NATIONAL PARK SERVICE • U.S. DEPARTMENT OF THE INTERIOR

Foundation Document

Castle Clinton National Monument

New York

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Robert F
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Park
Battery Pl
Castle Clinton
National Monument
Battery
Upper Bay
State St
Whitehall St
Beaver St
S William St
Stone St
Bridge St
Pearl St
Water St
Broad St
South St
478
Whitehall
Terminal
Manhattan
Battery
Maritime
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Feet



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Mission of the National Park Service

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

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

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

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

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



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

Introduction

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

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

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



Part 1: Core Components

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

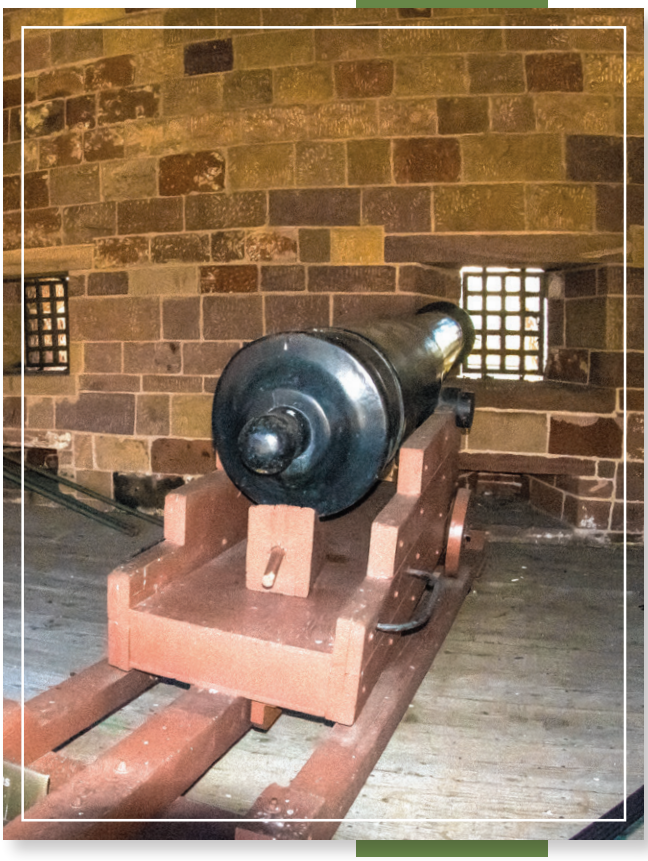
Brief Description of the Park

Located at the southern tip of Manhattan Island, Castle Clinton stands where New York City began and represents not only the city's growth, but the growth of a nation. Initially intended to prevent a British invasion in 1812, the fortification has transformed over the years to welcome theatergoers, immigrants, sightseers, and now, millions of visitors to New York Harbor.

Castle Clinton was one of four fortifications built within the New York Harbor to protect the city from British invasion. Designed by Lt. Col. Jonathan Williams, it was constructed on the rocks off the tip of Manhattan between 1808 and 1811 as a single-tiered, open casemated structure, almost circular in plan (about 26,000 square feet in area) and made of sandstone blocks. On March 27, 1812, General Joseph Bloomfield was appointed to the command of all the fortifications in New York City and harbor. He established his headquarters at Castle Clinton. The fortification was fully armed with 28 cannons, each with the ability to fire a 32-pound ball a distance of 1.5 miles. The four forts in the harbor kept the British Navy at bay, and soldiers at Castle Clinton never had occasion to fire upon the enemy.

In 1823, the fort was deeded to New York City. The following summer a new restaurant and entertainment center opened at the site, renamed Castle Garden. A roof was added in the 1840s, and Castle Garden served as an opera house and theater until 1854. Many new inventions were demonstrated there, including the Morse telegraph, Colt revolving rifles, steam-powered fire engines, underwater electronic explosives, and the "centrifugal railway" or roller coaster.

