



Foundation Document Fort Monroe National Monument

Virginia

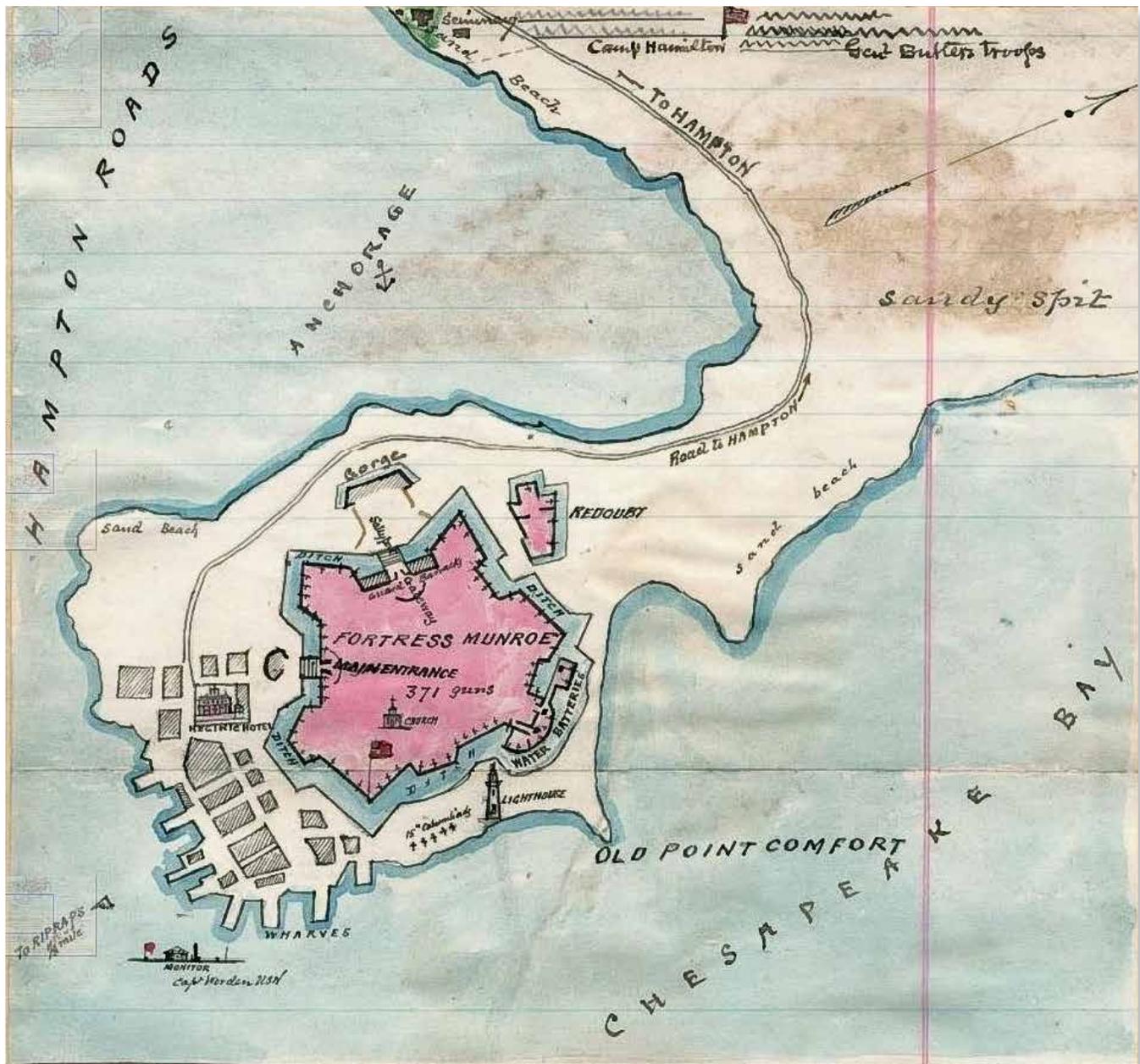
July 2015





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PLAN OF FORTRESS MUNROE VA 1862.

Area of outside walls 65 Acres. Granite walls 35 ft. high. Embrasures intended for 42 ft. Ditch 75 to 150 ft wide. Tide ebbs and flows in Ditch 8 to 15 ft daily. 42 embrasures Near garrison. 2450 men Cost \$ 2,400,000 No of Guns 1862 371

Many Embrasures were enlarged and heavier guns mounted (some 200 lbs Parrots) in 1862

The fort was planned by Genl Simon Bernard Chief of Engineers formerly and Officer of French Army under Napoleon. The foundations of the Fort were laid in March 1819. under Maj Charles Gratiot. The fort was first occupied by Battery C. 3rd US Artillery June 1823. Capt M. P. Lomax Commanding U.S. The site was occupied by a small Fort as early as 1608.

Genl. Benj F. Butler Commanded all the U.S. troops at Hampton to Fort Munroe with Head Quarters at the Fort. April 1861 to July 1862.

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



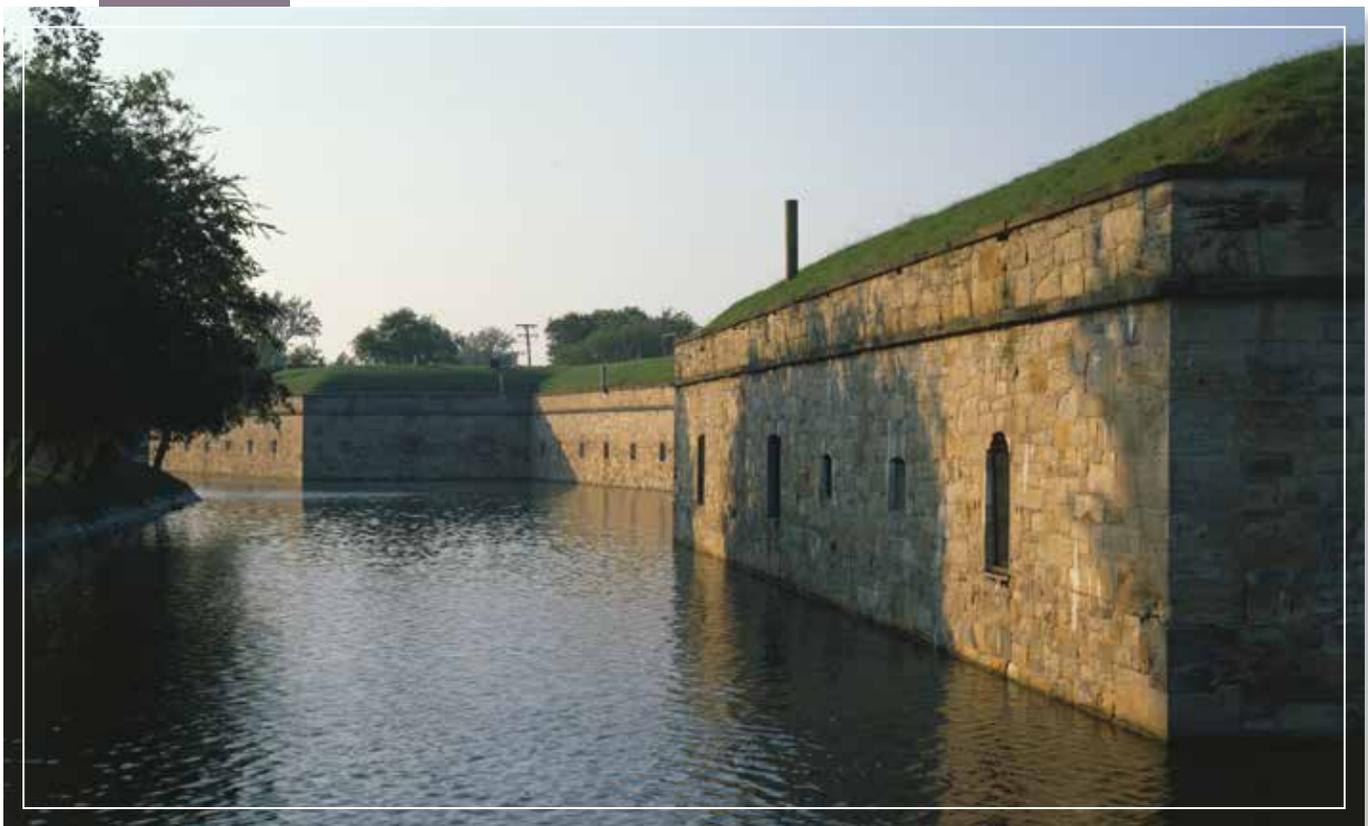
The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological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

