), 42 USC 4321 et seq.; the Council on Environmental Quality's NEPA regulations, 40 CFR 1500 et seq.; the U.S. Department of the Interior's *Departmental Manual*, part 516 DM. 6, appendix 7, which contains the National Park Service's NEPA regulations; NPS-12, which contains the National Park Service's NEPA compliance guidelines; and the 1979 *Final General Management Plan / Environmental Impact Statement for the Gateway National Recreation Area* and that plan's *Interpretive Prospectus*.

IMPACTS ON VISITOR EXPERIENCE

Visitors will benefit from greatly expanded educational opportunities at Fort Wadsworth. They will be able to learn of the fort's significant contributions to the defense of New York Harbor and its adjacent coasts. All major fortifications will be preserved or

rehabilitated and interpreted to represent their most recent period of historic significance. These fortifications will be open to visitors through ranger-led tours. Comprehensive educational exhibits and programs will provide insights into the concepts and methods of coastal defense as well as open a window into the lifestyles of the fort's historic occupants and the evolution of its cultural landscape. During times of peak use, visitors will find costumed interpreters at select locations and observe reenactments of historic events and other interpretive programs.

In addition to the visitor center in building 120, major projects include a Fort Wadsworth museum in Fort Tompkins, a furnished officer's home on Mont Sec Avenue, outdoor educational exhibits, and reproduced weaponry in a number of historic fortifications.

The visitor center will provide an easily accessible central location where visitors can get information about the fort and its significance, the major themes of the fort, and opportunities for additional learning and exploration. The museum will provide a more in-depth educational experience and allow visitors to examine objects, exhibits, and other media relating to Fort Wadsworth and coastal/harbor defense.

Visitor access to the site will be improved through the establishment of a ferry service linking the fort to Manhattan and other Gateway National Recreation Area units. Access through the site will be improved by installing directional/orientation signs, developing a bicycle path, and establishing a shuttle system that will operate during times of high visitation.

New site recreational activities — dining at a restaurant in the former officers' club building (109), a bicycle and pedestrian path through the site, and public access to the beach — will offer new opportunities to site visitors and residents, some of which had been available only to military personnel and

their families. Swimming will continue to be prohibited due to dangerous currents and poor water quality. Allowing kayaks and other small watercraft to pull up on shore south of the bridge will also offer new opportunities for recreation (however, no docks or other facilities will be provided for pleasure boats).

IMPACTS ON CULTURAL RESOURCES

Effects on Historic Structures

Work proposed for historic structures falls within one of four categories: preservation, rehabilitation, restoration, or reconstruction.

- **Preservation** maintains the existing integrity and character of the structure by arresting deterioration. It includes both maintenance and stabilization.
- **Rehabilitation** improves the utility or function of a historic structure, through repair or alteration, to make possible a compatible contemporary use while preserving those portions or features that are important in defining its significance.
- **Restoration** accurately presents the form, features, and character of a historic structure as it appeared at a specific period.
- **Reconstruction** entails reproducing the form, features, and character of a nonsurviving historic structure, or any part thereof, as it appeared at a specific time and place.

Each of these treatments implies that the subject structure will survive into the future, that deterioration will be arrested, and that its significant features will remain when the work has been completed. Each of these treatments may result in the loss of historic fabric.

Fort Tompkins: The rehabilitation of Fort Tompkins to provide adequate preservation and allow visitor use and safety will result in the loss of considerable deteriorated historic fabric such as plumbing, electrical

Impacts on Threatened and Endangered Species

The only potential impacts on the peregrine falcons under this alternative will be the sounds of weapons being fired during historic reenactments. Because blanks will be used, which are no more startling than the typical vehicle backfire that the falcons hear from bridge traffic, no impacts on falcons is expected.

Activities related to the rehabilitation of the dock and the reconstruction of the seawall and associated increases in harbor traffic (due to ferry service) will not have any significant impact on the short-nosed sturgeon.

Impacts on Agricultural Lands/Soils

Developing the informal trail south of the Verrazano-Narrows Bridge and establishing a pedestrian route through the site will likely result in increased pedestrian traffic and, potentially, soil compaction on dirt spur trails. However, directing visitors to use established paths and roadways will minimize this potential impact.

Impacts on Wetlands, Floodplains, and Water Quality

Directing visitors away from environmentally sensitive wetland areas will help limit vegetation trampling.

Rehabilitating the dock and restoring the seawall will involve some disturbance to the bank and harbor floor, but this will be minimized through compliance with Army Corps of Engineers permit directives.

Allowing only passive recreation in the ecologically sensitive areas of the beach and adjacent area and providing new signs indicating an ecological reserve will help protect natural features, vegetation, and wildlife.

Impacts on Air Quality

Increased visitor use and employee activities will involve the presence of more buses and cars. However, the number of fossil-fuel-burning vehicles may decrease from military use levels. Because alternative-fuel shuttles will be used to transport visitors onsite, the effect on air quality will be minimal. Buses used to transport visitors to the site will not be allowed to idle for prolonged periods, thereby minimizing any impacts on air quality. Because the site is near a primary roadway (the Verrazano-Narrows Bridge), it is unlikely that any NPS operations will improve or exacerbate air quality.

Based on the professional judgment of NPS staff, the aggregate of direct and indirect emissions of ozone-depleting chemicals caused by all activities contemplated under the approved plan will not exceed the standard set for an area of severe nonattainment pursuant to 40 CFR section 93.153 (b)(1). As such, the emissions will be below the de minimis threshold level included in the general conformity rule for which a formal emissions analysis must be done. Both the New York State Department of Environmental Conservation and the New York City Department of Environmental Protection received copies of the *Draft Site Management Plan / Environmental Assessment*, and neither responded with comments to the effect that the proposed action would have any impact on the state implementation plan.

Impacts on Topography and Geologic Resources

Improvements to structures and landscapes under this alternative will not alter the terrain, beyond the possible removal of vegetation. Some minor grading may occur in association with historic restoration activities. There will be no impacts on geologic resources.

IMPACTS ON ASBESTOS, UNDERGROUND STORAGE TANKS, AND HAZARDOUS WASTE

As part of the transition from a military facility to a national recreation area, the Park Service and the U.S. Navy will continue to address all issues related to hazardous materials abatement. As yet unidentified problem areas will be cleaned up according to applicable laws and regulations.

IMPACTS ON THE NEIGHBORHOOD AND THE SOCIOECONOMIC ENVIRONMENT

Impacts on Transportation, Noise, and Traffic

By encouraging the use of alternative modes of access, with emphasis on mass transit such as ferry and bicycle, and encouraging visitor use during noncommuter peak periods (all day on weekends and midday during the weekdays), no increase in traffic is anticipated. Onsite parking for visitors and site operations is sufficient to support anticipated use.

Noise levels may increase during reenactments. During peak visitor use times, adjacent residents may be impacted by increased traffic. However, encouraging visitors to car pool, ride the bus, and take the ferry will minimize vehicle trips into and out of the site.

Because the proposed NPS use of the site is less than when the site was historically operated for military uses (by the U.S. Army or U.S. Navy), no additional noise impacts will be anticipated.

Impacts on the Community

The presence of a national park system unit will be expected to draw tourists to Fort Wadsworth. The tourists and park staff will be expected to stimulate some retail and

commercial activities in the surrounding community. In general, property values may also increase due to the existence of the park.

Concession-related activities and site activities under this alternative may provide additional jobs to area residents. The presence of tourists will likely continue to have positive impacts on local businesses.

Most of the benefits to the community will have occurred with the completion of the initial actions. The transition from a military installation to a civilian, tourist-oriented use can be expected to continue to have positive impacts on the surrounding community. Fewer infrastructure improvements will be needed than with a highly concentrated military population.

Some members of the community may be disappointed because active recreational activities, such as baseball, soccer, and volleyball, will not be increased. They may also be disappointed because community gardens will not be allowed (because of the high lead content in the soil). No effects will be associated with Coast Guard management of the ballfield or onsite resident use of the picnic area or from continuing the start of the New York City Marathon at the site.

Allowing expanded community-based cultural activities, including indoor concerts and theatrical performances, in the chapel and possibly limited outdoor concerts in the open area between the chapel and the bachelor's enlisted quarters will be beneficial for site and community residents.

Some jobs may have been created by the opening and development of the site under the initial actions, which may have been filled by area residents, consistent with Department of the Interior hiring regulations. Some additional jobs may be created by implementing the plan, which, if consistent with hiring regulations, may also be filled by area residents.

Impacts on Utilities

Additional water and sewer connections associated with restrooms in the torpedo building will not impact the site because they will be buried. This connection will have no impacts on water quality.

IMPACTS ON NPS OPERATIONS AND ADMINISTRATION

With increased staff and adequate onsite maintenance facilities and staff housing, the site should be more easily and efficiently managed. Adequate permanent staff housing will be onsite.

UNAVOIDABLE ADVERSE IMPACTS

This section outlines the primary unavoidable adverse environmental impacts that are likely to result from implementing the plan. Where possible, mitigating measures that offset these impacts to varying degrees are presented. A number of mitigating measures have been incorporated into previous sections.

Shoring the seawall will require the placement of some fill in the form of pilings, coffer dams, or other temporary support structures. The permanent placement of cobble and boulder-protected riprap will constitute filling; however, it will provide for the long-term stabilization of the foundation of Battery Weed. Any filling necessary in this work will not add to the aggregate amount of filled area.

The rehabilitation of the dock will require the removal of the free-standing timber piles but will retain the existing structural footprint. Because these timbers have been in place for a substantial length of time, it is possible that they are saturated with hazardous compounds that accumulate in the sediments of most major harbors and river deltas in highly urbanized areas. Sediments will also be disturbed, along with fish habitat. In the process of removing any contaminated materials, the Park Service will comply with the requirements of the Resource Conservation and Recovery Act and any other applicable requirements of federal, state, and local laws and regulations.



ENVIRONMENTAL COMPLIANCE

The National Park Service will comply with all applicable federal executive orders, federal, state, and local laws, regulations, and policies in implementing the plan. The laws and regulations set out in this section may or may not apply to the actions outlined in the document. To the extent such laws and regulations are applicable, the appropriate permits will be obtained and strict compliance with their terms will be maintained by the National Park Service.

COMPLIANCE WITH THE NATIONAL ENVIRONMENTAL POLICY ACT

The National Environmental Policy Act (NEPA) of 1969, as amended, does not contain specific time requirements for public review, nor do the Council on Environmental Quality NEPA regulations (found at 40 CFR 1501 et seq.) Section 3 of 516 *Departmental Manual* outlines the procedures for environmental assessments but also does not provide specific time requirements or

public review guidance. However, 516 *Departmental Manual* section 3.3 A. and B. allows for the scoping process for an environmental impact statement (as contained in 40 CFR section 1501.7) to be applied to an environmental assessment and allow for public involvement in the environmental analysis process (as contained in 40 CFR section 1506.6). The *Draft Site Management Plan / Environmental Assessment* meets NEPA and NPS informational requirements, and the Park Service has provided for public review and input as further described in the "Consultation and Coordination" section of this document.

LAWS RELATED TO CULTURAL RESOURCES

One of the National Park Service's mandates is to preserve and protect its cultural resources — through the organic act of August 25, 1916, that established the National Park Service and through specific

legislation such as the Antiquities Act of 1906, the National Environmental Policy Act, and the National Historic Preservation Act (described below). Cultural resources at Fort Wadsworth will be managed in accordance with these acts and in accordance with chapter 5 of NPS *Management Policies*, the *Cultural Resource Management Guideline* (NPS-28), the *Secretary of the Interior's Standards for the Treatment of Historic Properties*, the *Secretary of the Interior's Standards for Rehabilitation*, *Guidelines for the Rehabilitation of Historic Buildings*, the *Secretary of the Interior's Standards for Archeology and Historic Preservation*, and other relevant policy directives.

As part of its cultural resources management responsibilities, the National Park Service surveys and evaluates all cultural resources on lands under its jurisdiction. Cultural resources are evaluated by applying the criteria for the National Register of Historic Places. All cultural resources eligible for the National Register of Historic Places will be recorded and/or measured according to the highest professional standards.

In accordance with the Americans with Disabilities Act of 1990 (PL 101-336 et seq.), the Architectural Barriers Act of 1968 (42 USC 4151 et seq.), the Rehabilitation Act of 1973 (29 USC 701 et seq.), and *Uniform Federal Accessibility Standards*, all facilities and programs developed at Fort Wadsworth will be made as accessible as possible given the site's historic preservation constraints.

Section 106 of the National Historic Preservation Act of 1966 (16 USC 470), as amended, Executive Order 11593, and section 110 of the Archeological Resources Protection Act of 1979 establish the obligations of the federal government regarding activities proposed in or affecting properties on or eligible for listing on the National Register of Historic Places. Federal agencies are required to take into account the potential effects of their activities on protected resources and to allow the Advisory Council on Historic Preservation

(ACHP) and appropriate state authorities an opportunity to comment. Toward that end, the National Park Service is working with the New York state historic preservation office (SHPO) and the Advisory Council on Historic Preservation to meet the requirements of the August 1990 programmatic agreement among the National Conference of State Historic Preservation Officers, the advisory council, and the National Park Service. The programmatic agreement requires the Park Service to work closely with the state historic preservation office and the advisory council in planning new and existing areas. (See "Consultation and Coordination" section for a description of consultation regarding the fort.)

This agreement also provides for a number of programmatic exclusions for actions that are not likely to have an adverse effect on cultural resources (see table 2). These actions may be implemented without further SHPO or ACHP review, thus reducing required consultation. Actions not specifically excluded in the programmatic agreement must be reviewed by the state historic preservation office and the advisory council during the design stage and before implementation.

Internally, the National Park Service will complete a section 106 form ("Assessment of Actions Having an Effect on Cultural Resources") before implementing any proposed actions. The section 106 form documents any project effects, outlines actions proposed to mitigate such effects, and documents that the proposed action flows from the final *Site Management Plan*. Cultural resource specialists specified in NPS-28 will use the section 106 form to review and certify all proposed actions affecting cultural resources.

All ground-disturbing actions will be preceded by an archeological evaluation to determine the level of archeological investigation required before construction can begin. Should any such resources be identified, the state historic preservation office and

the National Park Service will evaluate their potential for inclusion on the National Register of Historic Places; if eligible, appropriate measures will be undertaken to preserve them. Archeological survey and testing will be carried out before, or in conjunction with, construction.

SHPO and ACHP consultation. Should the National Park Service and the state historic preservation officer so decide, other actions not meeting the programmatic exclusion definition may be determined to need no further review. Any such agreement, however, must be mutually determined and fully documented.