On August 3, 1855, Castle Garden opened as an immigrant landing depot, managed by the State of New York. The creation of Castle Garden, the first official immigrant processing center, represented a country at a crossroads, signaling a change in American immigration policy, and in the ways through which immigrants became Americans. During the next 34 years, over 8 million people entered the United States through Castle Garden. Two out of every three immigrants to the United States during this period passed through the Castle Garden. It closed on April 18, 1890.



With the federal government taking control of immigration and the opening of Ellis Island, Castle Garden's time as an immigration center ended. The building was remodeled once again and reopened as the New York City Aquarium on December 10, 1896. The exotic fish and Beluga whale made the aquarium one of the city's most popular attractions. More than 30,000 visitors visited the aquarium on opening day, and it averaged over 5,000 people per day. The New York City Aquarium moved in 1941.

Saved from demolition in 1946, Castle Clinton was restored to its original design by the National Park Service. The site reopened in 1975 as Castle Clinton National Monument. The facility is now used for two separate functions: as a historic site with its own interpretive focus and as a ticketing facility for the Statue of Liberty-Ellis Island ferry.

Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Castle Clinton National Monument was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The park was established when the enabling legislation adopted by Congress was signed into law on August 12, 1946 (see appendix A for enabling legislation and legislative acts). The purpose statement lays the foundation for understanding what is most important about the park.

The purpose of Castle Clinton National Monument is to preserve and interpret an outstanding landmark of the growth of the United States that represents more than 200 years of continuous, adaptative use illustrating important aspects of American military, social, and immigration history.



Park Significance

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

The following significance statements have been identified for Castle Clinton National Monument. (Please note that the sequence of the statements does not reflect the level of significance.)

1. The site of Castle Clinton is one of New York City's last surviving links to its early Federal past and reflects a continuum of uses shaped by the growth of New York City and the changing societal priorities of the nation.

2. The site of Castle Clinton represents the nation's changing attitude toward preservation during the 19th and 20th centuries. The site has undergone four transformations, each time balancing preservation with the national and popular needs at that particular time. From its original use as a military fortification (1808–1823), to entertainment and reception center (1823–1854), immigration depot (1855–1890), and finally the New York Aquarium (1896–1941), the site now stands as a monument to our national growth.

3. For nearly 200 years after the first European settlement, the southern tip of Manhattan Island, long known as The Battery, was an important defensive position for New York City. Castle Clinton represents the last in a series of harbor defense sites that, starting with the 1626 Dutch settlement, guarded Manhattan Island at The Battery.

4. From 1855 to 1890, Castle Garden was the principal immigration station for the United States, receiving almost 8 million immigrants. The immigration station, a precursor to federal stations, was one of the earliest locations for providing information to immigrants on the basics of living in the United States.



Fundamental Resources and Values

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

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

The following fundamental resources and values have been identified for Castle Clinton National Monument:

- **The Site of Castle Clinton.** The original Castle Clinton fortress was constructed as an island approximately 200 feet off the tip of Manhattan. The island was joined to Manhattan with landfill in 1848 becoming part of what is now Battery Park. Alterations to the structure throughout the 19th and 20th centuries modified the original structure's materials, interior layout, and surrounding landscape. The current structure is the result of restoration work completed by the National Park Service in 1975, which returned the structure to its original fortress appearance. The only elements remaining of the original structure are select pieces of the foundation and sandstone walls.
- **Collections.** Collections related to Castle Clinton are primarily archival in nature and document various periods of the site's use. The collection includes lithographs, prints, clippings, sheet music, postcards, programs, invitations, photographs and lantern slides, textiles, books, and official documents.
- **Connections to New York Harbor.** The location of Castle Clinton at the tip of Manhattan provides a number of important connections for visitors and residents of New York City. Protection of public spaces and access to New York Harbor are valued elements of the park. Views of the harbor, including views of the Statue of Liberty, Ellis Island, and Governor's Island all contribute to the visitor experience and understanding of the importance of the site. The view of Castle Williams on Governor's Island illustrates the interdependence of the various harbor fortifications of the early 19th century. Nearby Ellis Island illustrates the vast expansion of immigrant processing by the end of the 19th century.