Introduction

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

A primary benefit of developing a foundation document is the opportunity to integrate and coordinate all kinds and levels of planning from a single, shared understanding of what is most important about the park. The process of developing a foundation document begins with gathering and integrating information about the park. Next, this information is refined and focused to determine the most important attributes of the park. 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 Fort Monroe 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 monument, monument purpose, significance statements, fundamental resources and values, other important resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

Establishment of Fort Monroe National Monument

Created by presidential proclamation on November 1, 2011, Fort Monroe National Monument is one of the newer additions to the national park system. Fort Monroe was the third oldest US Army post in continuous active service until its closure in September 2011. Old Point Comfort, the peninsula upon which Fort Monroe National Monument sits, is managed cooperatively by the National Park Service, the Commonwealth of Virginia through the Fort Monroe Authority, and the City of Hampton. Upon final land transfer from the army, the park will be approximately 325 acres. As of April 2015, land transfer to the National Park Service from the army or Commonwealth of Virginia had not been completed. A partial reversion of 313 acres to the Commonwealth of Virginia took place on June 14, 2014. The land that reverted back to the Commonwealth of Virginia included all of the acreage within the park boundary minus lands held by the army for direct transfer to the National Park Service or pending environmental clean-up.

In 2005, the Defense Base Realignment and Closure Commission recommended that Fort Monroe cease to be used as an army installation, resulting in the closure of Fort Monroe in 2011. Because of earlier agreements, much of Fort Monroe's 565 acres reverted to the Commonwealth of Virginia. In 1960, the majority of the peninsula was designated a national historic landmark (NHL) district and subsequently listed in the National Register of Historic Places as a historic district in 1966 upon passage of the National Historic Preservation Act. The City of Hampton, Virginia, and the Virginia General Assembly established the Fort Monroe Federal Area Development Authority in 2007 to determine the need for municipal services for the area and to develop a reuse plan for the area. In 2009, a programmatic agreement pursuant to the National Historic Preservation Act was signed by the US Army, the Commonwealth of Virginia, the Fort Monroe Federal Area Development Authority, the Advisory Council on Historic Preservation, and the National Park Service, committing the Fort Monroe Federal Area Development Authority to preparing a historic preservation manual and design standards to govern restoration, rehabilitation, reconstruction, and preservation of historic properties and compatible new development consistent with the character of the national historic landmark district. The Fort Monroe Federal Area Development Authority was succeeded by the Fort Monroe Authority (FMA) on July 1, 2010.

From 2005 through 2011, individual and organized citizens of Hampton Roads and beyond called for the National Park Service to be involved in the future of Fort Monroe, both in preservation and interpretation of the historic fort. In 2008, the NPS Northeast Region Division of Park Planning and Special Studies completed a reconnaissance study and outlined the findings to Congress in 2010. On November 1, 2011, President Barack Obama declared Fort Monroe National Monument, a 325.21-acre unit of the national park system through a presidential proclamation.

Before the Fort Monroe National Monument was established, the Fort Monroe Authority prepared a master plan for Fort Monroe. Subsequently, the National Park Service has been an active participant in the development of the more comprehensive master plan, regularly attending FMA planning groups and public meetings. The Fort Monroe master plan was approved by the FMA board and forwarded to the Commonwealth of Virginia on October 24, 2013, where it was approved by the governor on December 11, 2013.

Every effort has been made to use FMA master plan terminology for area or zone names throughout this NPS foundation document because this language is consistently used in public meetings.



Description of the Monument

The peninsula known as Old Point Comfort, which contains Fort Monroe National Monument, is in southeastern Virginia approximately 2.8 miles east of the downtown area of the City of Hampton. The gateway communities of historic Phoebus and Buckroe are adjacent to Old Point Comfort. The park is located in the Hampton Roads metropolitan area containing a large military presence along with the cities of Norfolk, Virginia Beach, Yorktown, Newport News, and Williamsburg. As part of the regional heritage tourism of southeastern Virginia known as the “Historic Triangle,” Fort Monroe is now considered a new component of what is being referred to as the “Historic Diamond.” In addition to Fort Monroe, three other important historic sites attract visitors to the region: Jamestown and Yorktown in Colonial National Historical Park and Colonial Williamsburg. Old Point Comfort also serves as an anchor point in the lower Chesapeake Bay for the Captain John Smith Chesapeake National Historic Trail, the nation’s first national water trail.

Fort Monroe was built near the strategic point where the James and York rivers meet the Chesapeake Bay. The site is almost surrounded by bodies of water including the Chesapeake Bay, Hampton Roads, and Mill Creek. At the heart of the park is the 63-acre moated masonry and earthen fortress, completed by the US Army in the 1830s on the site of a succession of fortifications dating back to 1607 when colonists built defensive works on the peninsula. Over time the army expanded and improved the military campus to include areas inside and outside of the moated fort. Dredged fill was deposited along the shoreline to increase the size of the peninsula for military uses.

Fort Monroe is home to diverse natural resources and recreational opportunities. Mill Creek, a 53-acre saltmarsh cordgrass community separating the point from the mainland, is considered an ecologically productive wetland of the highest quality. Southern live oaks (*Quercus virginiana*) are the most characteristic tree within the historic monument. The largest southern live oak in the park, known as the Algernourne Oak, is nearly 500 years old, and shares lineage with the “Emancipation Oak” at Hampton University. Sandy beaches stretch along the eastern and southern shore. A seawall provides a place where the public can walk, jog, bike, or sit and enjoy the maritime views and sounds. The north beach area offers residents and visitors opportunities to experience less developed coastal landscapes. Fort Monroe also provides opportunities for swimming, motor and nonmotorized boating, and fishing from piers. On land, the park offers recreational vehicle (RV) camping, recreational playing fields, walking trails, and birding opportunities.

The fort also contains the Fort Monroe Authority’s Casemate Museum, which will not transfer to the National Park Service, and is operated by the park partner, the Fort Monroe Authority. There are numerous historic resources within the park boundary and the National Historic Landmark district. Old Point Comfort Lighthouse is one such feature. Also contributing to the cultural landscape and viewshed is Continental Park at the terminus of Ingalls Road on the Chesapeake Bay. The bandstand in Continental Park began hosting cultural activities, concerts, ceremonies, and celebrations in 1934 and continues today with programming along the Chesapeake Bay authorized by the Fort Monroe Authority.

Historical Overview

Hampton, Virginia, and Old Point Comfort, on which Fort Monroe is located, are rich in prehistory and more than 400 years of recorded settlement. A summary of major historical events is provided below.

Prior to 1607

Archeological evidence demonstrates that American Indians used the Chesapeake Bay region for no less than 10,000 years before the arrival of Europeans. Archeologists have recovered hickory nuts, butternuts, acorns, amaranth, and chenopod from regional sites associated with this time period. The subsistence strategy of the Early Archaic groups (8000 to 6000 BCE) took advantage of new types of plants and animals entering the region following changes in climate. The Middle Archaic peoples (6000 to 2500 BCE) used a very similar survival strategy, with the possible inclusion of shellfish as an additional food source. By the Late Archaic period (2500 to 1200 BCE) some groups specialized in using estuarine and riparian plants and animals that were essential parts of the bay's ecosystem.