Table 2 lists actions that are either programmatic exclusions or that are subject to further

TABLE 2. CULTURAL RESOURCE SECTION 106 COMPLIANCE REQUIREMENTS FOR PLAN UNDERTAKINGS

	ACTIONS REQUIRING FURTHER SHPO REVIEW	ACTIONS NOT REQUIRING FURTHER REVIEW (letters refer to specific exclusions in the programmatic agreement)
THE PLAN		
Fort Tompkins	<ul style="list-style-type: none"> * Rehabilitate roof structure to halt water damage in casemates * Remove peeling lead paint from walls and ceilings of all casemates and rooms where it may pose visitor or employee safety concerns * Extend plumbing and electric service as required by future uses of the structure * Replace all broken windows within the fort and restore or replace in kind all doors * Install reproduction gun to enhance interpretation * Replace in kind wrought iron stairways, railings, and decorative ironwork throughout fort * Replace in kind rotted wooden flooring structures throughout fort * Restore roofs on several small free-standing structures within the dry moat * Rehabilitate cisterns 	
Battery Weed	<ul style="list-style-type: none"> * Restore roofs over stair towers and on two magazines * Restore exterior of guardhouse and rehabilitate interior * Restore metal Totten shutters * Restore lighthouse * Rehabilitate roof structure to halt water damage in casemates * Install reproduction guns to enhance interpretation * Install electrical system within structures for lighting and heating * Restore or replace in kind rotted wooden flooring structures throughout fort 	
Seawall and Dock	<ul style="list-style-type: none"> * Rehabilitate dock for ferry landing * Reconstruct the seawall at Battery Weed * Construct new structure at dock 	Needs further review by SHPO

ENVIRONMENTAL COMPLIANCE

	ACTIONS REQUIRING FURTHER SHPO REVIEW	ACTIONS NOT REQUIRING FURTHER REVIEW (letters refer to specific exclusions in the programmatic agreement)
Battery Catlin	<ul style="list-style-type: none"> * Rehabilitate Battery Catlin for limited visitor use 	
Batteries Duane, Upton, Barry, Barbour, Hudson, Richmond, Bacon, Mills, Ayers, Dix, Turnbull, Command Post		Preserve present appearance (exclusion a).
Mont Sec Avenue	<ul style="list-style-type: none"> * Remove shingle siding on buildings 111-114 and restore original siding * Install access ramps where necessary * Rehabilitate structure interiors to allow proposed uses * Install new street lighting 	
Building 109	<ul style="list-style-type: none"> * Rehabilitate structure interior for a restaurant * Install access ramp * Add kitchen to rear of building 	
Torpedo Building	<ul style="list-style-type: none"> * Install restroom facilities in the ground level on the south end * Install adequate plumbing and wastewater removal system * Install new roof 	
Stable (Building 309)	<ul style="list-style-type: none"> * Rehabilitate for site police horses and dogs 	
Building 352	<ul style="list-style-type: none"> * Remove nonhistoric siding and rehabilitate * Rehabilitate interior for a restaurant 	
Seabee Complex	<ul style="list-style-type: none"> * Remove nonhistoric siding and rehabilitate for site operations and maintenance use 	
Buildings 120, 210, Mont Sec Avenue		Preservation maintenance (exclusion a)
Buildings 140, 339, and 406		Preservation maintenance (exclusion a)
Range Road work	<ul style="list-style-type: none"> * Rehabilitate road 	
Grounds		Routine grounds maintenance (exclusion b)

LAWS RELATED TO NATURAL RESOURCES

The following section attempts to outline permits that may be required. Other permits that are not listed below may also be required. The Park Service will apply for and comply with all necessary permits and regulations that may be required.

Federal Laws and Executive Orders

Section 404 of the Clean Water Act (33 USC 1344) requires that any activity involving dredging or filling in U.S. waters or in a federally protected wetland must obtain a permit from the U.S. Army Corps of Engineers before beginning the activity. The Park

Service has contacted the Army Corps of Engineers to see what permits are required.

Section 401 of the Clean Water Act (33 USC 1344) is triggered by the filling of 5,000 square feet of wetlands and will require a water quality certification by the state Department of Environmental Conservation. The National Park Service will obtain this certification if the state determines that it is required. (The National Park Service needs to determine if this threshold would be reached by the dock and seawall work. If so, the review time for such a permit gives the state Department of Environmental Conservation one year in which to issue the permit. Some states have policies allowing for expedited review for reasons of public safety, recreation, and certain improvements.)

Section 10 of the Rivers and Harbors Act of 1899 (33 USC 403) requires a permit from the Army Corps of Engineers for any activity in a navigable waterway occurring below the spring high tide.

Section 103 of the Marine Protection, Research, and Sanctuaries Act of 1972 (33 USC 1413) requires a permit from the Army Corps of Engineers for transporting dredged materials and dumping them into the ocean waters.

The National Park Service will work with the Army Corps of Engineers throughout the permit process to ensure that impacts on navigable waterways are minimized and accomplished through the use of the least intrusive methods.

Executive Order 11988 ("Floodplain Management") requires that all federal agencies avoid construction within the 100-year floodplain unless no other practicable alternative exists. Construction activities on the dock and seawall, which involve providing higher quality visitor access, improving safety, and stabilizing historic structures, will occur within the 100-year floodplain.

Executive Order 11990 ("Protection of Wetlands") requires that all federal agencies avoid, wherever possible, impacts on wetlands. The National Park Service will work with the Army Corps of Engineers and the state Department of Environmental Conservation to minimize any impacts on wetlands.

Fort Wadsworth is in a mandatory class II clean air area. Under the Clean Air Act, as amended (42 USC 7401 et seq.), maximum allowable increases of sulfur dioxide, particulate matter, and nitrogen oxide beyond baseline concentrations established for class II areas cannot be exceeded. Although none are proposed, these class increments allow modest industrial activities within the vicinity of the site. During any construction or restoration activities, the National Park Service will take all practical measures to limit fugitive dust and noise. Section 118 of the Clean Air Act requires all federal facilities to comply with existing federal, state, and local air pollution control laws and regulations. The National Park Service will work with the state to ensure that all site activities meet the requirements of the federal and state air quality programs.

Section 7 of the Endangered Species Act of 1973, as amended (16 USC 1531 et seq.) requires all federal agencies to consult with the U.S. Fish and Wildlife Service (USFWS) to ensure that any action authorized, funded, or carried out by the agency does not jeopardize the continued existence of listed species or critical habitat for such species. The National Park Service has consulted with the U.S. Fish and Wildlife Service pursuant to section 7 of the Endangered Species Act and has received correspondence from that agency to the effect that the proposed initial actions would not jeopardize the habitat or the continued existence of the peregrine falcon.

The Resource Conservation and Recovery Act (42 USC 6901) and the implementing rules promulgated by the Environmental Protection Agency establish performance

ENVIRONMENTAL COMPLIANCE

standards for generators, transporters, and disposers of hazardous waste. Any such wastes generated or removed from the site will be disposed of through NPS procedures, which are compatible with the act's requirements.

Coastal Zone Management

Section 307 (C) of the Coastal Zone Management Act of 1972 as amended (16 USC 1456(C)) requires that activities within the coastal zone of a state that has an approved coastal zone management program must be certified by the secretary of the interior as being conducted in a manner consistent to the maximum extent practical with approved state coastal zone management. The consistency determination will be included in the public record upon receipt.

Full compliance will be made with the New York City Waterfront Revitalization program policies A through K and the New York State Coastal Zone Management program policies 1 through 44. Based on the NPS analysis of those policies, the implementation of either alternative will not cause a significant adverse impact on the quality or use of the coastal zone and will be consistent with the objectives of the program. The plan is compatible with protecting the coastal zone from erosion through the stabilization of existing structures in the coastal zone.

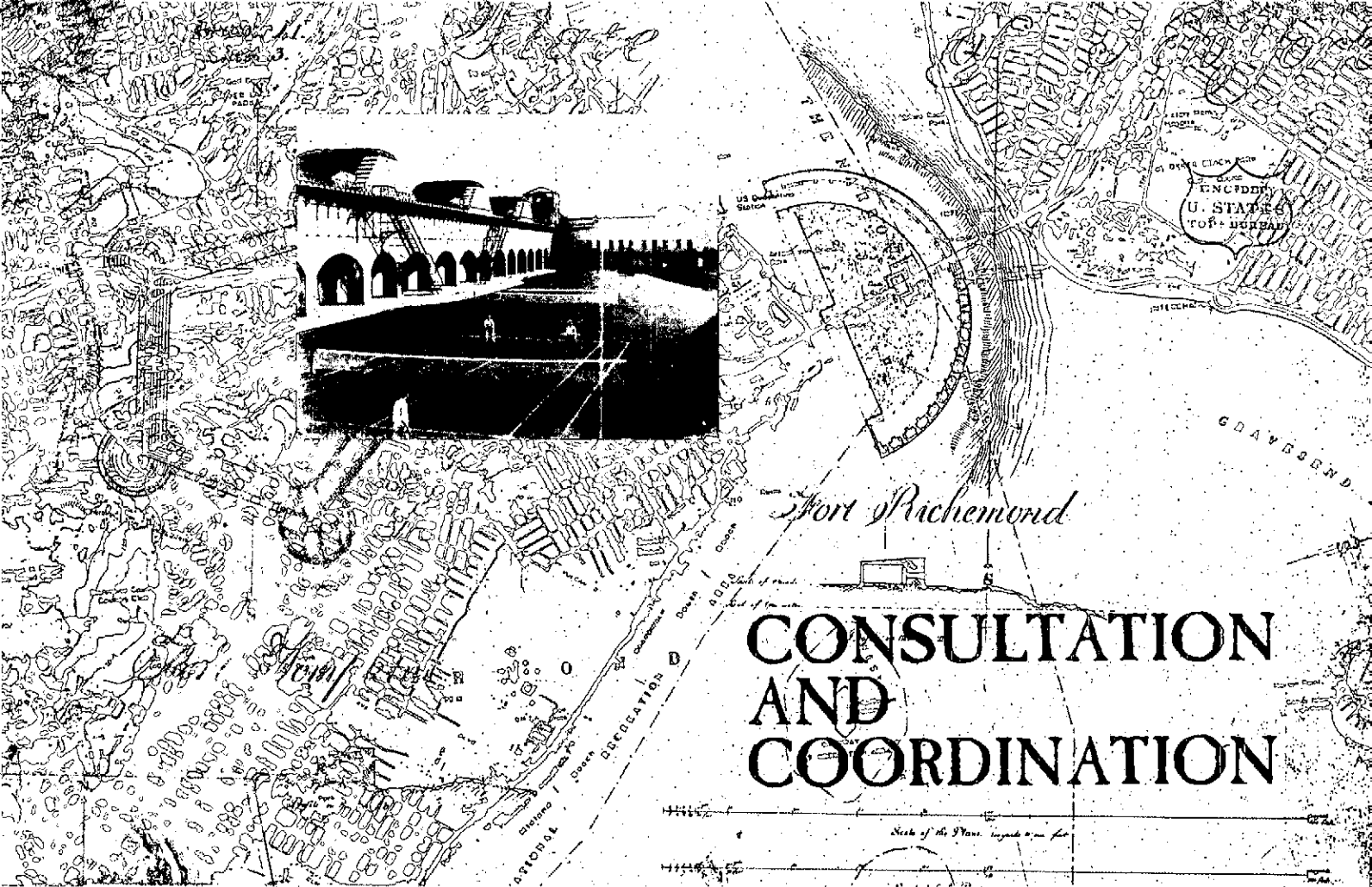
In regard to stimulating economic development along the waterfront and improving public access, the establishment of a ferry service direct to Fort Wadsworth is compatible with the program in that it will provide for an important tourist destination, will allow users to reach public shore areas adjacent to the dock and Battery Weed, and may alleviate some congestion of existing services. The Park Service will contact the state to be consistent with the coastal zone management plan and will comply with state regulations.

STATE PERMITTING REQUIREMENTS

During the design and construction permitting process, the National Park Service will contact the state's Public Information and Permitting Office, a clearinghouse for the various state offices, to determine application procedures for state water pollution control, underground storage tanks, utility siting, and other permits. Compliance will be made with all applicable requirements.

LOCAL REGULATIONS

The National Park Service will work with the Borough of Staten Island to determine how local rules and ordinances may apply to any proposed activities. Compliance will be made with all applicable requirements.



CONSULTATION AND COORDINATION

PUBLIC INVOLVEMENT

The final *Site Management Plan / Environmental Assessment* has been developed with substantial public consultation. The public involvement process began in 1993 when Gateway National Recreation Area's general superintendent met with military and community leaders and with representatives from the private sector. During 1994 the planning team held a series of meetings to solicit concerns and desires of interested citizens and community leaders regarding the management of Fort Wadsworth. In May 1994 the National Park Service invited participation of the state historic preservation office and the Advisory Council on Historic Preservation in the planning process. In June 1994 the state historic preservation officer was again invited to participate during site scoping meetings. On January 19, 1995, the site superintendent and the regional historian traveled to Albany to

discuss the site plan with the state historic preservation officer. Two representatives from that office visited the site to discuss actions in August 1994. In spring 1995 the planning team distributed an informational newsletter to over 150 residents and institutions in the greater New York City metropolitan area that described the purpose of Fort Wadsworth and how citizens could become more involved in this planning effort.

The *Draft Site Management Plan / Environmental Assessment* was made available for formal public review for 30 days, ending August 28, 1995. During this review period, the team accepted written and oral comments on the alternatives. The team has carefully reviewed all comments and incorporated them, as appropriate, in this final *Site Management Plan / Environmental Assessment*. The plan will be implemented over the next 20 years as funding and other contingencies allow.

SUMMARY OF COMMENTS AND RESPONSES ON THE DRAFT SITE MANAGEMENT PLAN / ENVIRONMENTAL ASSESSMENT

The draft document was released July 28, 1995, and the public comment period ended on August 28, 1995. About 400 copies of the draft document were distributed to agencies, organizations, and individuals. Open houses were held at Fort Wadsworth on August 11 and 12, and about 400 members of the public attended. A number of comments were made during the meetings, and a number of questionnaires were sent as follow-up during the comment period.

In addition, 16 letters were received from elected officials, agencies, organizations, and individuals. All 16 letters are responded to individually at the end of this section.

The comments overwhelmingly supported the draft plan's preferred alternative and underscored the need to preserve the historic resources and provide interpretive programs related to them as well as to the natural environment. The educational value of the fort and the need to preserve the integrity of

the cultural resources were also emphasized in the comments received.

The proposed concession operation of the bed-and-breakfast and restaurants was also well received. There was some concern about making the site too commercial. There were several comments requesting onsite camping, boating, an Elderhostel and youth hostel facilities, as well as community-based meeting rooms. Questions were also asked about possible revenue sources to support site operations and development, including suggestions regarding fees. A number of people offered to volunteer to assist the National Park Service in operating the site.

RESPONSE TO COMMENTS FROM THE OPEN HOUSE AND QUESTIONNAIRES

The following were selected from comments made (and recorded on flip charts) during the open houses held August 11 and 12, 1995, at Fort Wadsworth, and from information relayed via questionnaires made available during those meetings and submitted during the review period.

COMMENT	RESPONSE
I think we should preserve the more historical part of the fort but we should also have [dinghy] rental and maybe a restaurant where we eat and learn about the fort.	Due to dangerous currents and the potential conflict with large ships navigating the Narrows, dinghy rentals or rentals for other private or commercial pleasure craft will not be able to be supported on the site. However, kayaks and other small craft such as rowboats will be allowed to pull up on shore south of the bridge. The coastal area of the fort does not lend itself to providing dock facilities specifically for pleasure craft. Provision of private pleasure craft docking or anchorage will conflict with ferry access to the historic dock.
An impact report is needed.	An environmental assessment was performed; see pages 44-60 of the <i>Draft Site Management Plan / Environmental Assessment</i> for a description of possible effects of the alternatives.
Do <u>not</u> * use as bed & breakfast — overnight security problems.	The two entry gates will continue to be staffed to monitor access through the site — for the National Park Service as well as other landowners and tenants within the fort. In addition, the bike and pedestrian pathways that are proposed to pass through the fort will be gated and closed after dusk. This will help ensure security for visitors as well as tenants onsite.