Related Resources

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

The following related resources have been identified for Castle Clinton National Monument:

- **New York Harbor's Forts.** Numerous disputes and increased tension between France, Great Britain, and the United States in the early 1800s led many of America's harbor cities to begin building forts for protection. Four forts including Castle Clinton (originally named Southwest Battery) were constructed in upper New York Bay to defend New York Harbor. The other three forts were Castle Williams on Governor's Island, Fort Wood on Bedloe's Island (known today as Liberty Island), and Fort Gibson on Ellis Island. Others were built at the Narrows, Sandy Hook, and along the Long Island approaches to the city.
- **The Park.** Battery Park was designed in 1910 as part of New York City's beautification movement. The 22.98-acre park, now known as The Battery, surrounds Castle Clinton and provides public park space to residents and visitors of New York City. It provides additional views of New York Harbor and its historic elements as well as space for additional visitor amenities and waysides. The Battery Conservancy provides assistance to the New York Parks Department in maintaining The Battery.
- **Ellis Island.** Following the closure of Castle Clinton as the primary immigration station for the Port of New York, Ellis Island was used as the federal immigration station from 1892 to 1954.
- **Lower East Side Tenement Museum.** Built in 1863, the historic tenement museum portrays the living and working conditions of generations of immigrants who entered the country through New York Harbor, including those who arrived through Castle Garden.





Interpretive Themes

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

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

The following interpretive themes have been identified for Castle Clinton National Monument:

- **Preservation/Adaptive Reuse.** Castle Clinton and surrounding Battery Park have continually been "reinvented" over the course of more than 200 years, each consecutive rethinking of the use of the area a reflection of changing societal needs, concerns, and attitudes, both nationally, and in the city of New York.
- **Military Defense.** Castle Clinton served as the last line of defense in a larger system of forts protecting New York Harbor, a port with immense strategic value, from attack by foreign naval forces.
- **Immigration.** The creation of Castle Garden, the first official immigrant processing center in the nation, represented a country at a crossroads, signaling a change in American immigration policy, and in the ways through which immigrants became Americans. Castle Garden set more than 8 million immigrants on the road to new lives in America.
- **Public Gathering Space.** Serving symbolically as New York City's front door and village green, Castle Clinton and the surrounding Battery Park have provided a setting for popular entertainment, a welcoming station for prominent visitors, and a staging ground for soldiers undertaking a variety of missions.

Part 2: Dynamic Components

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

Special Mandates and Administrative Commitments

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

For more information about the administrative commitments for Castle Clinton National Monument, please see appendix B. No special mandates exist for Castle Clinton National Monument.

Assessment of Planning and Data Needs

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

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

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

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

Analysis of Fundamental Resources and Values

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



Fundamental Resource or Value	The Site of Castle Clinton
Related Significance Statements	Significance statements 1, 2, 3, and 4.
Current Conditions and Trends	**Conditions** • Castle Clinton serves as the ticketing location for ferry trips to Ellis Island and the Statue of Liberty. • Over the years, many cracks have appeared in the restored sandstone walls of Castle Clinton. Despite numerous attempts to patch and repair these walls, the cracks continue to expand, and pieces of the historic fabric have fallen, creating a potentially hazardous condition for park visitors. Currently, a study of the stability of the foundation is being undertaken prior to developing a comprehensive repair program. • A heavy infestation of rats and squirrels is an ongoing problem at Castle Clinton. • At high tide, water rises in the basement of the magazines due to the extremely low elevation of Castle Clinton above sea level. • The roof is in good condition following recent repairs. Continuous maintenance on the roof is required primarily due to its location on the harbor. • High visitation results in rapid wear and tear of visitor amenities, especially the restrooms. • Utilities and storage spaces are impacting the views and historical appearance of the structure. Storage spaces include those used by the park, contracted security guards, and cruise concessioners (for the Statue of Liberty / Ellis Island). • Past archeological surveys (borings) have uncovered evidence of the timbers the fort was built upon. It is highly likely that additional buried cultural resources exist around the walls of the fort. **Trends** • The ferry ticketing sales are expected to continue at Castle Clinton, occupying a large portion of the interior space and detracting from the visitor experience and understanding of the historic site. • Throughout the year, many varied special events are staged at Castle Clinton after the conclusion of the daily operations.