The Woodland Period (1200 BCE to European contact) was characterized by increased dependence on horticulture, supplemented by hunting and gathering, and year-round habitation among the peninsula's Virginia Indian cultures. What is now known as Old Point Comfort was a critical crossroads for Virginia Indian trade and meeting as a result of the productive ecosystems. It was these people who would encounter the European explorers in the late 16th and early 17th centuries. In the Hampton area and on the peninsula, Spanish explorers and English colonists encountered the Kecoughtan, a tribe of the Powhatan Confederacy who spoke the language of the Virginia Algonquians.¹



1. For additional information on pre-European contact history, please see the website:
http://www.encyclopediavirginia.org/Indians_in_Virginia



1607–1800

This period was dominated by exploration and settlement of Hampton Roads and the James River region by European explorers, construction of early fortifications, and the introduction of the first enslaved Africans to Great Britain’s North American colonies. On April 28, 1607, a group from a convoy of English settlers led by Captain Christopher Newport sailed into what they termed “Cape Comfort” and landed on the point, before moving on to settle at Jamestown. Among those aboard was Captain John Smith, who explored the Chesapeake Bay during his famous voyages of 1607–1609, and who became Jamestown Council’s third president.

In 1609, the British built Algernourne Fort (Fort Algernourne) at Old Point Comfort to protect the entrance to settlements along the James River. Fort Algernourne burned in 1612. Other fortifications were built on this strategic site to guard various interests. The strongest was Fort George, constructed in the 1730s to guard against French and Spanish invasions, and destroyed by a hurricane in 1749.

Historians now conclude the first traffic in slaves in Great Britain’s North American colonies actually took place at Old Point Comfort in 1619.² With the arrival of Africans in the Virginia Colony, the institution of slavery developed incrementally. The colony initially included contractually indentured servitude but this later gave way in practice and in law to the perpetual enslavement, distinguished by race, of Africans.

By the beginning of the 18th century the enslavement of Africans and their descendants had largely supplanted indentured servitude of Europeans or enslavement of American Indians. Numerous laws in Virginia subsequently codified differential treatment of the enslaved and indentured servants based on race. Disputes over the future of slavery were the principal cause of the American Civil War.

2. In 1619, Virginia Colony secretary John Rolfe wrote “In the latter end of August, a Dutch man of War . . . arrived at Point Comfort” noting that the commander delivered “20 and odd negroes” who were traded for provisions and other supplies. These “20 and odd negroes” were noted to be originally from Angola, and they would become either servants or chattel slaves.

1801–1829

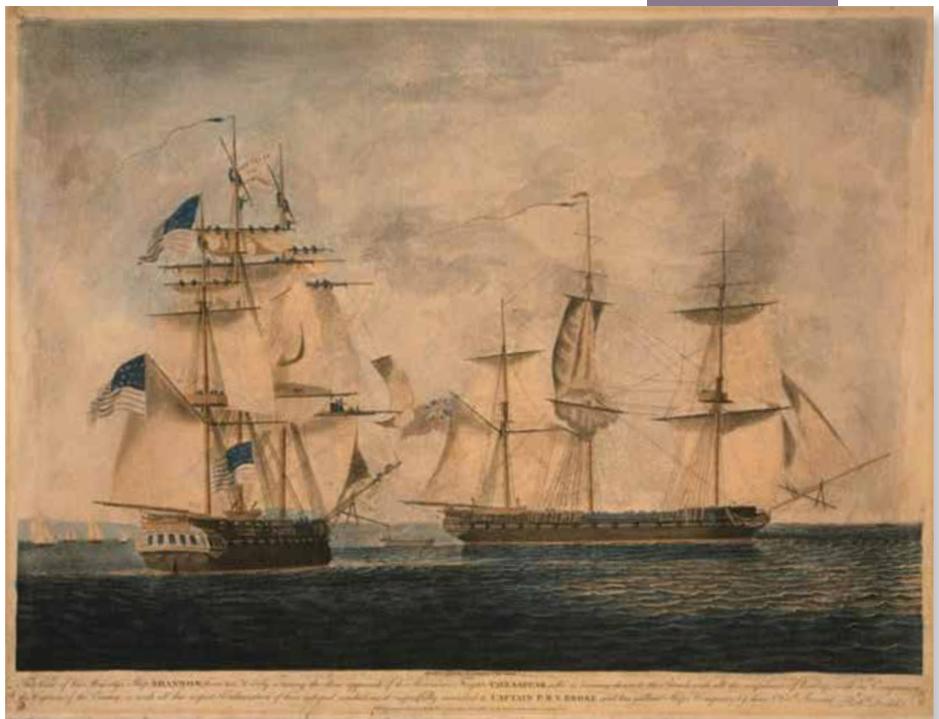
In 1802, a 54-foot-tall permanent lighthouse was built on Old Point Comfort, replacing a navigational light erected in 1775. It is the oldest existing lighthouse in continuous operation on the Chesapeake Bay and is the oldest structure at Fort Monroe. The lighthouse continues to serve as a beacon welcoming the US Navy and mariners to the Hampton Harbor and is operated by the US Coast Guard.

The absence of American coastal fortifications, following the destruction of Fort George, enabled the British fleet to sail with impunity up the Chesapeake Bay. The Chesapeake Bay area, both a commercial hub and the seat of the US national government, was a British target during the War of 1812. In June of 1813, the British burned Hampton and shortly after moved against Washington, D.C. The vulnerability of the nation's capital revealed the significance of coastal defense and led to the construction of a series of fortifications along the eastern seaboard and Gulf coast known as the Third System of fortifications. The strategic location of Old Point Comfort became the site of the largest Third System fortification. The new fortress would be named after President James Monroe, a Virginian.

President James Madison appointed French-born engineer Simon Bernard to design Fort Monroe and nearby Fort Wool (originally named Fort Calhoun) on the personal recommendation of Marquis de Lafayette. In a letter to President Madison on November 11, 1815, Lafayette concluded, "I am so sensible of the value of Genl. Bernard that I will feel highly happy to hear his proposal has obtained your approbation." One year later on November 16, 1816, Bernard was appointed assistant engineer with the rank and pay of brigadier general of United States Army engineers.

In 1817, General Simon Bernard, a former aide to Napoleon Bonaparte, planned the design for Fort Monroe, calling for a brick, granite, and earthen casemated fortification. Captain William T. Poussin drew the final plans for the fort, Major Charles Gratiout was the supervising engineer, and Bolitha Laws was the prime contractor. The fort's 2,394-yard perimeter encompassed 63 acres, and its ramparts, casemates, and gates were enclosed by a wet moat. Designed as a bastioned work with seven fronts, holding 380 gun mounts and a complement of more than 2,600 men in time of war, the fort was deemed close to impregnable from land and sea. Bernard envisioned Fort Monroe as the "headquarters" for the entire coastal fortifications system. A water battery designed to contain 42 casemated, or fortified compartments for guns, was constructed as part of the outer works to protect the fort from direct attack.

Construction of Fort Monroe began in 1819 and proceeded over the course of more than a decade. The labor force used to construct Fort Monroe included military convicts and a large number of enslaved persons hired out by the owners of local plantations. In 1824, Fort Monroe became the location of the army's Artillery School of Practice, the predecessor to combat training schools seen today.