Response to Comments from the Open House and Questionnaires

COMMENT	RESPONSE
<p>Provide continuing education classes perhaps sailboating, how cannons and old rifles work — perhaps open a rifle range. I also like the idea of costumed interpreters. I hope there would be many interactive exhibits and activities. There should also be outreach programs involving schools, scouting and other community groups.</p>	<p>Although Fort Wadsworth will not sponsor formal for-credit continuing education classes, site managers will make space available for educational programs that are thematically linked to the site on a special use permit basis. Outreach programs will be provided, given appropriate levels of staffing.</p>
<p>I would like an interactive setting where people and children can participate in safe activities like boating instruction, fishing skill, tennis, bicycling, repelling and have cultural tours on history in a very small section. Also camping may fit in with some of history (also golfing). Revenue can be gotten by camporees and regular educational camping 1 night or 2 night like Zoo does.</p>	<p>Onsite boating instruction would not be feasible given the limited shoreline and hazardous water currents that exist adjacent to the fort. With regard to tennis, repelling, and golfing, these active recreation uses are incompatible with the historic purposes and significance of the site. In addition, no areas exist to support these types of uses. Due to the mix of land uses existing at the fort, i.e., office space for the Coast Guard, Army Reserve, and the National Park Service, residences for over 450 families, and possible adjacent neighborhood concerns, camping is not considered a compatible land use. It is also not considered compatible with the nature of the site and its significance. Camping is allowed in other parts of Gateway National Recreation Area.</p>
<p>There should be sailing lessons, biking, skating, horse back riding, horse and buggy tours, swimming, etc.</p>	<p>See notes regarding sailing above. As described in the plan, swimming would be prohibited due to dangerous currents. Equestrian use and buggy tours are infeasible onsite, due to lack of trails and facilities to support that use. Regarding in-line skating, it is acknowledged that it will occur, but there are no designated areas proposed. The Park Service will manage it as necessary to deal with user conflicts and impose reasonable limits to control it.</p>
<p>I am concerned about the proposed ferry access. It is a great idea, but I don't see this site generating enough traffic to justify it.</p>	<p>The ferry service will be operated by a concessioner to link Fort Wadsworth with other units of Gateway National Recreation Area, and possibly other parks and cultural sites. This service will only operate if it is financially feasible for the concessioner.</p>
<p>Battery Weed rooftop or courtyard could be tented and used for outdoor wedding receptions. This could be a tremendous money-maker for the Park Service. The unique setting would be booked into the next century. This could be done after hours to maximize park use.</p> <p>I'd like to see Fort (sic) Weed become a(n) amphitheater for concerts and operas.</p>	<p>It is very important that the historical integrity of the resources of Fort Wadsworth not be jeopardized by uses that interfere with the visitor's interpretive experience of the site or that result in unnecessary wear and tear on the historic fabric. To minimize disruption of the interpretation of the battery for park visitors, such events would have to be scheduled during hours when the structure is normally closed to visitation. Concerts, operas, and weddings would be infeasible at Battery Weed without costly improvements and circumstances that could adversely impact historic fabric and site integrity, including a major upgrade of electrical, lighting, safety, water, and sewer systems, most of which do not currently exist at the battery. Also, the nearest parking would be 0.25 mile away, and noise from the Verrazano-Narrows Bridge would severely affect the quality and efficacy of the experience.</p>

CONSULTATION AND COORDINATION

COMMENT	RESPONSE
<p>Let 1/2 of the ave(nue) be developed by private interests. The other 1/2 be left in a natural state. Ensure in the agreement with the "private interest" to fund any improvements to the "natural" half.</p>	<p>As proposed in the plan, the northern portion of Mont Sec Avenue will be operated privately through a concession agreement with the National Park Service. As part of that agreement, the concessioner would be responsible for some improvements (if not all) to be made to the houses to accommodate bed-and-breakfast use. This will be determined through a feasibility study process to be conducted by the National Park Service. The south side of Mont Sec Avenue would continue as primarily residential use, with the exception of one building, which will be used for interpretation, and building 115, which will be made available on a permit basis for conferences or special occasions having thematic relationship to the fort.</p>
<p>A compromise between Alt. 2 and Alt. 3. For example overnight tent camping, public boating (rental operator) for ski jets, canoes, sailboats — other waterfront activities. This may be a leased commercial venture.</p>	<p>As noted above, water-based activities such as jet skis, boat rentals, etc., would not be possible given the limited site and the conditions of the currents adjacent to the fort.</p>
<p>It would probably be more feasible if done in stages. Money is tight.</p>	<p>Funding for implementing the plan would necessarily be phased over time.</p>
<p>Elder hostels, youth hostels, centers for a small group of homeless who could be employed in businesses, etc., could help them reorganize their lives and re-enter society.</p>	<p>On the portion of land slated for NPS ownership, there are no buildings that remain that could support a youth hostel. If additional buildings are made available to the National Park Service, this concept will be reexamined. Regarding an Elderhostel, the plan has been revised to reflect that other educational opportunities may include a partner-sponsored Elderhostel, which may use spaces in building 210 or the chapel for classes. Lodging space may possibly be available at the Navy Lodge and bed-and-breakfast operations on Mont Sec Avenue. Regarding the provision of housing for the homeless, that is not within the NPS mission nor is it consistent with the purpose of the site.</p>
<p>Allow portions of the coast for earth science lab experiments. This project would involve the Urban Park Rangers and N.Y.C. high school science students. Studies could be formulated in oceanography, erosion and deposition, soil and sand studies, coastal preparation for the unexpected, and studies concerning the marine habitat of Staten Island. All studies could relate to pollution and the quality of marine life.</p>	<p>The proposed uses are consistent with the intent of locating parkwide natural resource staff and laboratories onsite in building 210. These and other elements would be included in interpretive and educational programming, as detailed in the interpretive themes identified in this document (pp. 8-9).</p>
<p>Go for the greatest utilization possible — something for everyone. The need is immense in urban area plus you are the only agency that knows how to run something like this.</p>	<p>The entire site known as Fort Wadsworth is proposed for listing on the National Register of Historic Places for its historical significance; currently, two structures are on the national register — Battery Weed and Fort Tompkins. The National Park Service was entrusted with the fort because of this significance. With limited resources, it is important that the National Park Service focus its activities and funding on the interpretation and preservation of the fort's cultural and natural resources.</p>

Response to Comments from the Open House and Questionnaires

COMMENT	RESPONSE
The housing should be rented if other government agencies can't use it.	All the housing at Fort Wadsworth will be used by government agencies, specifically the U.S. Coast Guard and the National Park Service.
Fort Tompkins would make a wonderful hotel and Staten Island needs another.	Fort Tompkins is a historic fort that is listed on the national register. Converting it to a hotel is not compatible with its historic use or significance. However, some of the housing on Mont Sec Avenue will be converted to bed-and-breakfast style accommodations to address overnight lodging needs.
I'd like to see the chapel remain a religious center and place of worship for all denominations.	Religious services will be considered community-based cultural events, consistent with the proposed uses for the chapel indicated on p. 22 of the final plan.
Provide public transportation from Staten Island Ferry Terminal with a few stops on Staten Island to attract off-islanders and islanders to the fort.	Bus service is available to the fort from the Staten Island ferry terminal. Site managers will provide directional signs in key locations — such as the ferry terminal and bus stops — to help visitors navigate their way to the fort.
Could a marker be placed at the site of the Old Fort Tompkins Lighthouse of 1828?	The interpretive plan will consider all aspects of the fort, including the 1828 lighthouse, the 1873 lighthouse, and the 1903 light on Battery Weed. Markers are not considered critical to the interpretation of these structures.
Lighthouse — please fully restore and open for visitors:	As described on page 18 of the final plan, the lighthouse would be restored and available on a guided tour basis.
Collaborative — Business, education and Park Rangers to maintain Ft. Wadsworth through science labs and business mentoring programs.	The National Park Service has little experience with programming for adult education. However, it is possible that if all of Fort Wadsworth becomes NPS property some time in the future that a portion of the site could become a campus with collaboration between the academic sector and the Park Service for mutual gain. Such programs would necessarily be directly related to NPS programs and mission, with a focus on the history and natural science of the site and the Hudson-Raritan ecosystem.
Create a commercial environment while retaining historical value!!! eg: riverwalk . . . restaurants, cafe, wedding receptions.	The plan calls for concessions, which are commercial operations, for bed-and-breakfast style accommodations, a restaurant and snack bar, and ferry service. Wedding receptions could be accommodated on a space-available basis in the restaurant in building 109 on Mont Sec Avenue.
Have the media do a TV spot on the Fort itself — this would inform & educate people about some of Staten Island's rich history. To follow up on above, contact CTV (ch24) to originate public access TV about Gateway, and air the programs weekly, and distribute them nationwide via cable public access TV.	Once transferred to the National Park Service, site managers will encourage television and other media coverage of the fort.

CONSULTATION AND COORDINATION

COMMENT	RESPONSE
<p>Let(s) see the fort become a learning place — 1. college campus, 2. student exchange, 3. culture center.</p> <p>Allocate a portion of the area for scientific experiments in earth science. Use a portion of housing space for science exchange students. Reasonable fees charged.</p>	<p>The final plan has been revised to reflect the statement that the additional resources of the full fort would allow the Park Service to implement an approach encouraging the use of the site as a research and educational campus furthering the goals of the National Park Service and its partners in the areas of cultural and natural resources protection and education. Areas of focus could include the Hudson-Raritan ecosystem, historic resource preservation, environmental education, and cultural activities. (See the discussion of compatible development for non-NPS owned portions of Fort Wadsworth in the "Initial Actions" section.)</p>
<p>Ferry to Manhattan.</p>	<p>Ferry service stops will be determined based on the economic feasibility of the concessioner operation. It is possible that Manhattan will be included in the ferry route.</p>
<p>Plans for Officers Club adjacent to Von Briesen Park.</p>	<p>The officers club adjacent to Von Briesen Park is identified for restaurant use (building 109). Preliminary designs indicate that 100 individuals could be seated indoors, and approximately 40 outdoors.</p>
<p>Need more info. on B and B proposed in Plan 1 and assurances for local communities.</p>	<p>The bed-and-breakfast along the north side of Mont Sec Avenue will entail about 32 rooms (25 of them having a private bath) and be operated by a concessioner under an agreement with the National Park Service. Onsite parking will be provided.</p>
<p>Charge a reasonable entry fee.</p> <p>Charge admission and ask for volunteers and donations.</p>	<p>Under current law, Gateway National Recreation Area is prohibited from charging entrance fees. However, fees would be charged by concessioners (bed-and-breakfast, restaurant, ferry) and would help offset the cost of operations. In addition, fees may be imposed for fishing permits, community use of buildings and meeting spaces, performances or exhibitions, commercial activities such as private tour groups and summer day camps, and other special use permits including the N.Y. City Marathon, Half Marathon, and Five-Boro Bike Ride. A volunteer program would be developed as part of the overall site operations.</p>
<p>Access by water for general public — in small boats.</p>	<p>Access by water will be permitted; however, it will be limited to nonpower craft due to the limited area available to pull up. Regarding overnight lodging for those coming by oar and sail, site managers will work with the Navy Lodge and the bed-and-breakfast managers to support some of these overnight needs.</p>
<p>A boat dock for leisure craft (something to imitate the Waterclub in Manhattan).</p>	<p>The historic dock is identified for ferry access. It is physically limited and unable to support leisure craft docking, particularly with the hazardous tides and currents.</p>
<p>How about Shakespeare in the Fort — a concert series with people like Pavarotti?</p>	<p>Provisions for outdoor concerts and performances are identified behind the chapel.</p>

LIST OF AGENCIES AND ORGANIZATIONS RECEIVING OR REVIEWING COPIES OF THE DRAFT PLAN

agencies, organizations, and individuals. An * indicates a response was received on the *Draft Site Management Plan / Environmental Assessment*.

This document was prepared in consultation with or was distributed to the following

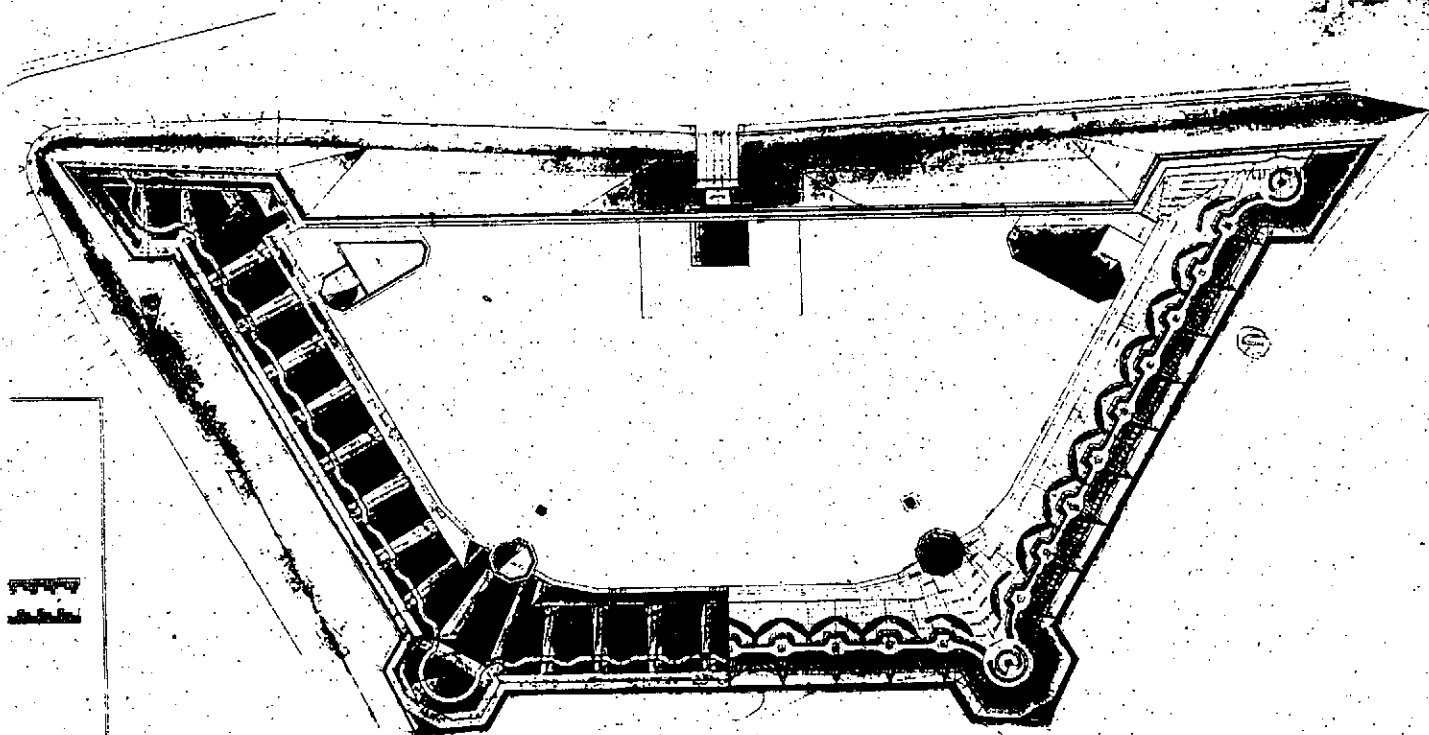
List of Agencies and Organizations Receiving or Reviewing Copies of the Draft Plan