Fundamental Resource or Value	The Site of Castle Clinton
Threats and Opportunities	**Threats** • Weather (especially severe storm events) have the potential to impact the exterior fabric of all structures. • Increasing severity of coastal storms and rising sea levels will impact the historic sandstone walls and the basement of the magazines. Sea level rise and storm surge have the potential to be increasingly frequent and possibly lead to permanent inundation, limiting the lifespan of the park unit. • Ticket scalpers (selling tickets for the Statue of Liberty and Ellis Island) deter from the visitor experience. Scalpers are confrontational. • Vandalism to park resources after hours. • Temporary storage and utility structures placed within the casemates prevent visitors from viewing these essential military features that define the purpose of Castle Clinton National Monument. **Opportunities** • The growing residential population of Lower Manhattan in the vicinity of The Battery, along with the expansion of visitor amenities in the park near Castle Clinton, will provide a greater potential audience for evening programs. • Research other options for security screening for the Statue of Liberty. • Increase concerts to entice new visitors to the park. • Include Wi-Fi capabilities to expand functionality of exhibits. • Future compliance projects or archeological surveys have the potential to reveal more of the archeology related to this resource. • Enroll in National Park Service Climate Friendly Parks program to help improve the park's sustainability and environmental leadership. • Provide local air quality health advisories for ozone and particulate matter to staff and visitors. • Work with The Battery Conservancy to explore the potential of adaptively reusing Castle Clinton as a cultural event venue. • Coordinate with the New York City Planning Department in their Climate Resiliency initiative to improve the ability of flood-prone areas (including The Battery) to recover from climate-related events, such as flooding and storm surge.
Existing Data and Plans Related to the FRV	• Historic Structure Report for Castle Clinton (1962, revised and expanded in 2016). • Castle Clinton Cistern and Door Restoration Completion Report (1990). • Casement Deck Replacement, Castle Clinton Completion Report (1992). • Castle Clinton Roof, Magazine Cover, and Gutter Repairs (1994). • Castle Clinton National Monument Evaluation of Exterior Stone and Structure (1998). • Castle Clinton Archeological Overview and Assessment (1999). • Castle Clinton National Monument Draft Environmental Assessment (2002). • MASI 2011 An Archeological Overview and Assessment (2013). • Long-Range Interpretive Plan (2009).
Data and/or GIS Needs	• Visitor use study. • National Register of Historic Places nomination (update). • Historic resource study. • Interior Collections Management System update. • Climate change vulnerability assessment.

Fundamental Resource or Value	The Site of Castle Clinton
Planning Needs	• Visitor use management plan. • Exhibit plan. • Security survey and plan. • Castle Clinton building management plan. • Climate change adaptation plan. • Park partner action strategy. • Information technology assessment and plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	**Laws, Executive Orders, and Regulations That Apply to the FRV** • Americans with Disabilities Act • Architectural Barriers Act • Clean Air Act of 1977 • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • National Historic Preservation Act of 1966, as amended • "Protection of Historic Properties" (36 CFR 800) • "Americans with Disabilities Act (ADA) Accessibility Guidelines for Buildings and Facilities; Architectural Barriers Act (ABA) Accessibility Guidelines" (36 CFR 1191) • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" **NPS Policy-level Guidance (NPS *Management Policies 2006* and Director's Orders)** • NPS *Management Policies 2006* (chapter 5) "Cultural Resource Management" • NPS *Management Policies 2006* (chapter 7) "Interpretation and Education" • Director's Order 6: *Interpretation and Education* • Director's Order 28: *Cultural Resource Management* • Director's Order 42: *Accessibility for Visitors with Disabilities in National Park Service Programs and Services* • Director's Policy Memorandum 12-02, "Applying NPS Management Policies in the Context of Climate Change" • Director's Policy Memorandum 14-02, "Climate Change and Stewardship of Cultural Resources" • Director's Policy Memorandum 15-01, "Addressing Climate Change and Natural Hazards for Facilities" • *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings* • *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes*