1830–1860

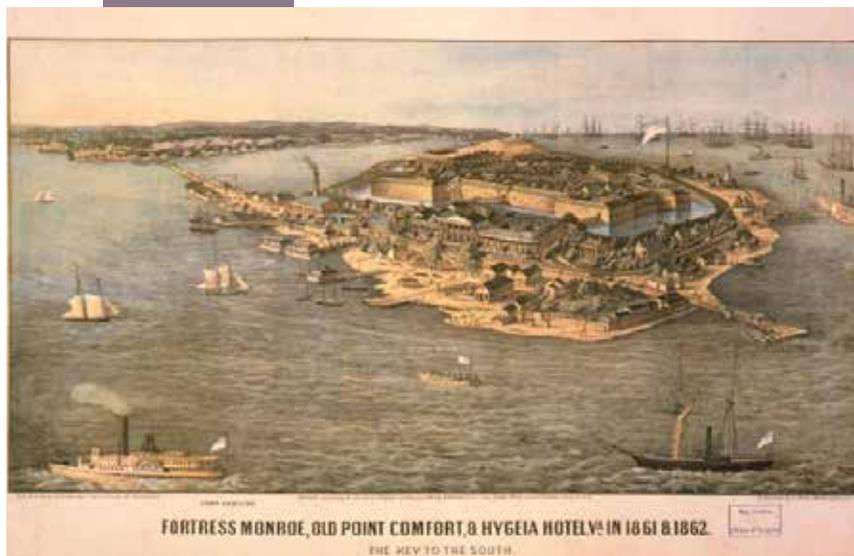
In 1831, Second Lieutenant Robert E. Lee arrived to assist in supervising the construction of the fort's moat and a nearby fort, Fort Wool. By 1834, Fort Monroe was the fifth largest arsenal in the country. Besides the fort itself, the extant antebellum buildings are the most historically and architecturally significant structures. These buildings demonstrate living conditions at Fort Monroe in its earliest years and the use of the fort as a significant defensive structure and artillery training center.

The antebellum period also marked the emergence of Old Point Comfort's resort industry, thus establishing recreational use of the military location. While the construction of Fort Monroe continued, the army granted permission to private investors to erect the Hygeia Hotel. Built in 1822, the hotel was initially used to house workers constructing the fort, but later became a popular resort attracting many prominent persons of the era including Henry Clay and President John Tyler. Edgar Allen Poe recited poetry on the veranda of the Hygeia in September 1849, one month before his death. The Hygeia was the first of a number of hotels at Old Point Comfort to be built in the same area, making it a prime resort destination. The resort and fort were served by steamships and later the Chesapeake & Ohio Railway once the 1889 track route was accepted by the post commander.

In the early 1830s, a band of members of the Sauk, Fox, and Kickapoo nations, led by Black Hawk, fought a bloody, but unsuccessful war after being forcibly removed from tribal lands in Illinois. After the conclusion of the Battle at Bad Axe River in southwestern Wisconsin, Black Hawk and other captured tribal leaders were transported east and imprisoned for a few weeks at Fort Monroe until June 1833. During their captivity at the fort, the prisoners were forced to sit for portraits wearing western clothes. These images, together with an autobiographical account that Black Hawk later dictated through an interpreter to a reporter, were carefully crafted to represent of American Indians as "Noble Savages" for a decidedly ambivalent American public.

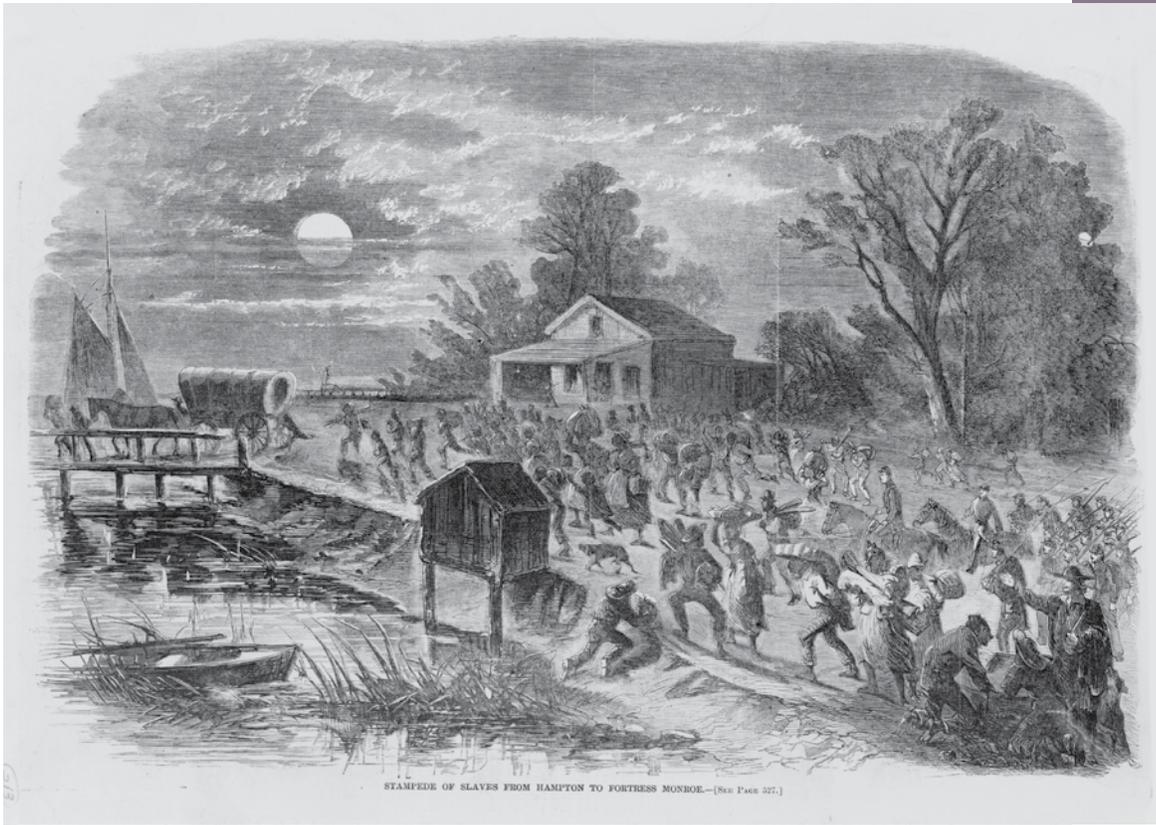
1861–1865

The Civil War is the most significant period in Fort Monroe's history. The fort remained a Union stronghold throughout the war, thus setting the stage for significant contributions to the nation. Fort Monroe served as both a staging area for major Union campaigns and a place of hope for the enslaved seeking refuge behind Union lines. The fort also served a critical role in the blockade of Southern ports from Virginia to the Carolinas, sheltering and supplying Union ships participating in the blockade. In 1862 during the Peninsula Campaign, President Lincoln and his secretaries of war and treasury came to Fort Monroe to direct Union strategy while residing in Quarters 1. The fort played an important supply role for the Peninsula Campaign of 1862, which ultimately led to the Confederate withdrawal from Richmond and Lee's surrender at Appomattox Courthouse, Virginia.



Fort Monroe played a key strategic role as General Ulysses S. Grant marched from Cold Harbor to what became the campaign of Petersburg (June 9, 1864, until March 25, 1865). The fort's control of the approaches to Hampton Roads was critical in guaranteeing naval support and supplies for Grant's Army at Petersburg.

After Lee's surrender, Confederate President Jefferson Davis was captured on May 10, 1865, in Georgia and transferred to Fort Monroe on May 19. Davis, who had earlier escorted Black Hawk to Fort Monroe for imprisonment, was himself imprisoned at the fort for two years, first in a casemate and then in Carroll Hall. Davis was released on bail in May 1867, a year after his indictment. Davis was never tried.



Contraband Decision and Self-Emancipation at Fort Monroe.