Advisory Council on Historic Preservation
Alice Austen House
American Institute of Architects
American Littoral Society
American Youth Hostel*
Architects, Designers, and Planners for Social Responsibility
Association for a Better New York
Battery Weed Living History Association
Borough Historian, Staten Island
Brooklyn Sports Foundation
Coast Defense Study Group
Community Boards 1 and 2, Borough of Staten Island
Community Board 3, Borough of Staten Island*
Council on America's Military Past*
Department of Defense, Defense Logistics Agency
Department of Defense, U.S. Navy
Down State Living History Association*
Environmental Protection Agency*
Fish and Wildlife Service, U.S. Department of the Interior
Floating the Apple
Friends of Clearwater
Friends of Gateway
Friends of Trashed Rivers
Harbor Defense Museum
Historic House Trust of New York City
Hudson River Foundation
Hudson River Park Conservancy
Korean War Veterans Association*
Lighthouse Research for Preservation
Municipal Arts Society of New York
Museum of the City of New York
National Trust for Historic Preservation
Neighborhood Open Space Coalition
New Jersey Public Library
New York City Audubon Society
New York City Board of Education
New York City Department of Parks and Recreation*
New York City Department of City Planning
New York City Department of Environmental Protection
New York City Department of Transportation
New York City Landmarks Preservation Commission
New York Harbor Lights*
New York State Council on the Arts
New York State Department of Coastal Resources
New York State Department of Environmental Conservation
New York State, Department of State*
New York State Office of Parks, Recreation, and Historic Preservation
New York Historical Society
New York Landmarks Conservancy
New York Public Library
New York Society for the Prevention of Cruelty to Animals
Office of the Honorable Alfonse D'Amato
Office of the Honorable Daniel P. Moynihan
Office of the Honorable Guy V. Molinari*
Office of the Honorable Susan Molinari*
Office of the Mayor of the City of New York
Port Authority of New York and New Jersey
Preservation League of Staten Island
Protectors of Pine Oak Woods
Real Estate Board of New York
Regional Plan Association
Road Runners Club
Scenic Hudson
Snug Harbor Cultural Center
Staten Island Advance
Staten Island Chamber of Commerce
Staten Island Council of Social Studies Teachers
Staten Island Geological Society
Staten Island Institute of Arts and Sciences*
Staten Island Historical Society
Staten Island Science Teachers Association
Superintendent, School District 31
Theatre Rehabilitation for Youth*
Triborough Bridge and Tunnel Authority
Trust for Public Land
United Fishermens' Association of New York State
United States Army Corps of Engineers
United States Army Reserve
United States Coast Guard

CONSULTATION AND COORDINATION

WRITTEN COMMENTS FROM
AGENCIES, ORGANIZATIONS, AND
INDIVIDUALS

A total of 16 letters were received on the draft plan. All supported the preferred alternative, but some had questions and concerns. The letters and NPS responses follow:



I
PLAN
OF
FORT RICHMOND

showing the roofing over the Casemates, and the Terreplein.

DRAWN
under the direction
of
Brig. Gen. J. H. Totten,
CST Eng.

John H. Totten

City Department, Washington
July 1862
with date of 25 April 1870

RESPONSES

COMMENTS

CONSTITUTIONAL
 100 FULTON STREET, NEW YORK
 10006-1000
 212 512 2400
 212 512 2401
 212 512 2402
 212 512 2403
 212 512 2404
 212 512 2405
 212 512 2406
 212 512 2407
 212 512 2408
 212 512 2409
 212 512 2410

SUSAN MCHUGH
 100 FULTON STREET, NEW YORK
 10006-1000
 212 512 2400
 212 512 2401
 212 512 2402
 212 512 2403
 212 512 2404
 212 512 2405
 212 512 2406
 212 512 2407
 212 512 2408
 212 512 2409
 212 512 2410

Congress of the United States
House of Representatives
 Washington, DC 20515-3213

August 27, 1995

Ms. Mary Gibson Scott
 Superintendent
 Staten Island Unit
 Gateway National Recreation Area
 26 Miller Field
 Staten Island, New York 10306

RE: Comments on Draft Site Management Plan/Environmental Assessment

Dear Superintendent Scott,

This letter sets forth my comments on the draft Site Management Plan/Environmental Assessment ("draft plan") which you released to interested parties on July 27, 1995.

As you know, I have been very interested in the Gateway National Recreational Area and strongly supportive of its primary purpose of preserving and protecting the outstanding natural and recreational resources in the New York area. I have always believed that Gateway National Recreational Area serves as an important educational and recreational feature of New York City and contributes significantly to the well being of our citizens.

With the closure of Naval Station New York on August 31, 1994, I have vigorously supported inclusion of Fort Wadsworth in the Gateway National Recreational Area. In fact, because of the Interior Department's refusal to accept all of the Fort for inclusion in the park, I was compelled to initiate litigation in the U.S. District Court in Brooklyn. To me, it is unthinkable and indeed contrary to federal law to exclude any portion of this remarkably pristine and historically rich property from the Gateway National Recreational Area.

In this regard, I was successful in convincing Congress to appropriate \$10 million in 1993 to facilitate Fort Wadsworth's transition from military installation to national park unit. Your draft site plan proposes expending these funds on physical improvements to assure initial development and ready visitor access to Fort Wadsworth. I certainly support this concept but believe that strengthening, enhancing and centralizing the National Park Service at Fort Wadsworth must not come at the expense of funding for other Gateway projects.

WETA/DA/WE/04/1995

COMMENTS

RESPONSES

General

In general, I find the draft plan to be sensible, well-documented and, if executed as proposed, in conformance with relevant federal, state and local requirements. I strongly support adoption and implementation of "Alternative (1) - A Revitalized Cultural Resource" - which calls for preserving, rehabilitating and restoring cultural resources to a more historic appearance. Under this alternative, you would use contained interpreters during peak visitation periods to bring the Fort's vast military history to life.

While the cost of achieving these goals and the important educational, historical and environmental enhancements that would flow from them is not insubstantial, I believe Alternative (1) is the logical choice. It is important to look beyond the mere restoration of historical physical facilities such as Fort Thompson and Battery Wood. By taking steps to create dynamic education programs for students, historians and the public at large, the NPS will highlight and preserve Fort Wadsworth's role in the coastal defense of our city and nation. Alternative (1) is an imaginative and creative approach to doing just that and I endorse it strongly.

I also commend NPS's addressal of the important environmental features of Fort Wadsworth. It is apparent that neither Alternative (1) nor (2) will adversely affect wildlife habitats, endangered species, agricultural lands, wetlands, flood plains, water quality, air quality, topography, or geological resources. Even with the proposed restoration of the Fort's seawall and related structures, the improvements will likely enhance rather than diminish the natural qualities of the site.

Specific Concerns
Military Ownership

The draft plan at page 16 indicates that several landowners will operate within the boundaries of Fort Wadsworth resulting in an "mosaic of uses." It goes on to state that the NPS recognizes the need to define compatible levels of development and land uses so that all landowners will cooperate as a community and potential conflict will be minimized. The NPS proposes to establish an inter-agency advisory group of landowners to review proposals and advise Fort Wadsworth's manager accordingly. Finally, the report suggests the possibility that all of the properties within the boundaries of Fort Wadsworth could eventually come under NPS ownership.

I would urge, in the strongest possible terms, that the draft plan be modified to provide that the NPS should own all of the property within Fort Wadsworth at the earliest possible time. I believe this is consistent with the Act which established the Gateway National Recreational Area (Pub. L. 92-592, October 27, 1972) and with sensible management principals. The very fact that the draft plan contemplates establishing an inter-agency advisory group to resolve conflicts underscores the potential for these to occur.

1. It is acknowledged in the *Draft Site Management Plan / Environmental Assessment* (p. 16) and in the final plan (p. 14) that all property within the boundary of Fort Wadsworth may eventually be owned and managed by the National Park Service. In the interim, the interagency advisory group, composed of landowners, can work to minimize problems and work toward common goals.

COMMENTS

RESPONSES

To have multiple owners -- NPS, Army Reserve, Coast Guard and possibly others -- for a historically important yet relatively small parcel of property -- 276 acres -- defies logic and common sense. Fort Wadsworth is one of the oldest military installations in the nation which is to be transformed into a component of one of our great urban national parks. It seems entirely inconsistent for incidental, non-park related tenants to be administering small portions of the property. Fort Wadsworth needs one boss and one plan to be successful. Ownership of the Fort should vest entirely in the NPS to avoid costly, complicated, duplicative, and time-consuming impediments to its development.

Alternatively, if unitary ownership cannot be achieved, I believe that an inter-agency task force is a reasonable governmental response to the need to coordinate land uses and site management. However, more is required than is described in the draft plan. Like any association, a memorandum of agreement among the property owners should be entered into acknowledging the primacy of the park/recreational uses of Fort Wadsworth and the need to maintain a park-like environment. In return, each property owner must accept the obligation to manage its property without undue interference to others. Various covenants should deal with the questions of security, infrastructure repairs, appointment of utilities, etc. By necessity, the NPS would assume the larger cost burden for repairs and improvements because it would be the largest property owner. However, others must share in those costs proportionately.

The value of this approach is that it would minimize confrontation between property owners and establish a common written framework for settling land use problems. If disagreements become intractable between property owners, then the "inter-agency task force" can be convened to resolve the matter.

Non-Federal Tenants

The draft plan omits any reference to possible private sector uses of Fort Wadsworth's non-historical facilities assuming their compatibility with Alternative (1) objectives. The NPS has historically accommodated such uses within its park complexes.

Since December of 1993, the New York City Commission on the Redevelopment of Naval Station New York ("Commission") and New York City Economic Development Corporation ("EDC") have been actively seeking credible prospective reusers of the ex Naval Station New York including the Stapleton waterfront component and Fort Wadsworth sites. The two agencies have successfully argued both public and private sector prospects.

Specifically, the city agencies are credited with the relocation of the Defense Logistic Agency ("DLA") to Fort Wadsworth and the Quaker Oats, Arnie's Bagelicious Manufacturing facility to Stapleton. They have done so pursuant to the mandate of the mayor of New York to maximize employment opportunities at the base in order to ameliorate the adverse economic effects of its closure. This requisite necessarily contemplates accommodating reusers from both the public and private sector.

2. Agency representatives have been meeting in anticipation of the transfer to establish operating responsibilities, including security, facilities management and infrastructure, and utilities -- to name but a few issues shared by potential landowners. Agreement has been reached on the majority of the issues and will be formalized in interagency agreements.

3. Regarding private sector participation, the plan calls for a private commercial operation of the bed-and-breakfast and two restaurant facilities. This is supported by the majority of comments received, indicating support for facilities compatible with site operations while preserving sensitive site values. The possibility also exists for concession opportunities with regard to the ferry. Most structures suitable for commercial purposes are anticipated to be turned over to the U.S. Coast Guard.

COMMENTS

RESPONSES

I believe I speak for the entire Staten Island community when I say that compatible, job creating, private enterprises should be encouraged to relocate to Fort Wadsworth and should be accommodated by the NPS to the maximum extent feasible. It is important that the draft plan be modified to explicitly provide the non-federal tenants, including compatible private enterprises, are welcomed at Fort Wadsworth.

This approach will (i) ensure that excess space at the Fort will be fully occupied, (ii) the plan will maximize employment opportunities for local residents and (iii) income generated from these activities will help defray annual operating costs of the Fort. All parties will benefit from such arrangements, especially federal taxpayers.

Building 210

Consistent with the recommendation to open Fort Wadsworth to private sector use is the need to quantify the space likely to be excess to the needs of the NPS. Nowhere is this more important than Building 210.

The availability of Building 210 for administrative space has already been communicated to the Coast Guard, Navy Military Sealift Command, Army Corps of Engineers and other prospective tenants. Relocation of these federal agencies would be compatible with the NPS's Alternative (1) and (2) and with the historic character of the Fort. However, the draft plan at page 26 raises serious questions about precisely how much space will be available in Building 210 and suggests NPS's use that would limit its job-generating potential.

Specifically, the NPS lists the following activities to be housed in Building 210: certain functions of the Gateway National Recreational Area and Staten Island Unit Administration, Gateway's museum collection, collections management and curatorial staffs, NPS training courses, conferences and meetings, general resource laboratories and offices, offices of the Interpretation and Community Outreach and Planning and Professional Staff Divisions, office of staff working in the area of cultural resources and natural resources, library, park archives and other NPS offices. Nowhere in the draft plan is there any indication of how much of Building 210's 90,000 sq. ft. will be required for these activities nor whether alternative, more favorable job generating uses were considered.

I recommend that the draft plan be revised to: (i) quantify to the extent possible NPS's space requirements for each of these activities, (ii) consider alternative Fort Wadsworth facilities for non-administrative, storage-type activities and (iii) quantify the space available for non-NPS purposes. Doing this would greatly refine NPS's plans for Building 210 and would enable the Commission and EDC to tailor their job generating initiatives to match the available space.

4. Building 210 has about 57,000 square feet of net available space. The storage of the parkwide collections will be in the basement, which is excluded in the net figure. Of the remaining space, the Park Service anticipates that the facility will accommodate up to 500 NPS staff and volunteers. This includes existing and new staff positions as well as those using the community space and classrooms. As noted in the final plan, implementation will generate additional jobs, which will benefit the local economy. Use of this building by the National Park Service for centralizing the park unit's administration as well as centralizing the park's office functions to improve operations for all of Gateway has been a goal since 1980, in agreement with the final *General Management Plan for Gateway National Recreation Area*.

COMMENTS

RESPONSES

Removal of Non-Historical Structures

I can well understand the NPS's desire to remove unused non-historical structures and to restore the underlying property to its original condition. However, I oppose NPS's plans for removing the approximately 400 housing units built in 1900 at substantial taxpayer expense or the Navy Lodge when that facility amortizes its capital investment.

In both cases, these facilities are modern, architecturally conservative in form and do not, in my opinion, detract from the historical image of Fort Wadsworth. The facilities serve important purposes of housing Coast Guard and other federal families and accommodating the transient population which visits/deers business at the base. NPS's desire to remove these facilities within the 20-year timeframe of the draft plan would limit future uses of the property which are reliant on family housing and temporary lodging. Additionally, the elimination of family housing and the Navy Lodge will have a chilling effect on Congressional support for future building of the Gateway National Recreational Area.

Environmental Clean-up

Finally, in regard to environmental clean-up, including the removal/abatement of asbestos, underground storage tanks and hazardous waste, my concern is that the NPS and U.S. Navy do this thoroughly and expeditiously. The full out and enjoyment of Fort Wadsworth cannot be achieved until all hazardous material abatement has been completed. For this reason, I urge the draft plan be amended to include more specific details on what materials are currently known and the responsible for remediation them. This is of utmost importance to the Staten Island community and especially to the large number of people who will visit and work at the Fort.