Fundamental Resource or Value	Collections
Related Significance Statements	Significance statements 1, 2, 3, and 4.
Current Conditions and Trends	**Conditions** • Castle Clinton is located within the 100-year floodplain. Original collections are not used for permanent exhibits and are stored in the Staten Island Unit of Gateway National Recreation Area. Temporary exhibits using original artifacts are only installed with special precautions to ensure their protection. • Collections are primarily archival with an emphasis on period illustration. The collection is valuable in the field of urban renewal planning. • Access to view the collection is available, but has to be arranged in advance. **Trends** • Off-site collection storage is expected to continue indefinitely because of environmental conditions and the lack of appropriate space at Castle Clinton.
Threats and Opportunities	**Threats** • None identified. **Opportunities** • Digitize and place collections in an online database.
Existing Data and Plans Related to the FRV	• Scope of Collection Statement (2011).
Data and/or GIS Needs	• Digitize collections and share online. • Interior Collections Management System update.
Planning Needs	• Information technology assessment and plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	**Laws, Executive Orders, and Regulations That Apply to the FRV** • "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79) • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • "Management of Museum Properties" (16 USC 18f) • Museum Properties Management Act of 1955, as amended • National Historic Preservation Act of 1966, as amended • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" **NPS Policy-level Guidance (NPS *Management Policies 2006* and Director's Orders)** • Director's Order 24: *NPS Museum Collections Management* • Director's Order 28: *Cultural Resource Management* • NPS *Management Policies 2006* (§8.10) "Natural and Cultural Studies, Research, and Collection Activities" • NPS *Management Policies 2006* (chapter 5) "Cultural Resource Management" • NPS *Museum Handbook*, parts I, II, and III

Fundamental Resource or Value	Connections to New York Harbor
Related Significance Statements	Significance statements 1, 2, and 3.
Current Conditions and Trends	**Conditions** • The majority of these resources are in good condition. There are no large obstructions blocking historic views of Castle Clinton. The line of sight from Battery Park and Castle Clinton to the other associated harbor forts is currently obstructed by security screening tents for the Statue of Liberty / Ellis Island ferry boats. There is currently a study underway to evaluate other options for the security screening tents outside of The Battery. • Battery Park surrounding Castle Clinton is open year-round for permanent public access to the waterfront. Occasional construction projects may temporarily close some areas. • Views to other New York Harbor icons are obscured by the security screening area for the Statue of Liberty / Ellis Island. • Views across New York Harbor are sometimes obscured by pollution-caused haze from sources, including coal-fired power plants, vehicle exhaust, urban development, dust, and agriculture. **Trends** • The New York and New Jersey skylines and coastlines are always changing (e.g., the construction of new buildings and the establishment of waterside parks).
Threats and Opportunities	**Threats** • Fog, rain, and snow can partially or completely obscure all harbor views. • The Statue of Liberty / Ellis Island screening tent is considered to be a visual intrusion on the landscape. • Air tours of the harbor's iconic destinations can impact the acoustical experience for visitors. • The New York City Parks Department is in the early planning stages of reconstructing the Battery Promenade in front of Castle Clinton. Although impacts to Castle Clinton are unknown at this time, reconstruction efforts could impact views to and from Castle Clinton. **Opportunities** • Enroll in National Park Service Climate Friendly Parks program to help improve the park's sustainability and environmental leadership.
Data and/or GIS Needs	• Visual resource inventory.
Planning Needs	• None identified.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	**Laws, Executive Orders, and Regulations That Apply to the FRV** • National Historic Preservation Act of 1966, as amended • Clean Air Act of 1977 **NPS Policy-level Guidance (NPS *Management Policies 2006* and Director's Orders)** • NPS *Management Policies 2006* (§1.6) "Cooperative Conservation Beyond Park Boundaries" • NPS *Management Policies 2006* (§1.10) "Partnerships" • NPS *Management Policies 2006* (§1.4) "Park Management" • NPS *Management Policies 2006* (§1.6) "Cooperative Conservation Beyond Park Boundaries" • NPS *Management Policies 2006* (§3.1) "General" • NPS *Natural Resource Management Reference Manual 77*