Although Fort Monroe made significant contributions to the Union Army, the most important chapter in Fort Monroe's Civil War history involves the fort's role as a refuge for self-emancipating freedom seekers from Confederate Virginia and the unprecedented Contraband Decision of its commanding officer that sparked a chain of landmark legal decisions that ultimately led to the Emancipation Proclamation. On May 23, 1861, as Virginia seceded from the Union three self-emancipating men, considered escaped slaves under the Fugitive Slave Act of 1850, arrived and sought asylum at Fort Monroe. While there are no known definitive records of the names of the men, they are known to us today as Frank Baker, James Townsend, and Shepard Mallory.³ The return of the men was demanded as the legal property of Confederate Colonel Charles Mallory of Virginia. The 1850 Fugitive Slave Act reinforced the requirement to return enslaved persons to slaveholders. Butler rationalized that because Virginia had seceded from the Union and therefore considered itself outside of federal laws and the US Constitution, the act did not apply. It can be said that the actions of Baker, Townsend, and Mallory spurred Fort Monroe's new commanding officer into action. After interviewing the men in Quarters 1, he learned they were working on Confederate fortifications. Using the Confederacy's own definition of the men as "property," Butler retained the men as "contraband of war."

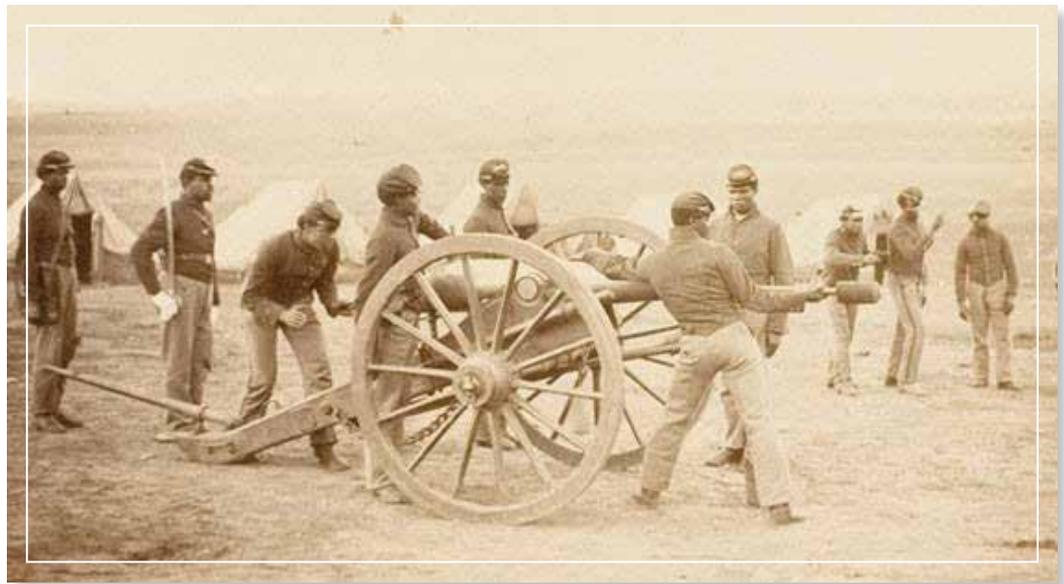
Other commanders of armies fighting the Confederates previously made declarations freeing the slaves. Lincoln reversed every one of them—arguing the war was not about freeing the slaves, it was about restoring the Union. Slave laws consequently remained the law of the land. What Butler did in declaring escaped slaves as *contraband* was to give the North a legally defined term.

3. This is cited in the book *Emancipation: Its Course and Progress* by Joseph T. Wilson, published in 1882.



Despite others having sought freedom behind Union lines, the actions of Baker, Townsend, and Mallory can be seen as fruitful at Fort Monroe because they were in a seceded state, making Butler's reaction to these men's action a watershed moment. When word spread of Butler's "Contraband Decision," many more enslaved persons arrived at Fort Monroe seeking freedom and refuge. By October of the same year, 900 of the freedom seekers, including men, women, and children, resided in 16 contraband camps surrounding Fort Monroe. Two camps developed in the Hampton area, the "Grand Contraband Camp" in today's downtown area of Hampton, and Camp Hamilton, a military camp in today's Phoebus, was known as Slabtown. The US government supported Butler's decision and advised that any enslaved person accepted at Fort Monroe could be put to work for Union purposes. Similar actions were replicated at other Union camps. Butler's Contraband Decision led to the First Confiscation Act of 1861, allowing the retention of enslaved persons used against the Union as contraband. This Act was followed by the Second Confiscation Act in 1862, which further solidified military power to grant freedom to enslaved persons seeking liberty. The Militia Act (1862) and the Emancipation Proclamation (1863) increased the number of freedom seekers, as

enslaved persons within Confederate territories sought their way behind Union lines. A year after the Emancipation Proclamation, the volume of able-bodied men heavily influenced the recruitment efforts led by the Supervisory Committee for Recruiting Colored Troops. Two regiments of United States Colored Cavalry and a battery of United States Colored Light Artillery were raised at Fort Monroe. These units served in the Army of the James. Through advocates such as Frederick Douglass, benefits such as fair treatment if captured, equal wages, and pensions for service were arduously pursued for United States Colored Troops.⁴



4. Individuals such as Harriet Tubman and Alexander Turner represent those never fully compensated for their service during the Civil War.



Butler's Contraband Decision spurred by the action of Baker, Townsend, and Mallory, while regarded as a strategic military determination, placed Fort Monroe at a critical point on the pathway to Lincoln's Emancipation Proclamation and the passage of the 13th Amendment.

The military was unprepared for the humanitarian crisis resulting from the overwhelming influx of freedom seekers. Conditions at contraband camps were deplorable with insufficient food and water, rampant disease, and inadequate housing and healthcare. The Fort Monroe camps quickly expanded outside the fort as the first and largest assemblage of contraband camps in the United States, providing aid to more than 10,000 freedom seekers by the close of the war. The growth of the camps placed the contraband community between the fort and Confederate lines. In 1865 Harriet Tubman was recruited as the matron of the "contraband and colored" hospital at Fort Monroe to address needs of freemen and United States Colored Troops. Due to poor conditions and pay insufficient to support her family members, Tubman only remained four months before returning to Auburn, New York. The need for food, clothing, transportation, care, and advocacy persisted and in 1865, the Bureau of Refugees, Freedmen, and Abandoned Lands—commonly called the "Freedmen's Bureau"—was established by the US government to address these needs, and included a field office at Fort Monroe.



1866–1916

The Civil War was followed by a period of reconstruction and community building. Individuals who made up the contraband community around Fort Monroe during the Civil War remained, establishing new African American communities. Former contraband camp members began to build homes for their families, created and found jobs, started religious establishments, and worked to educate their children.

Even during the Civil War, Mary Peake, a free woman of color, was recruited by the American Missionary Association to teach the growing community of contraband and freedmen living in Hampton following the May 1861 Contraband Decision. In September 1861, she began teaching 20 students under a southern live oak tree located on the grounds of what later became Hampton University. Using government funds, Major General Butler founded the Butler School for Negro Children in 1863, to teach reading, writing, arithmetic, and housekeeping. In 1868, Brigadier General Samuel Armstrong obtained funding to establish Hampton Normal and Agricultural School, adjacent to the Butler School, establishing concepts of “norms” or standards in education and training in literacy, housekeeping, and general trades for the newly freed. Today Hampton University, one of the 106 historically black colleges and universities established to serve African American communities, is a renowned academic research institution with unique ties to Fort Monroe.

This period also marked significant renovation and expansion of facilities and construction at Fort Monroe. The fort was reinstated as the army’s Artillery School of Practice in 1867. President Grover Cleveland convened a special board in 1885 focused on modernizing coastal defenses. This board was led by Secretary of War William Endicott. From 1891 to 1906, the army constructed six detached batteries of concrete with earthen parapets. These Endicott batteries were constructed to protect artillery guns from naval fire received from ships on the bay. Meanwhile, a new hotel, the Chamberlin, was built from 1890 to 1896, continuing the resort tradition of the previous Hygeia hotels.