I very much appreciate the opportunity to submit the above comments and hope you will take them into account as you transform your draft plan into a final document. I would request this opportunity to receive a briefing from you at some convenient time prior to the NPS's finalization of the plan.

Thank you for your consideration.

Sincerely,

 Susan Molinari
 Member of Congress

SM:td

5. Although removal of housing and lodging facilities is noted in the document, this is an action that could occur only if the National Park Service has ownership of the entire site and the houses are significantly deteriorated. It is important to note that the so-called MILCON housing developed in the early 1990s has a possible physical life expectancy of about 20 years if not maintained. These units, if significantly deteriorated when transferred to the National Park Service, will be considered for gradual removal.
6. With the exception of lead paint abatement within the casemates of Fort Tompkins, the schedule for hazardous material abatement is primarily a U.S. Navy responsibility. According to their schedule and based on anticipated appropriation levels, soil remediation actions may be completed as early as the end of calendar year 1995, and lead paint abatement and asbestos removal may be completed by the end of 1997.

COMMENTS

RESPONSES

1. The final document has been revised to reflect the determination regarding conformance with the state's implementation plan that includes guidance on ozone levels.



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY - REGION II
 280 BROADWAY
 NEW YORK, NEW YORK 10007-1868

APR 25 1995

Mary Gibson Scott, Superintendent
 Staten Island Unit
 Gateway National Recreation Area
 26 Miller Field
 Staten Island, New York 10306

Dear Ms. Scott:

The U.S. Environmental Protection Agency has reviewed the draft site management plan/environmental assessment for the Fort Madsworth portion of the Gateway National Recreation Area, Staten Island, New York. This review was conducted in accordance with Section 305 of the Clean Air Act, as amended (42 U.S.C. 7605, PL 91-604 12 (a), 84 Stat. 1709), and the National Environmental Policy Act.

The National Park Service (NPS) has prepared this document as a long range plan for managing and utilizing the historic resources of Fort Madsworth, which are expected to be transferred to the NPS from the U.S. Navy in the near future. The two alternative plans evaluated were: Alternative 1 - A Revitalized Cultural Resource; and Alternative 2 - A Protected Cultural Resource (Continuation of Existing Trends).

Under Alternative 1, the NPS's preferred alternative, all major fortifications would be preserved and/or rehabilitated, and visitor programs and services would be provided to enhance understanding of Fort Madsworth's historic role in the defense of New York Harbor. Alternative 2 would provide for maintenance of historic structures, but with less public access to fortifications and a reduced level of educational opportunities.

The Clean Air Act requires federal agencies to ensure that their actions comply with the applicable State Implementation Plan (SIP). Fort Madsworth is located in an area that is classified as being in severe nonattainment for ozone. Accordingly, the NPS is required to determine whether its alternatives conform to New York State's ozone SIP, based upon the requirements of 40 CFR Part 93, Determining Conformity of General Federal Actions to State or Federal Implementation Plans. The environmental assessment should be revised to include this determination. If

COMMENTS

RESPONSES

2

the predicted direct or indirect emissions fall below the "de minimis" levels included in the general conformity rule, the final environmental assessment should include a statement to that effect. Finally, we are pleased to acknowledge that the NPS's preferred alternative includes various measures ~~which~~ ~~to~~ ~~the~~ ~~use~~ of alternative-fuel vehicles for visitor tours, designed to reduce air quality impacts.

Thank you for the opportunity to comment. We look forward to receiving the final site management plan/environmental assessment when it is available. If you have any questions, please have your staff call William P. Lawler, P.E., of my staff at (212) 637-3491.

Sincerely yours,

Laura Livingston

Laura J. Livingston, Assistant Chief,
Environmental Impacts Branch

cc: Debra Felton, NAVFAC-NORDEV

COMMENTS

RESPONSES



STATE OF NEW YORK
DEPARTMENT OF STATE
ALBANY, NY 12231-0001

ALEXANDER F. TROSCHEL
SECRETARY OF STATE

August 11, 1995

Mary Gibson Scott, Superintendent
U.S. Department of the Interior
National Park Service
Gateway National Recreation Area
Staten Island Unit
26 Miller Field
Staten Island, New York 10306

Re: Draft Site Management Plan
Environmental Assessment
Fort Wadsworth
City of New York, Richmond County

Dear Ms. Gibson Scott:

The Department of State has received the Draft Site Management Plan and Environmental Assessment for the proposed Fort Wadsworth Unit of the Gateway National Recreational Area. The Department would like to offer the following comments:

Upon receipt of a Final Site Management Plan and a federal consistency determination from the National Park Service, the Department of State will undertake a federal review of the proposed site management plan for its consistency with the policies of the New York State Coastal Management Program and with the policies of the New York City Waterfront Revitalization Program. Enclosed for your use is a copy of the National Oceanic and Atmospheric Administration regulations (15 CFR 930.39) describing the required content of a consistency determination for a proposed direct federal agency action.

The proposed site management plan should contain a more thorough assessment of, and plan for, the remediation of any contaminated upland soils found at Fort Wadsworth. Also, the site's pre-Columbian context and history needs to be identified and a plan for its interpretation included in the site management document. To underscore the presentation made in the Draft Site Management Plan regarding the historical landscapes of the site, native landforms, and endemic vegetation the National Park Service should endeavor to retain as much of the extant 18th-Century site character as possible. Re-establishment of the vegetation, landforms, and earthworks from the 18th-, 19th-, and early 20th-Centuries will be welcomed.

1. The U.S. Navy is remediating contaminated upland soils and anticipate completing that project in calendar year 1995.
2. The final document has been revised to reflect that in the event of finding any significant evidence of prehistoric or historic Native American habitations, these peoples will be interpreted in the context of the history and development of the site. In addition, a brief statement describing the the pre-Columbian context of the site has been added to the section titled "Site History" (see also the "Archeological Resources" section on pp. 32-33). Based on determinations of the site's significance, however, the prehistory of the site is not a major focus of the Fort Wadsworth story.
3. The National Park Service is working to stabilize historic resources and restore the cultural landscape, consistent with the recommendations contained in the cultural resources report that is being prepared for Fort Wadsworth.

RESPONSES

COMMENTS

Ms. Mary Gibson Scott
Page 2

Other coastal management policies which may affect or be affected by the proposed implementation of the Fort Wadsworth Site Management Plan as an element of the Gateway National Recreation Area include, but are not limited to: Coastal Policies # 1 and #2, water-dependency (ferry dock and seawall rehabilitation); Coastal Policy #5, public services and infrastructure; Coastal Policies #19 and #20, public access; Coastal Policies #21 and #22, recreation; and, Coastal Policy #23, historic and scenic resources. Also enclosed for your reference is a copy of the State's 44 coastal management policies as well as a copy of the 12 New York City policies which have been excerpted from the New York City Waterfront Revitalization Program.

Thank you for the opportunity to provide these preliminary comments on the Fort Wadsworth Draft Site Management Plan. If you have any questions, please do not hesitate to telephone me at (518) 474-6000.

Sincerely,



Vance A. Barr
Coastal Resources Specialist
Division of Coastal Resources and
Waterfront Revitalization

VAB/

cc: NYC WRP - Kirsti Juutila

COMMENTS

RESPONSES



GUY V. MOURANT
PRESIDENT

CITY OF NEW YORK
PRESIDENT
OF THE
BOROUGH OF STATEN ISLAND

BOROUGH OF STATEN ISLAND, N.Y. 10314

10/28/91
August 30, 1995

Ms. Mary Gibson Scott
Superintendent
Staten Island Unit
Gateway National Recreation Area
26 Miller Field
Staten Island, New York 10306

Re: Comments on Draft Site Management
Plan/Environmental Assessment

Dear Superintendent Scott:

I am writing in regard to the Draft Site Management Plan/Environmental Assessment Plan of Fort Wadsworth concerning its inclusion as a facility in Gateway National Recreation Area. As Borough President, I believe that Fort Wadsworth represents an important potential park asset for Staten Island residents. This 226 acre site would be an easily accessible portion of Gateway National Park and commands an impressive view of the Narrows, New York Harbor and the magnificent New York Skyline. Moreover, its geographic placement lends itself to marketing as a tourist destination and would assist in the discovery of Staten Island for those visitors to New York City who otherwise would not take advantage of Staten Island's historical, cultural and park attractions.

In reviewing the Draft Site Management Plan/Environmental Assessment, I believe that Alternative 1 is the most favorable and realistic for Staten Island. This preferred alternative would provide the following:

- Education programs, services and management actions facilitating interpretation of Fort Wadsworth as a historic coastal defense area.
- Preservation of all major fortifications to represent their period of historic significance.
- Use of costumed interpreters to participate in reenactments of historic military activities.

COMMENTS

RESPONSES

- Use of the Mont Sec Avenue homes as a bed and breakfast style accommodation.
- Development and enhancement of pedestrian and bicycle links throughout Staten Island by connection through Fort Wadsworth.

Under this alternative, Fort Wadsworth not only will become a primary asset for the City as a whole, but would serve as an important cultural and park resource for Staten Islanders. Just as importantly, Fort Wadsworth can be marketed as a tourist destination for travelers leaving the Staten Island Ferry, thereby boosting the local economy.

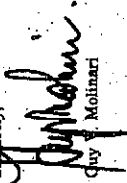
I acknowledge the estimated costs to initiate this alternative and its annual budget for maintenance are daunting, given current fiscal constraints. However, the management plan does not address any income potential that may be generated by individual components of the proposal nor whether any program is available to alleviate the funding burden to NPS.

Therefore, I would like to suggest the implementation of a "phased development" approach to this alternative. Sections of the Fort could be prioritized as to the funding required and the potential income they could generate. The cost analysis could be divided into prioritized sections phased in over a number of years. This would both reduce the initial cost and the annual operating budget, until new funds are forthcoming for additional phases.

In addition, I further recommend that private enterprises rehabilitate sections of the Fort by means of a concession. The concession mechanism would permit many of the uses and proposals that the Draft Site Management Plan recommends and help defray the annual operating costs. This proposal would be consistent with the manner in which the New York City Parks Department obtains many of the amenities for its park system. The concession mechanism would provide for the maintenance of the various proposals while the initial improvement costs are borne by the concessionaire. If this suggestion has merit, my office will coordinate a meeting between your Staten Island Unit and the Parks Department.

Fort Wadsworth has unlimited potential as a tourist attraction and recreation area, and will entice many visitors to come and enjoy not only this beautiful section of Gateway, but Staten Island's many surrounding cultural institutions as well. I would appreciate your consideration of my comments.

Sincerely,



Guy J. Molinari

GVM/PB/plg

1. Regarding private sector participation, the plan calls for a private commercial operation of the bed-and-breakfast and two restaurant facilities. This is supported by the majority of public comments received, indicating support for facilities compatible with site operations while preserving sensitive site values. The possibility also exists for concession opportunities with regard to the ferry. It is anticipated that concession operations will provide a portion, if not all, of the investment necessary to develop the concession facilities. In addition, a percentage of the concession profit will accrue to the site on an annual basis.

2. Regarding potential income other than concessions, most structures suitable for commercial purposes are anticipated to be turned over to the U.S. Coast Guard. Regardless, the implementation of the plan will occur in phases, based on availability of appropriations.

3. See 1 above.

COMMENTS

RESPONSES



City of New York
Parks & Recreation

The Address
Central Park
New York, New York 10021
Henry J. Stern
Commissioner

August 23, 1995

Mary Gibson Scott
Superintendent
National Park Service
26 Miller Field
Staten Island, NY 10306

Dear Ms. Scott:

I have received a copy of the Draft Site Management Plan/Environmental Assessment for Fort Wadsworth and appreciate the opportunity to review it. As the Department's representative in discussions concerning this proposed transfer, I have the following comments on the plan.

Funding Alternatives

We are hopeful that you will succeed in getting funding for Alternative B because it appears to be the best hope for making optimum use of the site for the public. Alternative B would appear to offer a minimum of opportunities for public usage of the Fort.

Waterborne Linkage

If funding is obtained for Alternatives A, would the NPS consider use of the restored dock in item F for water links to other parks and cultural sites? For example, it would be possible, under the Urban Cultural Park program to link Ft. Wadsworth with the park and cultural center at Saug Harbor as well as the S.I. ferry terminal.

Bikeway Planning

We are encouraged to see discussion of connecting Ft. Wadsworth to existing S.I. bikeways. NYC Parks should be included in any discussions of S.I. bikeways since we are administering ISTEA transportation enhancement grants for bikeways in the borough. Steve Whitehouse, Chief of Planning, is our contact and his phone # is 212-360-3403.

Pedestrian Access and Connection to Existing S.I. Waterfront and Open Space

In the 1974 General Management Plan and Final EIS for Gateway National Recreation Area, discussion was made of the eventual inclusion of Fort Wadsworth as a unit of Gateway Recreation Area. With the exception of a reference to connecting

- 1. The ferry service concession may link Fort Wadsworth with other parks and cultural sites, if determined economically feasible.

COMMENTS

RESPONSES

2. In terms of physical access, both pedestrian and bicycle access to and through Fort Wadsworth will be encouraged (see pp. 22-23 of the final plan). A pedestrian/bicycle route will be established through Fort Wadsworth, with access from the north provided through the New York Avenue gate and access from the west provided through the west gate. These routes will connect directly with the city-owned portions of waterfront and open space immediately north and west of the fort.
3. It is the intent of site managers to make direct physical and programmatic connections with the local community. Regarding pedestrian access, see 2 above. In terms of programmatic access, site managers will provide numerous volunteer opportunities for community members, in addition to providing space in the chapel, on the third floor of building 210, and outdoors behind the chapel for community-based events. Finally, school groups will be encouraged to visit the fort and participate in educational programs.
4. Although a gate will not be provided, it is possible for pedestrians to walk directly from Von Briesen Park to Fort Wadsworth along New York Avenue. Direct access from Von Briesen Park will be considered in the future after further analysis.
5. Pedestrian access along the waterfront will be permitted. Pedestrians will be able to walk along Sandy Beach (within Fort Wadsworth) to South Beach.
6. Although used primarily by fort residents, the picnic areas will also be available to nonresident visitors. Large group picnics will continue to be directed to Miller Field.

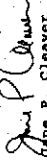
2	<p>to existing S.I. bikeways, the Fort Wadsworth Draft Management plan does not make a connection between existing city-owned waterfront and open space immediately north and south of the Fort or programmatically to other units of Gateway. The proposed NPS alternatives for Fort Wadsworth would continue to operate it as an isolated, self-contained cultural unit. We think this is a serious flaw in the plan.</p>
3	<p>In NYC Parks' ongoing discussions with the National Park Service about the transfer of Fort Wadsworth, we have stressed the importance of NPS management of the Fort making direct connections with the local community, especially for pedestrian access. The draft management plan, however, does not take advantage of or encourage local pedestrian traffic to the Fort. This is unfortunate because we believe that one of the principal uses for the Fort will be as a local recreation area.</p>
4	<p>One suggested means of doing this is to make physical connections with City parkland at South Beach and with Von Briesen park on the northern end of the federal property. At the waterfront end of Von Briesen, for example, a gate could easily be installed at the intersection of the two properties. The gate would allow local residents using the City park pedestrian access to the Fort. The gate could be monitored for access only during NPS site operating hours.</p>
5	<p>Similarly, the waterfront at South Beach is immediately adjacent to the Fort. A pedestrian connection permitting a continuous natural waterfront/esplanade connection between city land and the Federal property would make an important connection between existing recreation user groups and facilitate local residents' access to the Fort.</p>
6	<p>We were also puzzled by the references in the Plan to the proposed picnic area and beachfront uses. Both areas are among the most usable public spaces and, from memory, are immediately adjacent to one another. How can the picnic area in section D be restricted to users of the base and the beachfront at this same section be open to the public? In particular, the picnic area is one of the most useful public amenities on the site, especially when combined with access to the beachfront. We disagree with restricting access to the picnic area for site residents only and believe that it should continue to be available to the public as well as the adjacent beachfront.</p>

In conclusion, NYC Parks requests that NPS reevaluate the Draft Management Alternatives in light of the above-noted suggestions for enhanced usability and access to the Fort for the surrounding local community.