Identification of Key Issues and Associated Planning and Data Needs

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

The following are key issues for Castle Clinton National Monument and the associated planning and data needs to address them:

- **Operational Efficiency and Management of Multiple Park Units.** Castle Clinton National Monument is one of nine NPS units within the Manhattan Sites Administration. All nine sites fall under a single management group, sharing staff and various administrative resources. The historic buildings and landscapes that make up these nine parks are woven into the urban fabric of New York City and are spread out over numerous city blocks. Roughly 21 miles from the southernmost park to the northernmost park, it is roughly a 1.5 hour commute one way. The large number of sites, their geographic distribution, and their various visitation levels create logistical challenges for meeting stewardship and maintenance objectives as well as providing appropriate staffing levels and visitor access. A comprehensive understanding of each site's maintenance, visitation, and staffing needs would guide management in balancing the operational needs at each park.

  - *Associated planning and data needs:* Business plan, park partner action strategy, visitor use study, information technology assessment and plan

- **Security of Park Resources.** Like many of New York City's icons, Castle Clinton National Monument has the potential to be a target for terrorist threats. In addition to terrorist threats, vandalism to the resources is a common issue with urban parks. The park has to maintain staffing and security levels, as well as commissioned security guards, to protect the park's assets. Sustaining this level of security is costly and continuing to become more so, as staff training and new technologies are needed. Balancing ongoing security concerns with the need to provide public access presents many challenges for park managers.

  - *Associated planning and data needs:* Security survey and plan, information technology assessment and plan

- **Resource Stewardship and Visitor Experience.** Castle Clinton National Monument hosts a large number of visitors each day (17,000/day in the summer). Facility upkeep can be a challenge for the limited staff. Evaluation of maintenance and visitor use and establishment of strategies to manage congestion and demand would improve visitor experience.

  - *Associated planning and data needs:* Visitor use study, visitor use management plan, park partner action strategy, security survey and plan, Castle Clinton building management plan

Planning and Data Needs

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

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

Planning Needs – Where A Decision-Making Process Is Needed

Related to an FRV or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
FRV, Key Issue	Visitor use management plan	H	Using data collected during the visitor use study, this plan would evaluate appropriate types and levels of visitation, visitor flow through the site, and visitor security (including security for Statue Cruises and Statue of Liberty and Ellis Island security screening tents). It would also set goals in regard to resource and infrastructure carrying capacity.
FRV	Exhibit plan	H	This plan is needed to create a comprehensive set of exhibits and wayfinding panels for the park.
FRV	Climate change adaptation plan	H	Using the climate change vulnerability assessment, this plan would develop adaptation strategies designed to protect Castle Clinton from (or minimize the impacts of) climate change.
Key Issue	Business plan	H	A comprehensive business plan is needed for the eight Manhattan national parks. The plan would provide a vision, goals, and clear parkwide operational priorities to address major organizational and administrative challenges. This plan would also provide information regarding day-to-day operations, tasks, and activities involved in running each park unit, while focusing on balancing staffing capacity issues and management strategies for the operations of all eight park units.
FRV, Key Issue	Security survey and plan	H	This plan would be used to address current security and access issues. The plan could be completed in cooperation with Statue of Liberty National Monument and Ellis Island.

Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV or Key Issue?	**Planning Needs**	**Priority (H, M, L)**	**Notes**
FRV, Key Issue	Park partner action strategy	M	The park partner action strategy is an approach to aligning park and partner goals, resulting in a tangible action strategy that defines the future direction of the partnership. The strategy may be used with a variety of partners across all of the Manhattan national parks to clarify park and partner roles and identify mutually beneficial strategies, actions, and tools for implementation.
FRV, Key Issue	Information technology assessment and plan	M	An information technology plan is needed for all of the Manhattan parks to provide strategic guidance for developing and updating aging IT infrastructure. This plan would help address the technology challenges and network security needs associated with managing multiple locations and the distribution of park staff in numerous buildings spread throughout New York City. Such a plan would guide updating computer system networks, while proactively identify future technology needs.
FRV, Key Issue	Castle Clinton building management plan	M	A building management plan would set a comprehensive vision for Castle Clinton. The plan would address building use, overall building systems operations, and cyclical maintenance goals, while taking into account the protection of historic fabric and long-term resource stewardship of the structure. (Could be combined with visitor use management plan and/or security survey and plan.)

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV or Key Issue?	**Data and GIS Needs**	**Priority (H, M, L)**	**Notes, Including Which Planning Need This Data Need Relates To**
FRV	Visual resource inventory	H	This inventory would identify the scenic quality and National Park Service visual values of important views.
FRV	Climate change vulnerability assessment	H	This assessment would look at Castle Clinton's vulnerability to climate change (storm surge and sea level rise especially) and provide baseline data to be used in a climate change adaptation plan.
FRV, Key Issue	Visitor use study	M	This study would include all of the Manhattan national parks that fall under one administrative unit (the Manhattan sites). It would be used to inform management of visitor use patterns and assess the potential impacts of programs and activities.
FRV	Historic resource study	M	This study would encompass all topics of significance at the park. The study would help the park link the stories together and fill in some of the unknowns.
FRV	Interior Collections Management System update	M	The park's collections and archives need to be updated in the Department of the Interior Collection Management System.
FRV	Digitize collections and share online	M	Digitize the remaining collections and upload them to the park's online database.
FRV	National Register of Historic Places nomination (update)	L	This update would expand on the existing national register nomination, filling in missing gaps, and include new research that may expand or elaborate on the significance of the park and/or list of fundamental resources.

Part 3: Contributors

Castle Clinton National Monument

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

NPS Northeast Region

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

Other NPS Staff

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Laura Watt, Contract Editor, Denver Service Center, Planning Division

Partners

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

Appendixes

Appendix A: Enabling Legislation and Legislative Acts for Castle Clinton National Monument

[CHAPTER 954]

AN ACT

August 12, 1946
[H. R. 5125]
[Public Law 721]

To establish the Castle Clinton National Monument, in the city of New York, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior is authorized to accept, on behalf of the United States, title to the site, comprising approximately one acre and situated in Battery Park, New York City, of the historic structure known as Castle Clinton, together with such structure and any other improvement on or appurtenant to such site. When title to such property is vested in the United States, it shall constitute the Castle Clinton National Monument.

SEC. 2. The administration, protection, and development of the Castle Clinton National Monument shall be under the supervision of the Secretary of the Interior, subject to the provisions of the Act entitled "An Act to establish a National Park Service, and for other purposes", approved August 25, 1916, as amended.

39 Stat. 535.
5 U. S. C. § 485; 16 U. S. C. §§ 1, 2–4, 22, 43.

Approved August 12, 1946.

Public Law 341

CHAPTER 779

August 11, 1955
[S. 732]

AN ACT

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

New York City National Shrines Advisory Board.

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

Preservation of historic properties.

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

Report to Congress.

SEC. 2. The Secretary of the Interior is authorized to accept donations of funds for rehabilitation and preservation of the historic properties including any made upon condition that such funds are to be expended only if Federal funds in an amount equal to the donated funds are appropriated for such purposes. There are authorized to be appropriated such funds as may be necessary to match funds that may be donated for purposes of this Act.

SEC. 3. The Federal Hall Memorial National Historic Site, established pursuant to the Historic Sites Act of August 21, 1935 (49 Stat. 666), shall hereafter be known as the "Federal Hall National Memorial".

Approved August 11, 1955.

Public Law 85-658

AN ACT

August 14, 1958
[H. R. 11868]

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

New York City area.
Historic properties.

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

16 USC 463 note.

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

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

Approved August 14, 1958.