In 1907, the army created the Coast Artillery School at Fort Monroe to train all coastal defense officers and soldiers from throughout the United States. The establishment of the school led to the construction of nonresidential structures present at Fort Monroe today. The departure of the Great White Fleet, the US Navy battle fleet, from Hampton Roads on December 16, 1907, was a significant event marked by ceremonies and parties at Fort Monroe. The fleet completed a 14 month circumnavigation of the globe by order of President Theodore Roosevelt. Additionally, it was during this time (1907–1910) that the outer water battery around the fort was demolished at Fort Monroe.

1917–1945

When the United States entered World War I in 1917, coastal fortifications with Endicott batteries were still important, their armament matching or exceeding that of naval ships of the time. Aircraft were still land-based and had a limited range and payload. Fort Monroe mounted anti-aircraft guns and placed a submarine net in the bay. The submarine net remained in place until 1918.

Fort Monroe has been the location for various army training centers since the 19th century, including the Field Artillery School and the later Coast Artillery Corps. Fort Monroe also began holding Reserve Officer Training Corps camps from 1919 through 1941. The fort was headquarters for both the 3rd Coast Artillery District and the Coast Artillery Board. Training at the Coast Artillery School focused on big guns of the coast artillery between World War I and World War II, but there was an additional mission of training antiaircraft artillery techniques.

In 1920, the Chamberlin Hotel burned to the ground and a new Chamberlin Hotel was built on its site in 1928. The largest building at Fort Monroe, the hotel remains a popular tourist attraction.

During the 1930s and 1940s, construction was undertaken at Fort Monroe with funding from the Public Works Administration and the Works Progress Administration. Additional land was created by infilling the Mill Creek shoreline and other areas of the peninsula. In 1945, Fort Monroe was the processing center for reassignment of personnel returning from overseas into harbor defenses. This influx brought with it the construction of temporary barracks, mess halls, classrooms, and supply buildings.

1946 to the Present

An airfield, known as Walker Airfield today, was added to the fort on the lands created by infilling. Walker Airfield was completed during 1950–1951. In 1946, the Coast Artillery School moved from Fort Monroe to Fort Winfield Scott at the Presidio in San Francisco. After World War II, the Army Field Forces were established at Fort Monroe and in 1955 Fort Monroe became the headquarters for the Continental Army Command. After reorganization in 1973, the army established the headquarters of the US Army Training and Doctrine Command at Fort Monroe, a function the fort fulfilled until its closure in 2011.

In 1953, the Wherry housing units were constructed at the sites of Endicott era batteries Montgomery and Eustis. The complex contained 53 buildings comprising 206 housing units. Some of the units were demolished as the result of Hurricane Isabel in 2003. Hurricane Irene damaged the remaining units beyond repair in 2011, and the Fort Monroe Authority was forced to demolish all but one of the Wherry housing units by 2013.

The Casemate Museum opened on June 1, 1951, established by Dr. Chester Bradley and the post commander. The cell where Jefferson Davis was confined for four months became a key exhibit piece of the museum. At the same time as the modern civil rights movement was gaining momentum in the 1950s, the United Daughters of the Confederacy spearheaded an effort to memorialize Jefferson Davis, President of the Confederate States of America. Though Fort Monroe was a Union stronghold throughout the Civil War, a decorative gate was installed on the fort ramparts in 1956 as a memorial to Davis's two-year imprisonment at Fort Monroe. Since its establishment, the museum expanded to include the history of the people of Old Point Comfort, and presents the history of Fort Monroe as an important military installation that has been involved in the defense of the United States throughout many wars and organizational changes to our national defense. The museum now highlights first contact between Virginia Indians and English settlers, Major General Benjamin Butler's Contraband of War decision, and the first communities of free blacks in Hampton, Virginia. Collectively, the exhibits, structure, and memorial illustrate Fort Monroe's role as both a catalyst and measure of American social and political consciousness. In 2011, the museum began transitioning from army management to the Fort Monroe Authority, which assumed control of the museum in 2013.

Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Fort Monroe National Monument was drafted through an analysis of its presidential proclamation and the legislative history that influenced its development. The park was established when the presidential proclamation was signed by President Obama on November 1, 2011 (see appendix A for presidential proclamation). The purpose statement lays the foundation for understanding what is most important about the park.

The purpose of FORT MONROE NATIONAL MONUMENT is to preserve, protect, and provide for the appropriate public use of the historical, natural, and recreational resources of Old Point Comfort, strategically located at the mouth of the Chesapeake Bay, and to interpret its storied history in the European colonization of our nation, exploration of the bay, slavery in America and the struggle for freedom, and the defense of our nation.



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 Fort Monroe 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 Fort Monroe National Monument. (Please note that the sequence of the statements does not reflect the level of significance.)

- Located on the Virginia peninsula known as Point Comfort, and later as Old Point Comfort, Fort Monroe is situated at the mouth of the Chesapeake Bay in Hampton Roads. Formed by deep-water channel currents and rich in estuarine life and natural resources, Old Point Comfort offers natural anchorage points and became a strategic cultural, political, trade, and defensive crossroads for the American Indian, European, African, and American peoples for more than four centuries.
- Old Point Comfort links two pivotal events in the history of human servitude, commerce, and slavery in America. The first enslaved Africans in England's colonies in America were brought to this peninsula on a ship flying the Dutch flag in 1619, beginning a long ignoble period of slavery in the colonies. Two hundred forty-two years later, this was the site of self-emancipation and the 1861 Contraband Decision that propelled thousands of Africans toward self-liberation and set in motion the dismantling of the institution of slavery.
- Fort Monroe, the largest fully moated masonry and earthen fort in the United States, was constructed in the aftermath of the War of 1812 as the first and largest of the coastal defense fortifications in the Third System (1816–1860). It represents four centuries of evolving military strategies, technologies, and leadership doctrines that have contributed to our national defense, beginning with the site's Woodland Era peoples and extending through the modern era of airborne weapons systems.



- Fort Monroe, a vital Union stronghold within the Confederate states, was the site of key strategic war planning that included President Lincoln; a supply command from which major Union operations were launched that aided in ending the American Civil War; and the location of the imprisonment of Confederate President Jefferson Davis following the war.
- Just days after Virginia's secession from the Union in May of 1861, Fort Monroe's new commanding officer responded to requests for asylum from three self-emancipating slaves by issuing the Contraband Decision using the notion of slaves as property to ensure they would not be returned to owners. The Contraband Decision played a pivotal and groundbreaking role by providing legal and military precedents for the Emancipation Proclamation (1863), and ultimately for the liberation of four million enslaved people and the abolition of the institution of slavery by the 13th Amendment to the US Constitution (1865).
- Following the groundbreaking Contraband Decision at Fort Monroe, hundreds of thousands of enslaved African Americans sought freedom and sanctuary with the Union Army, spawning a humanitarian crisis, and permanently changing communities throughout the nation. Within weeks of the decision, hundreds of people had arrived at Fort Monroe, and by the end of the Civil War, more than 10,000 freedom-seeking African Americans sought refuge within area contraband camps.
- Fort Monroe, as the site of numerous far-reaching events, generates the desire for reminiscence and commemoration on the part of descendants of people associated with the site's history and has become an arena for public discourse and discussion as well as divergent public memories related to the impacts of colonization on American Indians, slavery, the American Civil War, liberty, and civil rights.
- Fort Monroe National Monument provides one of the only public access points along the lower Chesapeake Bay in proximity to a large urban population. The fort's natural resources, sandy public beaches, dunal areas, numerous historic trails, and diverse open spaces offer rare opportunities for water- and land-based recreation, including water access points and interpretation along the Captain John Smith Chesapeake National Historic Trail.



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 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 ability of the park to achieve its purpose and/or significance could be jeopardized.