COMMENTS

RESPONSES

Thank you for your consideration of these comments. If you need any further information please contact me at 212-360-3411.

Sincerely,

Gene P. Cleaver
Chief of Parklands

RESPONSES

COMMENTS



BOROUGH OF STATEN ISLAND
COMMUNITY BOARD 3

655-218 Rensville Avenue, Staten Island, N.Y. 10309
Telephone: (718) 356-7900, 7903
FAX: (718) 966-9013

August 14, 1995

U.S. Department of Interior
Gateway National Recreation Area
26 Miller Field
Staten Island, N.Y. 10306

Attention: Mary Gibson Scott, Superintendent
Dear Superintendent Scott:

We received the Draft Site Management Plan Environmental Assessment for Fort Madsen on July 31, 1995 and reviewed both alternatives.

It is our recommendation that Alternative 1 is the best choice. Alternative 1 would create a very positive educational, cultural and recreational facility on the northeast shore and revitalize the northern waterfront area.

Very truly yours

Charles P. Talley

Charles P. Talley
Chairman
Environmental Committee

Dennis J. Sarlo
Dennis J. Sarlo
Chairman of the Board

Copy to: Congresswoman Susan Molinari

DJS:CPT:jg

Amadise • Avon Heights • Bay Terrace • Charlestown • Elmfields • Great Kills • Greenidge • Huguenot
New Dorp • Oakwood • Pleasant Plains • Prickett Bay • Richmond Valley • Richmond Town • Rossville • Tompsettville • Woodrow

COMMENTS

RESPONSES

1. The presentation of events and other broad-based recreational activities will be considered on a case-by-case basis by site managers. This statement has been included in the final plan (p. 23).



HOSTELLING
INTERNATIONAL

American Youth Hostels
New York

89 Alexander Avenue, New York, New York 10023
(212) 932-2300 Fax (212) 932-2774

August 16, 1995.

Mary Gibson Scott
Superintendent
National Park Service, Gateway National Recreation Area
Station Island Unit
26 Miller Field
Staten Island, NY 10306

Dear Mary Gibson Scott:

Thanks for including us in the distribution of the draft plan for Fort Wadsworth. The report is interesting reading and a well-thought plan for the NPS management of the site.

We look forward to becoming one of the regular users of the facility, by locating our Blue New York Festival there, celebrating the completion of the 42-mile bike tour. This annual event, welcoming more than 25,000 bicyclists, will be an opportunity to bring the site's historical and natural areas to the attention of many people from the city and the region.

In the future, we stand ready to work with you and your staff on visitor facilities should those opportunities arise. As you may know, Hostelling International-American Youth Hostels operates a facility in Golden Gate National Recreation Area, and is working actively with the NPS on the Pretidio area.

We look forward to consulting with you.

Sincerely yours,

Pamela F. Tice
Pamela F. Tice
Executive Director

cc: Greg Perrin, Office of The Mayor

Hostelling International-American Youth Hostels National Office
233 15th Street, N.W., Suite 440, Washington, DC 20005 (202) 715-6161 Fax (202) 715-6177

Printing used exclusively through January 1999

RESPONSES

1. Religious services will be considered community-based cultural events, consistent with the proposed uses indicated for the chapel on page 22 of the final plan.

COMMENTS

CALVARY CHAPEL
 DAVID A. WATSON, PASTOR

1206 DUNSMORE ST.
 STATEN ISLAND, NY 10314

RECEIVED
 (718) 983-8346
 PHONE:

04 AUG 29 PM 11:13

GATEWAY AREA - SIU

August 26, 1995

Ms. Mary Scott
 Superintendent, Staten Island Unit
 Gateway National Recreation Area
 98 Miller Field
 Staten Island, New York 10306

Dear Ms. Scott,

I am writing to voice my vote for Alternative One. The Reinstated Cultural Resources with reference to Fort Weddworth. Everything we can do to develop this wonderful cultural resource will be more than appreciated. I am not opposed to construction in that area. I am opposed to the surrounding community. The higher the profile the benefit to the immediate area. Should you need further comment please don't hesitate to contact me. My interest in the base Chapel remains strong. I hope to hear from you in early September.

Respectfully submitted,



David A. Watson
 Pastor

COMMENTS

RESPONSES



MILITARY HISTORY - HISTORIC PRESERVATION
Council on America's Military Past - U. S. A.
POST OFFICE BOX 1151 • FORT MYER, VIRGINIA 22211

August 2, 1995

Mrs. Mary Gibson Scott, Superintendent
Staten Island Unit
Gateway National Recreation Area
26 Miller Field
Staten Island, N.Y. 10306

Dear Mary:

It was a privilege to receive the Draft Site Management Plan for Fort Wadsworth yesterday--and to stay up all night (almost) reading all of it (really!).

I know that it was not sent to solicit praise, but let me join what I know must be a chorus complimenting you and the staff on an outstanding job. I was fascinated by the report, undoubtedly helped by the fact that I have been at Fort Wadsworth several times since my first visit in 1973. The tour that you permitted me to take a few months ago guided by Ranger Ed Lorenzini brought me up to date...to even include a trip through the Fort Tompkins countercase gallery.

Please consider this letter as CAMP's official endorsement of the Preferred Alternative 1. It is especially pleasing to see the preservation at Fort Tompkins Battery Weed and a representative coast defense battery. We were also happy to see that the Mont Sec Avenue quarters will be retained and used after the unattractive siding is removed.

If CAMP can assist by providing support or personal testimony, please let me know and I will see if I can do this myself or arrange for a local member to appear.

Sincerely,

Herbert M. Hart
Colonel (Ret.), USMC
Executive Director

[Faint, illegible text, likely bleed-through from the reverse side of the page.]

[Small, illegible text, likely bleed-through from the reverse side of the page.]

COMMENTS

RESPONSES

Buffett State Lifting History Association
99-08 59 Ave Apt 5A
Bevo Park NY 11568

Superintendent, SI Unit
Gateway National Recreation Area
26 Miller Field
Staten Island NY 10306

Dear Ms. Scott

Thank you for allowing us to review the
Draft Site Management Plan for the Fort
Wadsworth in Staten Island.

After a very thorough review it would
seem that the best way to proceed would be the
implementation of the alternative 1 plan.

While it may take longer than the others,
the proposed budget is reasonable and
considering the population base that would
benefit by the expanded plan it would be
shameful if somewhere in the budget of this
country we cannot afford \$1.75 per individual
for the taxpayers serviced by the plan.

We look forward to lending our
assistance in this project in the future.

Respectfully,

C. Thomas Mohr
Regional Director

Signed 25th day of August 1988

COMMENTS

Joseph Calabria
President

Arthur Goughran
First Vice President

John Everts
Second Vice President

Peter Dodd
Treasurer

Don Ducey
Judge Advocate



Jordan Usornikowski
Secretary

Joseph Morris
Trustee

Larry Shaver
Trustee

Tim Foley
Trustee

Al Forde
Sergeant At Arms

August 5, 1995 Pres. Emeritus Ed Grygier
Gateway National Recreation Area
Superintendent of S.I. Unit #26
Miller Field
Staten Island, N.Y. 10306

Sir,

I just read the interesting proposals in the S.I. Advance re the future use of Ft. Wadsworth if funding becomes available. I intend to come to your meeting next Friday evening or Saturday in the day time but in the mean time I thought it best for me to put my proposals to you in writing now.

As 2nd V/P of the above K.W.V.A. Chapter I can assure you that the relocation of the Coast Guard and the Army Reserve unit to Ft. Wadsworth they would have the full support of our chapter and I am sure of other veteran organizations on S.I. for any activities they may have which would need veteran and community support. As such, if they relocate we will contact them. We were there for the U.S. Navy at the homeport and will be there for them and you at Ft. Wadsworth.

Re the refurbishing of the Parade Grounds I believe it's a given that veteran groups will want to take advantage of the use of the Parade Grounds on special occasions. Also contact the S.I. schools that have R.O.T.C. programs, they may also want to make use of the Parade Grounds.

Is it too far fetched to believe if Ft. Wadsworth does get the funding that a museum on the Fort itself plus for Veterans of all wars might be built? That would be a great tourist attraction and in keeping with the historic nature of the Fort.

Finally, if for any reason you would want or need the services of our chapter in any activities for Gateway on S.I. feel free to contact me.

Always Faithful,
John C. Everts
John C. Everts

RESPONSES

1. The role of U.S. veterans will be interpreted in context of Fort Wadsworth's significant military history. A museum to commemorate the veterans of all wars is not within the purpose of Fort Wadsworth. Other units of the national park system have been designated to commemorate the contributions of veterans involved in the various U.S. conflicts.

COMMENTS

RESPONSES

1. The interpretive plan and programs will consider all aspects of the fort, which will include the 1828 lighthouse, the 1873 lighthouse, and the extant 1903 lighthouse on Battery Weed. Physical markers are not considered critical to the interpretation of those sites; rather, their existence will be reflected in the interpretive program.



NEW YORK HARBOR LIGHTS / RECEIVED
 23 Husson Street 04 AUG -8 PM 11:18
 STATEN ISLAND, NEW YORK 10310
 (718) 351-5154

August 7, 1995

Mary Aikman Scott
 National Rec. Area
 Staten Island Unit
 26 Miller Field

Re: Draft Site Management Plan, Fort Wedward.

I would like to request that a marker be placed at the old site of the Fort Tompkins Lighthouse of 1828 and another placed at the site of the 1873 Fort Tompkins Lighthouse.

I think ~~that~~ would be important to the final site management plan and to its historic place at the Fort.

Thank You

Sincerely,
 Joseph N. Spante
 President, N.Y.H.L.S.

COMMENTS

RESPONSES

1. The final document reflects credit for use of the SIAAS graphics and other reproduced images.



Mary Gibson Scott
 Superintendent
 Gateway National Recreation Area
 Staten Island Unit
 26 Miller Field
 Staten Island, New York 10306
 August 2, 1995

Dear Superintendent Scott:

Thank you so much for forwarding to me the Draft Site Management Plan/Environmental Assessment for Fort Wadsworth. With only one exception, it appears to be complete, balanced and accurate. The "Draft" document does not acknowledge the appropriate credit line(s) for the reproduced images used from our collections. My expectation is, however, that the final site management plan and environmental assessment will denote the appropriate and agreed upon, credit line(s): "Staten Island Institute of Arts & Sciences."

I look forward to meeting with you again at one of the scheduled open houses at Fort Wadsworth.

Sincerely,

Vince Sweeney
 Curator of History

COMMENTS

Theatre
Rehabilitation for
Youth

68 Forraght Avenue • Staten Island, N.Y. 10303 • 718-963-1990

DEB DEWANEY
Executive Director
PEARL FISMAN MINSKY
Administrator

August 11, 1995

Mary Gibson Scott, Superintendent
Staten Island Unit
Gateway National Recreation Area
26 Miller Field
Staten Island, New York 10306


Dear Ms. Scott:

In July I sent you a plan for a pageant on the subject of the history of Staten Island with a proposal to include the pageant as part of the Fort Wadsworth Planning. Since that time, we received a copy of the Draft Site Management Plan/Environmental Assessment.

We should like to take this opportunity to request that the final planning include a place for the pageant. We are envisioning it being held during the summer months outdoors for tourists from all over the world.

We are not requesting funding for this project. We are anticipating that, with a fair sampling of the material to be included and a potentially appropriate site, we will be able to raise sufficient funds to undertake the project. An admission fee would provide continuing support and would assist in paying for services such as clean-ups, maintenance, etc.

As I explained to you, this project has received support from the Staten Island Institute and Richmond. We have been in touch with the Civil War Enactors and the Lenape Indians who have given us their support, as well. We hope to hear from you.

Very truly yours,

Pearl Fisman Minsky
Administrative Director

RESPONSES

1. The final document reflects that pageants and other outdoor performances may be permitted behind the chapel on a case-by-case basis if such events prove feasible (p. 22).

COMMENTS

RESPONSES

Theatre
Rehabilitation for
Youth

590 Furzequit Avenue • Staten Island, New York 10308 • 718-983-1990

KEN BERMAN
Executive Director
PEARL TISMAN KINSKY
Administrator

August 11, 1995

Mary Gibson Scott, Superintendent
Staten Island Unit
Gateway National Recreation Area
26 Miller Field
Staten Island, New York 10306


Dear Ms. Scott:

The administrators and Board of Directors of Theatre Rehabilitation for Youth heartedly endorse the National Park Service's alternative plans to utilize Fort Wadsworth as "a revitalized cultural resource and a protected cultural resource".

We should be most interested in entering into a partnership wherein we would provide dramatic and musical personnel and experiences.

We wish you the best of luck in fulfilling your goal and hope to be able to share in this experience with you.

Very truly yours,


Pearl Tisman Kinsky
Administrative Director

COMMENTS

RESPONSES

1. The document has been revised to reflect the statement that other educational opportunities will include a partner-sponsored Elderhostel that may use spaces in the chapel or building 210 for classes. Lodging may be made available through the Navy Lodge and/or the bed-and-breakfast operation.
2. Site managers will provide space in the chapel and on the third floor of building 210 for community-based events and meetings.

August 3, 1995

Superintendent, Staten Island Unit
 Gateway National Recreation Area
 26 Miller Field
 Staten Island, NY 10306

Dear Ms. Scott,

This is a comment on the Draft Site Management Plan/Environmental Assessment. For the purpose of these comments, I am speaking only as a private citizen and member of the Staten Island Community.

In 1993, Fort Wadsworth was the site for the annual Earth Day Forum that I organize and direct every year for about 200 students drawn from the area's Public, Private and parochial high schools. We used the Chapel, the Reserve Center and the Carriage House. The Navy graciously prepared lunch for us in the beautiful, brand new galley.


The Forum rotates its site; we held it twice at St. John's University, once at Wagner College and New Dorp High School. We are awaiting the completion of specific spaces at the College of Staten Island (new campus) so we can hold it there. I would hope that Fort Wadsworth could again be made available for this annual event.

Having participated in two Elderhostels, I have been most impressed by the quality of their programs. However, I also see a serious gap in offerings in the New York City area; at last look, there was only a program at a single site. It seems to me that Fort Wadsworth would be ideal for this purpose. I have been in touch with the Elderhostel office and am looking into the feasibility of directing a program that would use Staten Island as its home base. The staging site would require lodging (such as in the current Navy Lodge or Bachelor Quarters) and some food preparation facility (kitchen/dining room). It might be desirable to tie-in with one of the local colleges as the sponsor, but the Park itself might serve that role.