Appendix B: Inventory of Administrative Commitments

Name	Agreement Type	Start Date – Expiration Date	Stakeholders	Purpose	Notes
Eastern National	Cooperative association agreement	10/2014 – 10/2020	Eastern National, National Park Service	Cooperative association agreement to allow sales of items at the park	N/A
National Parks of New York Harbor Conservancy Friends Agreement	Friends agreement	2/22/2012 – 2/22/2018	National Parks of New York Harbor Conservancy, National Park Service	Replaced general agreement to promote Castle Clinton and the other national parks in New York City area	One-year extension in 2017



Northeast Region Foundation Document Recommendation
Castle Clinton National Monument

August 2018

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

8/16/18

RECOMMENDED
Shirley McKinney, Superintendent, Castle Clinton National Monument **Date**

9.17.18

RECOMMENDED
Joshua Laird, Commissioner, National Parks of New York Harbor **Date**

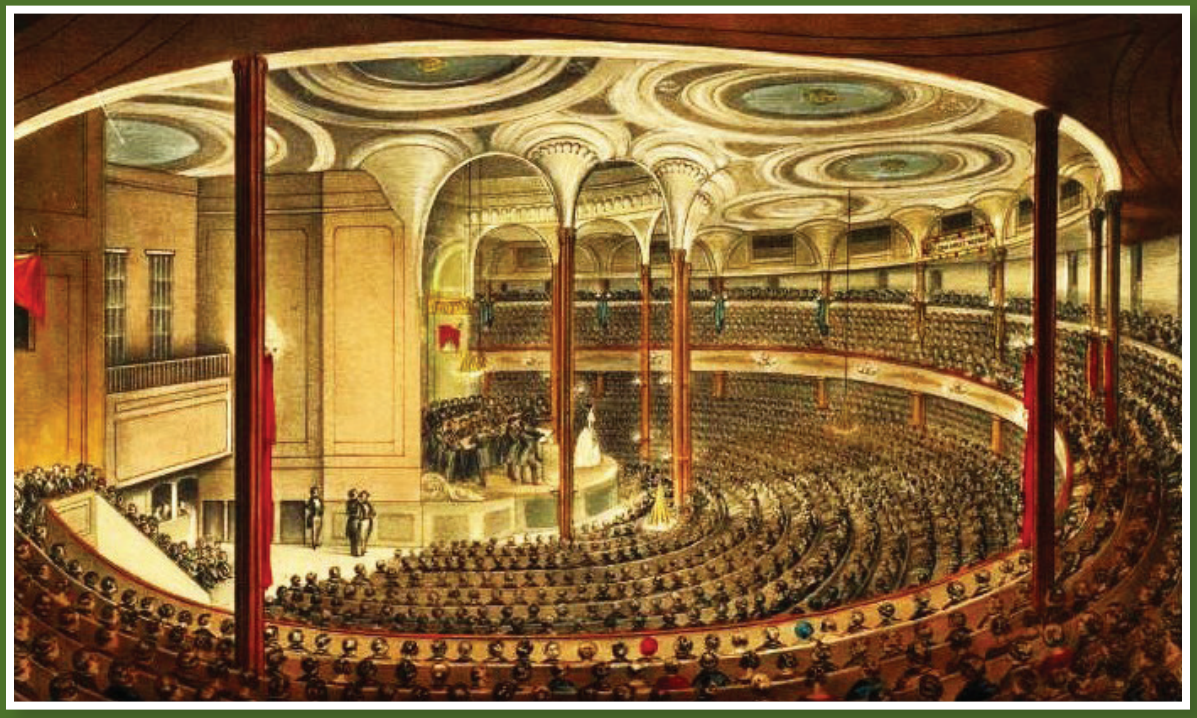
24 September 2018

APPROVED
Gay Vietzke, Regional Director, Northeast Region **Date**

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

CACL 395/148816
September 2018

Foundation Document • Castle Clinton National Monument



NATIONAL PARK SERVICE • U.S. DEPARTMENT OF THE INTERIOR