The following fundamental resources and values have been identified for Fort Monroe National Monument:

- **Fort Monroe landscapes, buildings, structures, and features managed by the National Park Service.** Fort Monroe's cultural landscapes, buildings, structures, and features that are managed by the National Park Service include the sandy beaches and coastal woods of the North Beach area, along with the tidal moated fort structure, the casemates, the building techniques and materials of the fort itself, individual buildings within the fort (buildings 1, 50, and 17), the Parade Ground, the Lincoln Gun, and southern live oaks (*Quercus virginiana*), including the nearly 500 year old Algernourne Oak near Building 1, which has stood as witness through the recorded history of Fort Monroe and its predecessors. These resources are key contributing elements of the Fort Monroe National Historic Landmark District, and are the physical embodiment of Fort Monroe's national significance. These resources are managed by the National Park Service as federally owned lands or in partnership under a preservation easement with the Commonwealth of Virginia.



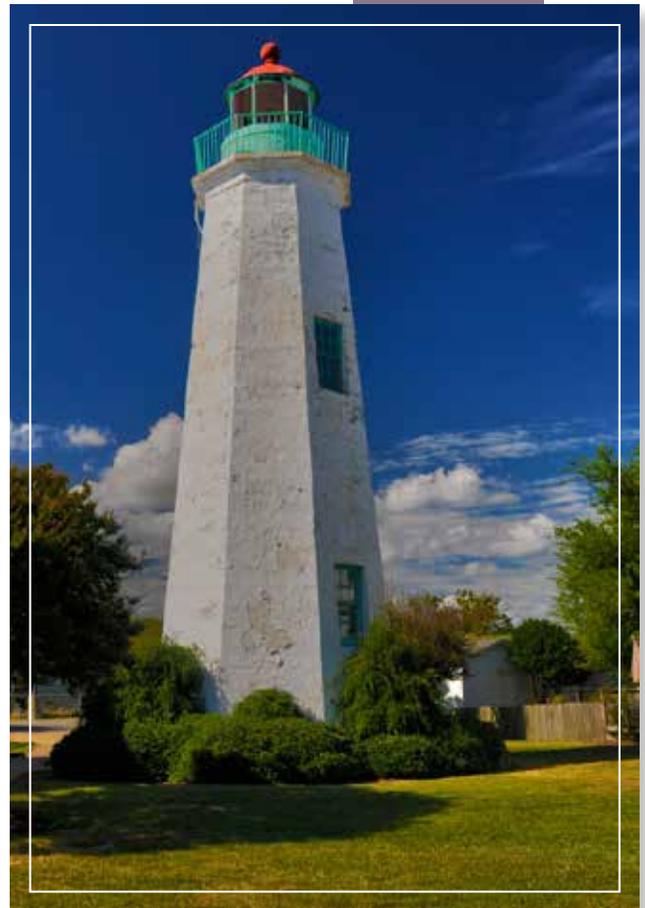
- **Fort Monroe archeological sites.** Fort Monroe has been recorded as one large archeological site and issued one site number by the state. This archeological site has more than 24 loci identified (as of April 2015) that have been determined to be national register-eligible, based on their integrity and information potential for research areas including pre-contact period, early colonial life and settlement, military encampments, and the presence of enslaved persons from the colonial era to the Civil War.
- **Old Point Comfort shoreline.** Old Point Comfort continues to be shaped by water, and its strategic location relies heavily on its surrounding waterways. Mill Creek lies to the north and west and is characterized by marsh lands on the Atlantic flyway. The area managed by the National Park Service provides landscape elements characteristic of the earliest human occupation of this area. Old Point Comfort’s shoreline along the Chesapeake Bay is characterized by sea walls, boardwalks, and jetties, and to the northeast by several miles of sandy beaches, dunal areas, salt marsh, and coastal woods. The shoreline allows for public recreational access to water, outdoor recreation areas, and for the protection and enjoyment of natural resources, such as estuarine vegetation and wildlife native to the Chesapeake Bay region, as well as providing protection for diverse cultural resources.
- **Views associated with Fort Monroe.** Views to and from, as well as within, Fort Monroe have been identified as significant historic views. These vistas reinforce the historic visual and natural character of the peninsula. The North Beach area adjacent to Mill Creek is an indigenous cultural landscape, a conservation construct used in the comprehensive management plan for the Captain John Smith Chesapeake National Historic Trail.
- **The Contraband Decision, the path to the 13th Amendment, and human rights at Fort Monroe.** Fort Monroe’s importance as the site where the groundbreaking Contraband Decision took place is an essential element of the park. The Contraband Decision had legal and political ramifications that impacted American history, and paved the road to the Emancipation Proclamation and the 13th Amendment of the US Constitution, which abolished slavery.
- **Fort Monroe and the celebration of self-emancipation, freedom, and liberty.** Fort Monroe is where African American self-emancipation launched the historic contraband movement as three enslaved freedom seekers made a courageous journey to Union-held Fort Monroe. Thousands of African Americans withstood conditions of deprivation in the struggle for freedom and civil liberties; many determined eligible served with the United States Colored Troops. Fort Monroe is a place where evolving and sometimes conflicting memory of the Civil War and human rights continues to be relevant.
- **Old Point Comfort as a strategic location for defense.** For more than 400 years, the peninsula served as a strategic defensive location for many communities and nations. As such it became known as the Gibraltar of the Chesapeake. Fort Monroe was an active military installation managed by the US Army until 2011. The physical environment of Fort Monroe is an ideal setting for the exploration of issues of national defense, strategic alliances, and collective action to ensure the security and well-being of society.

Other Important Resources and Values

Fort Monroe National Monument contains other resources and values that are not fundamental to the purpose of the park and may be unrelated to its significance, but are important to consider in planning processes. These are referred to as “other important resources and values” (OIRV). These resources and values have been selected because they are important in the operation and management of the park and warrant special consideration in park planning.

The following other important resources and values have been identified for Fort Monroe National Monument:

- Fort Monroe National Historic Landmark District.** Since 1960, Fort Monroe has been designated a National Historic Landmark district, which acknowledges the national significance of all contributing resources within the district boundary. The Fort Monroe National Historic Landmark District nomination identifies contributing buildings, structures, landscapes, and features, including some that will not be managed by the National Park Service. The landmark includes 157 contributing resources: 147 historic structures, 9 historic landscape features, and 1 historic object.
- Endicott gun batteries.** As a part of a series of concrete batteries strategically built along the Atlantic and Pacific shorelines, the Fort Monroe Endicott gun batteries were constructed between 1891 and 1901 to defend Hampton Roads and the Chesapeake Bay, and to help train soldiers in coastal defense. They illustrate the changing defensive military technology of the late 19th and early 20th centuries. Of the six Endicott gun batteries extant at Fort Monroe, batteries DeRussy, Church, and Anderson-Ruggles are managed by the National Park Service. This period of coastal defense represents an era following Fort Monroe’s primary period of significance, 1819–1867.
- Fort Monroe Authority’s Casemate Museum and the museum collections.** The US Army established the Casemate Museum on June 1, 1951, within Fort Monroe’s casemate interiors to display the cell where Confederate President Jefferson Davis was imprisoned at the conclusion of the Civil War. Since then, the museum has expanded to depict the history of Old Point Comfort, Fort Monroe, and the US Army Coast Artillery Corps. The museum interprets Major General Benjamin Butler’s Contraband Decision, which earned the fort the name Freedom’s Fortress. The museum, within the park boundary as NPS easement land, is owned and operated by the Fort Monroe Authority. A significant number of artifacts were transferred from the US Army to the Fort Monroe Authority. The National Park Service collaborates with the museum in research, education, and interpretation, and provides technical assistance in resource management.
- Old Point Comfort Lighthouse.** The Old Point Comfort Lighthouse, built in 1802 and lit in 1803, was listed in the National Register of Historic Places in 1973. It is the oldest extant structure at Fort Monroe and the oldest lighthouse still in operation on the Chesapeake Bay. The lighthouse, within the NPS easement area, is owned by the Department of Homeland Security and operated by the US Coast Guard. The National Park Service will provide education and interpretation of this site.