In addition, meeting and auditorium space are always at a premium on Staten Island. Any such facility, especially if accompanied by ample parking is much sought after by the many organizations of this borough. Right now, groups compete for the scarce existing spaces. In fact, I generated a list of these groups at the request of Ed Blawie when we were working on the design of the Great Kills facility. Before it was condemned, the Great Kills Bath House was heavily used as a meeting place; its loss took away one more space.

I hope you will keep in mind these uses and concerns as the plans for the future of Fort Wadsworth move forward. They may have already been addressed, but I just wanted to make sure they weren't overlooked. Please feel free to call on me for input as a long-time resident and active member of this community.

Sincerely,



Lenore Miller

COMMENTS

RESPONSES

F. Pizano

Ms Mary Gibson Scott
Superintendent
Gateway National Recreation Area
Sutton Island Unit
26 Miller Field
Sutton Island, New York 10396

Bear Superintendent Scott :

I urge you to include in proposals for site management mention of the significance of Fort Tompkins and Battery Weed to Herman Melville. Publicizing the Melville connection will certainly increase the "potential clientele" of the recreation area. While for many years Mary control of the property obscured the value of the site in "Melvilliana", press releases about the opening of the site and its literary importance would, no doubt, draw Melville scholars and enthusiasts to Fort Wadsworth. Melville has considerable "celebrity appeal" each year more literary tourists are without us this fall and work them on any other figure in American literature.

What should be included in publicity concerning the Melville connection to the site? Release of a few passages from the novel *Redburn* (1849), would serve to illustrate the importance of the site.

"Now on the right hand side of the Narrows as you go out, the land is quite high, and on top of a fine cliff is a great castle of fort, all in ruins, and with trees growing round it. It was built by Governor Tompkins in the time of the last war with England. . . . I had visited the place once when we lived in New York, as long ago almost as I could remember, with my father, and an uncle of mine. . . ."

"It was a beautiful place . . . very wonderful and romantic. . . . On the side away from the water was a green grove of trees."

"Yes, the fort was a beautiful, quiet, and charming spot. I should like to build a little cottage in the middle of it, and live there all my life. It was noon-day when I was there, in the month of June, and there was little wind to stir the trees, and everything looked as if it were waiting for something, and the sky overhead was as blue as my mother's eye, and I was so glad and happy then."

Melville biographer, Lewis Mumford, writes this of the writer's experience at Fort Tompkins: "Ever memorable was that June day when his father and Uncle John took Herman to Sutton Island, and they explored the ruin of a fort that had been hastily

- 1. The observations and writings of Herman Melville in regard to Fort Wadsworth certainly support the historic significance of the fort's military history and will be interpreted in the programs offered at the site.

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erected by Governor Tompkins. . . . The crumbling walls were a mystery : but . . . there was no sound but the twitter of birds, and a great shout of delight and happiness in the little boy's heart.

The recollection is, of course, of the old Fort Tompkins, but clearly the area had a profound effect on Melville's imagination. I have argued, as you know, in my article "Melville's 'Great Haven'" (additional off-print copies enclosed) that the effect was life-long. In "Daniel Orme" (1891)—the last fiction ever written by Melville—in this passage, Orme lay alone and dead on a height overlooking the seaward sweep of the great haven to whose shore, in his retirement from the sea, he had moored. . . . an evanescent terrace, destined for use in war, but in peace neglected and offering a sanctuary for anybody.

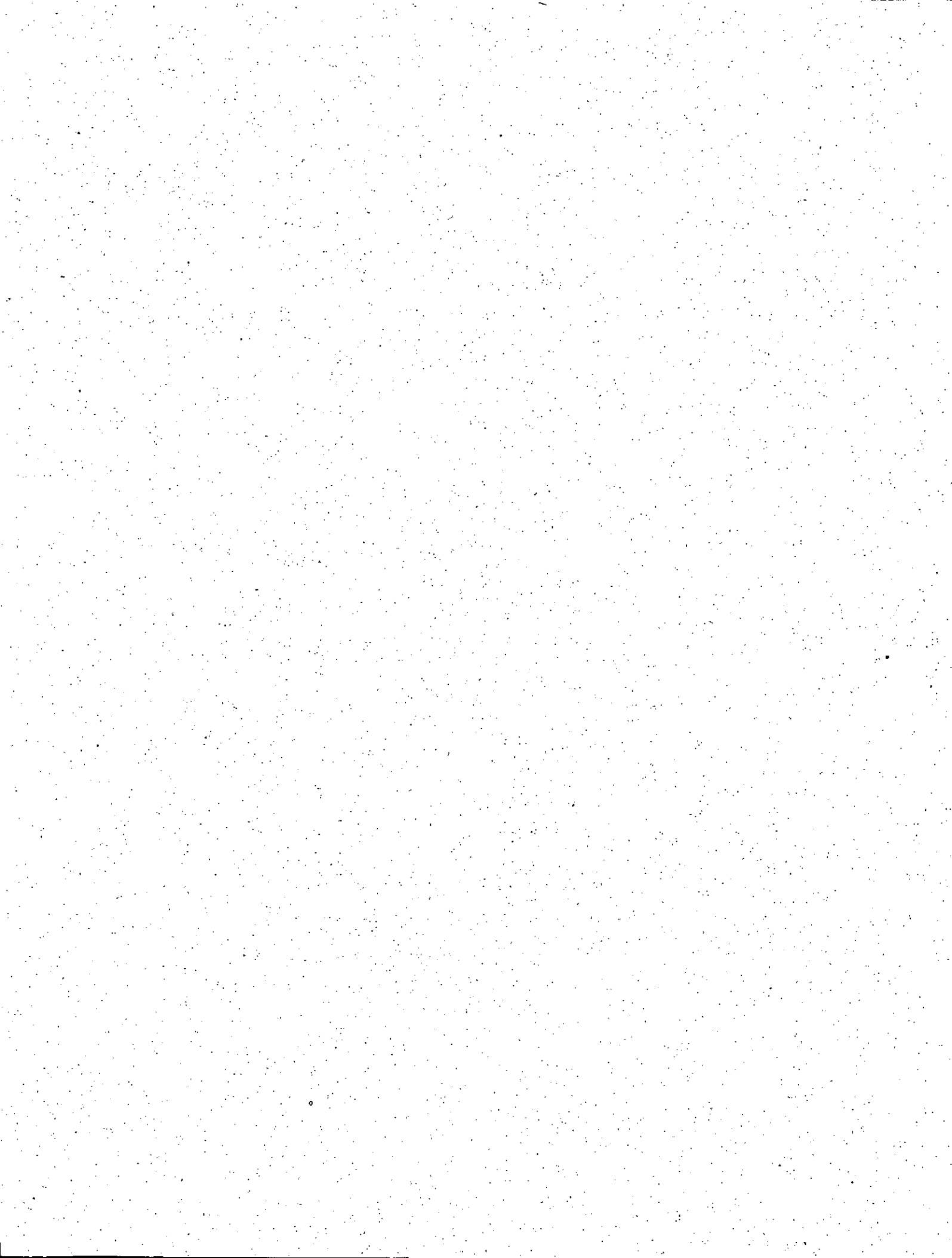
Keeping in mind the above, please consider some forms of recognition of the Melville presence—perhaps in the form of a plaque or marker inscribed with one of the quoted passages. Consider also the possibility of hosting a Melville conference. (Perhaps in conjunction with Wagner College or with the Staten Island branch campus of St. John's University.) In closing, I would also request that before executing plans to eliminate all further iron barney, that Melville's name be placed on the structure during one of his visits. I would be glad to organize volunteers to carry out this task.

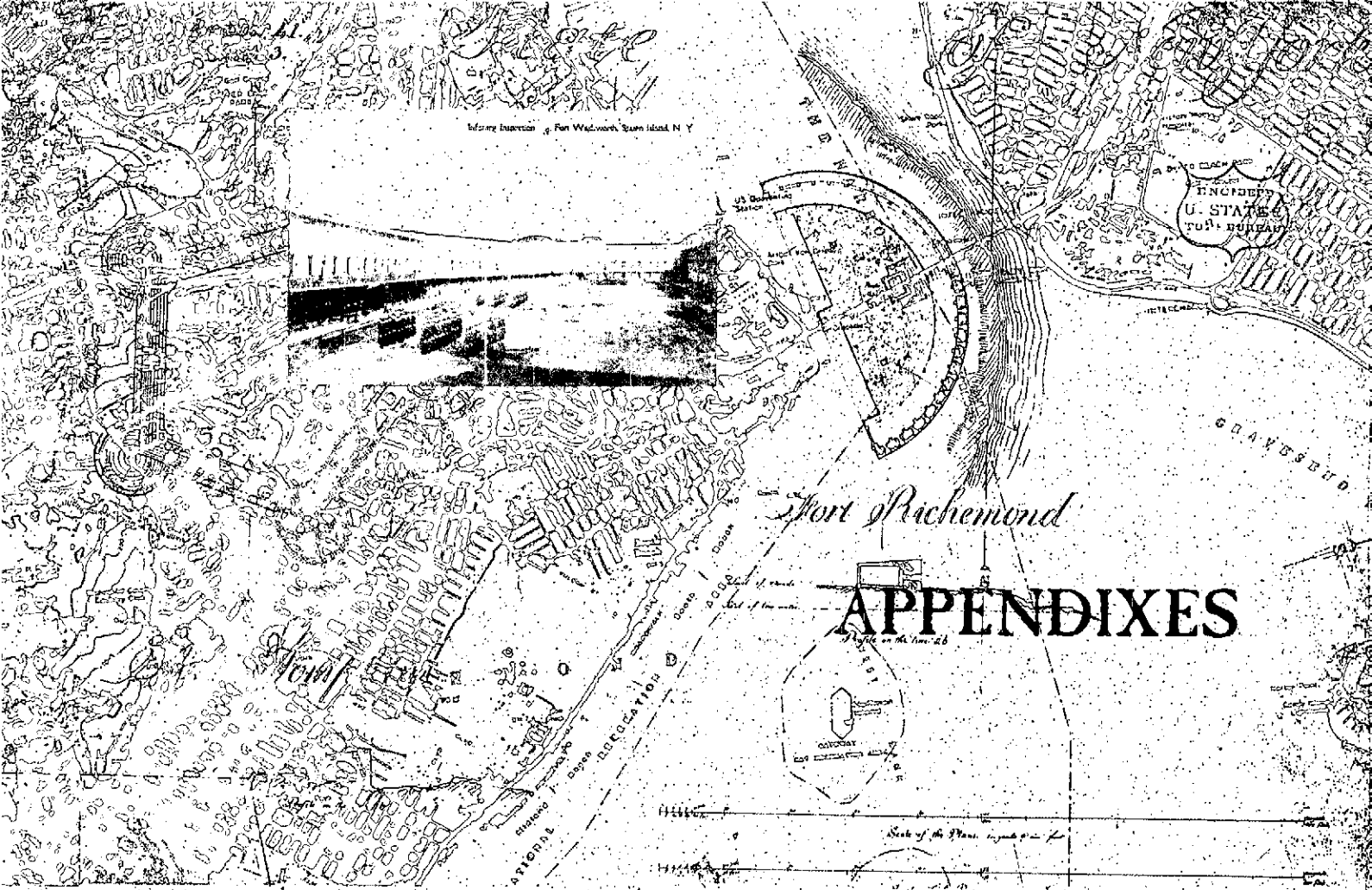
Sincerely,



Frank M. Pisano, Ph.D.

- 2. While Mr. Melville's writing may be quoted in future interpretive exhibits, it is NPS policy not to commemorate individuals in national park areas via commemorative plaques. By including this individual in interpretation, it becomes more of a living memorial.







APPENDIX A: ENABLING LEGISLATION

1308

PUBLIC LAW 92-592—OCT. 27, 1972

[86 STAT.

Public Law 92-592

AN ACT

October 27, 1972
[S. 1852]

To establish the Gateway National Recreation Area in the States of New York and New Jersey, and for other purposes.

Gateway National
Recreation
Area, N.Y.-N.J.
Establishment.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to preserve and protect for the use and enjoyment of present and future generations an area possessing outstanding natural and recreational features, the Gateway National Recreation Area (hereinafter referred to as the "recreation area") is hereby established.

(a) The recreation area shall comprise the following lands, waters, marshes, and submerged lands in the New York Harbor area generally depicted on the map entitled "Boundary Map, Gateway National Recreation Area," numbered 951-40017 sheets 1 through 3 and dated May, 1972:

(1) Jamaica Bay Unit—including all islands, marshes, bays, and submerged lands, and waters in Jamaica Bay, Floyd Bennett Field, the lands generally located between highway route 27A and Jamaica Bay, and the area of Jamaica Bay up to the shoreline of John F. Kennedy International Airport;

(2) Breezy Point Unit—the entire area between the eastern boundary of Jacob Riis Park and the westernmost point of the peninsula;

(3) Sandy Hook Unit—the entire area between Highway 36 Bridge and the northernmost point of the peninsula;

(4) Staten Island Unit—including Great Kills Park, Miller Field (except for approximately 26 acres which are to be made available for public school purposes), Fort Wadsworth, and the waterfront lands located between the streets designated as Cedar Grove Avenue, Seaside Boulevard, and Drury Avenue and the bay from Great Kills to Fort Wadsworth;

(5) Hoffman and Swinburne Islands; and

(6) All submerged lands, islands, and waters within one-fourth of a mile of the mean low water line of any waterfront area included above.

Boundary revisions, publication in Federal Register.

(b) The map referred to in this section shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior, Washington, District of Columbia. After advising the Committees on Interior and Insular Affairs of the United States House of Representatives and the United States Senate in writing, the Secretary of the Interior (hereinafter referred to as the "Secretary") is authorized to make minor revisions of the boundaries of the recreation area when necessary by publication of a revised drawing or other boundary description in the Federal Register.

Lands, waters, acquisition.

SEC. 2. (a) Within the boundaries of the recreation area, the Secretary may acquire lands and waters or interests therein by donation, purchase or exchange, except that lands owned by the States of New York or New Jersey or any political subdivisions thereof may be acquired only by donation.

(b) With the concurrence of the agency having custody thereof, any Federal property within the boundaries of the recreation area may be transferred, without consideration, to the administrative jurisdiction of the Secretary for administration as a part of the recreation area.

Federal property transfer.

(c) Within the Breezy Point Unit, (1) the Secretary shall acquire an adequate interest in the area depicted on the map referred to in section 1 of this Act to assure the public use of and access to the entire beach. The Secretary may enter into an agreement with any property owner or owners to assure the continued maintenance and use of all remaining lands in private ownership as a residential community composed of single-family dwellings. Any such agreement shall be irrevocable, unless terminated by mutual agreement, and shall specify, among other things:

Breezy Point Unit.

(A) that the Secretary may designate, establish and maintain a buffer zone on Federal lands separating the public use area and the private community;

(B) that all construction commencing within the community, including the conversion of dwellings from seasonal to year-round residences, shall comply with standards to be established by the Secretary;

(C) that additional commercial establishments shall be permitted only with the express prior approval of the Secretary or his designee.

(2) If a valid, enforceable agreement is executed pursuant to paragraph (1) of this subsection, the authority of the Secretary to acquire any interest in the property subject to the agreement, except for the beach property, shall be suspended.

(3) The Secretary is authorized to accept by donation from the city of New York any right, title, or interest which it holds in the parking lot at Rockaway which is part of the Marine Bridge project at Riis Park. Nothing herein shall be deemed to authorize the United States to extinguish any present or future encumbrance or to authorize the State of New York or any political subdivision or agency thereof to further encumber any interest in the property so conveyed.

Rockaway, parking lot, conveyance.

(d) Within the Jamaica Bay Unit, (1) the Secretary may accept title to lands donated by the city of New York subject to a retained right to continue existing uses for a specifically limited period of time if such uses conform to plans agreed to by the Secretary, and (2) the Secretary may accept title to the area known as Broad Channel Community only if, within five years after the date of enactment of this Act, all improvements have been removed from the area and a clear title to the area is tendered to the United States.

Jamaica Bay Unit.

Broad Channel Community.

SEC. 3. (a) The Secretary shall administer the recreation area in accordance with the provisions of the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1, 2-4), as amended and supplemented. In the administration of the recreation area the Secretary may utilize such statutory authority available to him for the conservation and management of wildlife and natural resources as he deems appropriate to carry out the purposes of this Act: *Provided*, That the Secretary shall administer and protect the islands and waters within the Jamaica Bay Unit with the primary aim of conserving the natural resources, fish, and wildlife located therein and shall permit no development or use of this area which is incompatible with this purpose.

Administration.

(b) The Secretary shall designate the principal visitor center constructed within the recreation area as the "William Fitts Ryan Visitor Center" in commemoration of the leadership and contributions which Representative William Fitts Ryan made with respect to the creation and establishment of this public recreation area.

William Fitts Ryan Visitor Center, designation.

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PUBLIC LAW 92-592—OCT. 27, 1972

[86 STAT.]

Federal-State
cooperative
agreements.

(c) The Secretary is authorized to enter into cooperative agreements with the States of New York and New Jersey, or any political subdivision thereof, for the rendering, on a reimbursable basis, of rescue, firefighting, and law enforcement services and cooperative assistance by nearby law enforcement and fire preventive agencies.

Water resource
developments.

(d) The authority of the Secretary of the Army to undertake or contribute to water resource developments, including shore erosion control, beach protection, and navigation improvements (including the deepening of the shipping channel from the Atlantic Ocean to the New York harbor) on land and/or waters within the recreation area shall be exercised in accordance with plans which are mutually acceptable to the Secretary of the Interior and the Secretary of the Army and which are consistent with both the purpose of this Act and the purpose of existing statutes dealing with water and related land resource development.

Airway facilities,
maintenance,
operation, and
installation.

(e) The authority of the Secretary of Transportation to maintain and operate existing airway facilities and to install necessary new facilities within the recreation area shall be exercised in accordance with plans which are mutually acceptable to the Secretary of the Interior and the Secretary of Transportation and which are consistent with both the purpose of this Act and the purpose of existing statutes dealing with the establishment, maintenance, and operation of airway facilities: *Provided*, That nothing in this section shall authorize the expansion of airport runways into Jamaica Bay or air facilities at Floyd Bennett Field.

Hunting, fishing,
and trapping.

(f) The Secretary shall permit hunting, fishing, shellfishing, trapping, and the taking of specimens on the lands and waters under his jurisdiction within the Gateway National Recreation Area in accordance with the applicable laws of the United States and the laws of the States of New York and New Jersey and political subdivisions thereof, except that the Secretary may designate zones where and establish periods when these activities may not be permitted for reasons of public safety, administration, fish or wildlife management, or public use and enjoyment.

Sandy Hook and
Staten Island
Units.

(g) In the Sandy Hook and Staten Island Units, the Secretary shall inventory and evaluate all sites and structures having present and potential historical, cultural, or architectural significance and shall provide for appropriate programs for the preservation, restoration, interpretation, and utilization of them.

Donations.

(h) Notwithstanding any other provision of law, the Secretary is authorized to accept donations of funds from individuals, foundations, or corporations for the purpose of providing services and facilities which he deems consistent with the purposes of this Act.

Gateway National
Recreation Area
Advisory Commission,
establishment,
termination,
Membership.

SEC. 4. (a) There is hereby established a Gateway National Recreation Area Advisory Commission (hereinafter referred to as the "Commission"). Said Commission shall terminate ten years after the date of the establishment of the recreation area.

(b) The Commission shall be composed of eleven members each appointed for a term of two years by the Secretary as follows:

- (1) two members to be appointed from recommendations made by the Governor of the State of New York;
- (2) two members to be appointed from recommendations made by the Governor of the State of New Jersey;
- (3) two members to be appointed from recommendations made by the mayor of New York City;
- (4) two members to be appointed from recommendations made by the mayor of Newark, New Jersey; and

(5) three members to be appointed by the Secretary to represent the general public.

(c) The Secretary shall designate one member to be Chairman. Any vacancy in the Commission shall be filled in the same manner in which the original appointment was made.

Chairman.

(d) A member of the Commission shall serve without compensation as such. The Secretary is authorized to pay the expenses reasonably incurred by the Commission in carrying out its responsibility under this Act upon vouchers signed by the Chairman.

Expenses.

(e) The Commission established by this section shall act and advise by affirmative vote of a majority of the members thereof.

(f) The Secretary or his designee shall, from time to time, consult with the members of the Commission with respect to matters relating to the development of the recreation area.

Appropriation.

SEC. 5. There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act, but not more than \$12,125,000 for the acquisition of lands and interests in lands and not more than \$92,813,000 (July, 1971 prices) for development of the recreation area, plus or minus such amounts, if any, as may be justified by reason of ordinary fluctuations in the construction costs as indicated by engineering cost indices applicable to the type of construction involved herein.

Approved October 27, 1972.

APPENDIX B: LIST OF STRUCTURES

The following consolidated list of structures at Fort Wadsworth (based on information provided by the U.S. Navy, OZ Architecture, and NPS staff) includes building number, name, date, and status as contributing or non-contributing (NC or C) within the proposed historic district. This list is limited to buildings

and structures but does not include objects or other landscape features such as roads, walls or fields. It should further be noted that this list has not been completely field checked, and that further research and field work may reveal changes in name, date, and national register status.

TABLE E-1. FORT WADSWORTH BUILDING INVENTORY

101	Housing	1933	C	NPS
102	Housing	1939	C	NPS
103	Housing	c. 1870	C	NPS
104	Detached garage	1936	C	NPS
105	Detached garage	1932	C	NPS
106	Housing	1932	C	NPS
107	Housing	1932	C	NPS
109	Administrative (former officers' club)	1938	C	NPS
110	Housing	1933	C	NPS
111	Housing	1890	C	NPS
112	Housing	1890	C	NPS
113	Housing	1890	C	NPS
114	Housing	1889	C	NPS
115	Housing	1933	C	NPS
116	Detached Garage	1935	C	NPS
117	Detached garage	1935	C	NPS
118	Housing	1960	NC	NPS
119	Housing	1939	C	NPS
120	Offices/visitor center	1994	NC	NPS
125	Substation	1940	C	NPS
133	Battery Duane	1895-97	C	NPS
137	Fort Tompkins	1859-76	C	NPS
138	MARS station (inside wall at Tompkins)	1900	C	NPS
139	Signal storage (inside wall at Tompkins)	1891	C	NPS

APPENDIXES

140	Rod and gun club	pre 1940	C	NPS
141	North dock/supply wharf	c. 1850	C	NPS
147	Torpedo storage	1894	C	NPS
148	General warehouse	1939	C	NPS
150	Guardhouse	1861	C	NPS
151	Battery Weed	c. 1861	C	NPS
155	Battery Caflin	1902-04	C	NPS
201	North gatehouse	1990	NC	NPS
203	Chapel	1963	NC	NPS
204	Gymnasium	1962	NC	other
205	Theater	1960	NC	other
206	Post exchange — commissary	1960	NC	other
208	Administrative office	1961	NC	other
209	Admin/computer center	1960	NC	other
210	Infantry battalion barracks	1929	C	NPS
211	Open warehouse	1939	C	NPS
214	Electric distr.	1962	NC	other
215A-F	Bachelor enlisted quarters building	1990	NC	other
216	Dining facility (BEQ)/galley	1990	NC	other
220	Gate office	1989	NC	NPS
221	Handball court	1960	NC	other
222	Housing	1962	NC	other
223	Housing	1960	NC	other
301	Motor pool	1938	C	NPS
302	Motor pool	1937	C	NPS
303	Motor pool office	1938	C	NPS
305	Administrative office	1900	C	NPS
306	Warehouse	1960	NC	NPS
307	Ready magazine	1910	C	NPS
309	Stables (storage)	1931	C	NPS
310	NPS office	1927	C	NPS
315	Battery Upton	1896-99	C	NPS
316	Battery Barbour	1898	C	NPS

Appendix B: List of Structures

316A	Battery Bacon	1899	C	NPS
316B	Battery Turnbull	1902-03	C	NPS
317	Battery Hudson	1898-99	C	NPS
318	Battery Mills	1899-1900	C	NPS
319	Battery Dix	1902	C	NPS
320	Command post	1943	C	NPS
321	Battery Barry	1897-99	C	NPS
339	Small arms range/hangar	1944	C	NPS
352	Carriage club	1921	C	NPS
354	Police station	1960	NC	NPS
355	Ammo storage	1960	NC	NPS
356	Reserve training building	1974	NC	other
357	Vehicle shop	1977	NC	other
358	Public works shop	1992	NC	other
375	Gas station	ND	NC	NPS
404	West gatehouse	1939	C	NPS
406	Gatehouse	pre 1895	C	NPS
408	Navy Lodge	1991	NC	other
421	Battery Richmond	1898-99	C	NPS
422	Battery Ayers	1900-1901	C	NPS
423	Housing	1989	NC	other
424	Housing	1989	NC	other
425	Housing	1989	NC	other
426	Housing	1989	NC	other
427	Housing	1989	NC	other
428	Housing	1989	NC	other
429	Housing	1989	NC	other
430	Housing	1989	NC	other
431	Housing	1989	NC	other
432	Housing	1989	NC	other
433	Housing	1989	NC	other
434	Housing	1989	NC	other
435	Housing	1989	NC	other

APPENDIXES

435A/B	Housing/office	1959	NC	NPS
436	Housing	1990	NC	other
437	Housing	1990	NC	other
438	Housing	1990	NC	other
439	Housing	1990	NC	other
440	Housing	1990	NC	other
441	Housing	1990	NC	other
442	Housing	1990	NC	other
442A/B	Youth Center	1952	NC	other
443	Housing	1990	NC	other
444	Housing	1990	NC	other
445	Housing	1990	NC	other
446	Housing	1990	NC	other
447	Housing	1990	NC	other
448	Housing	1990	NC	other
449	Housing	1990	NC	other
450	Housing	1990	NC	other
451	Housing	1990	NC	other
452	Housing	1990	NC	other
453	Housing	1990	NC	other
454	Housing	1990	NC	other
453A	Detached carport	1990	NC	other
454A	Detached carport	1990	NC	other
455	Jr. officer housing	1990	NC	other
455A	Detached carport	1990	NC	other
456	Jr. officer housing	1990	NC	NPS
457	Jr. officer housing	1990	NC	NPS
458	Jr. officer housing	1990	NC	NPS

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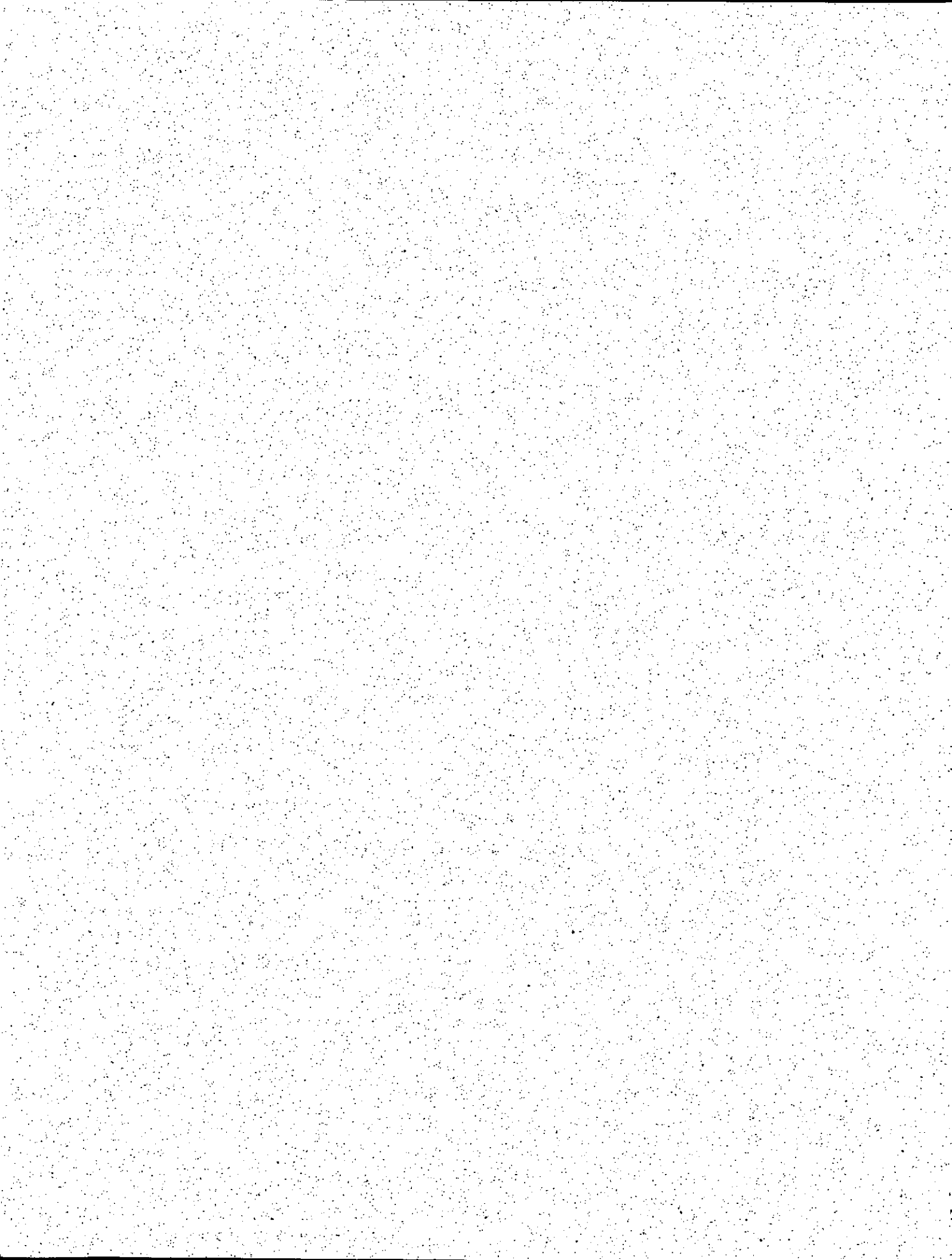
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Langan Engineering and Environmental Services — Subcontractor, Elmwood Park, New Jersey
OZ Architecture — Prime Consulting Contractor, Denver, Colorado





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 wise use of our land and water resources, protecting our fish and wildlife, preserving the environmental and cultural values of our national parks and historical 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. The department also promotes the goals of the Take Pride in America campaign by encouraging stewardship and citizen responsibility for the public lands and promoting 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.