- **Military traditions.** Fort Monroe, as a defensive location for hundreds of years, has seen the evolution of American military traditions such as flag raising, military ceremonies, parades, and concerts; display of war trophies or military equipment; the establishment of a museum; as well as the social and recreational cultures that develop in a close-knit mission-oriented community within an installation.
- **Maritime sights and sounds.** Set adjacent to the world’s largest naval station and the commercial maritime transportation hub of Norfolk, Virginia, Fort Monroe National Monument offers opportunities to enjoy the ever-changing sights and sounds of this maritime setting, major shipping channel, and Old Point Comfort recreational marina. Visitors may view the sunrise and sunset across the water in varying weather conditions, observe sailboats, listen to foghorns, and witness fishing traditions. The strong presence of the military today evokes the important historic water-based role of the area. The significance of this location is represented by Fort Wool, Fort Monroe’s companion fort, located just across the Chesapeake Bay. Visitors can view the location of the “Battle of the Ironclads,” the USS *Monitor* and CSS *Virginia* (Merrimack) as witnesses did historically from the terreplein of Fort Monroe.
- **Fostering connections through our shared heritage.** The complex history of Fort Monroe signifies a legacy of freedom, hope, and courage. Connections to Old Point Comfort began with habitation by Virginia Indians and explorations of the Chesapeake Bay by Europeans in the 17th century. Fort Monroe and the strategic military decisions made here forever changed the physical and political landscape of the United States, including the gateway communities of Phoebus, Hampton, and Greater Hampton Roads. The pivotal 1861 Contraband Decision transformed the status of enslaved persons throughout this country and greatly altered the development of African American communities. This decision influenced legislation and the establishment of institutions providing basic needs and education to African Americans that continue to impact American life today. These connections continue today as we recognize descendent communities of Virginia Indians and others and how the quest for life, liberty, and freedom goes on.



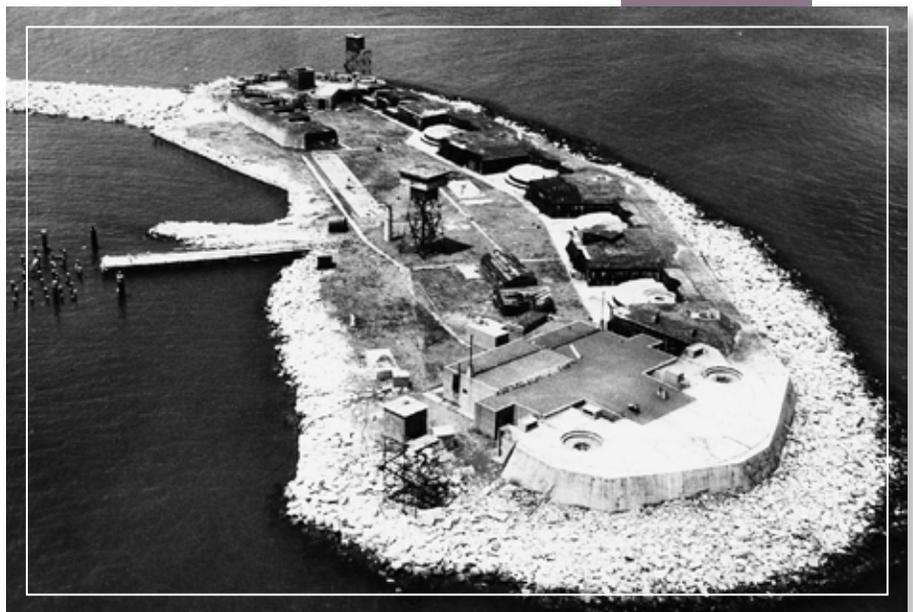
Related Resources

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 associations 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.

Fort Monroe National Monument has the following related resources associated with the multilayered significance of the fort and Old Point Comfort and the park's fundamental resources and values. These resources are located outside the park's boundary and are not owned or managed by Fort Monroe National Monument.

Other Park Sites, Trails, and Fortifications Related to Fort Monroe

- Historic Triangle.** This Historic Triangle is a group of three historic colonial sites on the Virginia peninsula. Historical connections directly associated with the history and significance of Fort Monroe include the founding of the Jamestown Settlement when Old Point Comfort served as a stopping point along the James River, the slave trade at Colonial Williamsburg, and the contraband community of Slabtown at Yorktown. The significance and stories of these three places are thematically related to Fort Monroe. Yorktown and part of Jamestown are encompassed within the NPS unit Colonial National Historical Park.
- Captain John Smith Chesapeake National Historic Trail.** This NPS unit and Fort Monroe National Monument share the history of Captain John Smith and other explorers in their pivotal journeys in the bay and their contact with Virginia Indians. Complementing the resources within the park, this water trail and its associated landing sites outside of the park boundary are connected to Fort Monroe through their shared mission to protect water resources and connect people to water recreation.
- Star Spangled Banner National Historic Trail.** The Old Point Comfort lighthouse is included in this NPS-managed trail because it played a role in the events leading to the 1812 British attacks on Baltimore and Washington. The Star Spangled Banner National Historic Trail also tells the story of the aftermath of these events that led to the building of Fort Monroe for the purpose of fortifying the mouth of the Chesapeake Bay from military invasion.
- Fort Wool.** Fort Wool is Fort Monroe's complementary coastal fort that was strategically located one mile south of Fort Monroe to protect and maintain crossfire at the entrance to the Hampton Roads harbor. As with Fort Monroe, then-Lieutenant Robert E. Lee was involved in the design of Fort Wool in 1831. Fort Wool is listed in the National Register of Historic Places and is managed by the City of Hampton and owned by the Commonwealth of Virginia.



- **Third System fortifications.** The US Army’s Third System of fortifications comprised 42 coastal forts built to strengthen military defenses in the aftermath of the War of 1812. Fort Monroe was the first and the largest of these forts, and was designed to function in coordination with other coastal forts in the system, including Fort Wool in Virginia and Fort Carroll in Baltimore, Maryland.
- **Endicott-era batteries nationwide.** Fort Monroe’s Endicott-era batteries were used for training army engineers and servicemen before they worked on other coastal batteries across the country. These training activities at Fort Monroe influenced the design and operations of other Endicott batteries nationwide.
- **National Underground Railroad: Network to Freedom.** This NPS-managed network includes historic sites in the Hampton area. The network’s mission is to document resources and interpret accounts of flight and escape from slavery. Topics associated with Fort Monroe such as Harriett Tubman, self-emancipation, and contraband camps meet this mission.
- **Phoebus and Buckroe.** The nearby communities of Phoebus and Buckroe are adjacent to the Fort Monroe peninsula. Fort Monroe’s neighboring communities served as gateway districts to the army’s installation during its long tenure at Old Point Comfort. The buildings in these cities, including those in the national register-listed Phoebus Historic District, also played an important role in Fort Monroe’s contraband camp history.
- **National Park Service – Chesapeake.** National Park Service – Chesapeake helps connect people to the natural and cultural heritage of the Chesapeake Bay and rivers through the Captain John Smith Chesapeake National Historic Trail and through partnership work to expand public access to the water, to engage communities in Chesapeake restoration efforts, and to conserve large landscapes for the health of the bay.

Museum Collections and Archives

- **Collections at City of Hampton.** The City of Hampton’s collections contain artifacts, objects, and documents associated with Fort Monroe’s history of contraband camps, first European contact, Captain John Smith and other explorers, Virginia Indians in the region, and the social history at Fort Monroe, including the history of the resort and recreational activities at Old Point Comfort.
- **Collections, archives, and landscape features at Hampton University.** Hampton University’s resources include artifacts and documents pertinent to the history and significance of Fort Monroe. Landscape features at the university include the Emancipation Oak, a site important to the organization of contraband camps outside of Fort Monroe. Collections at other sites and repositories in the region may exist but have not been confirmed to date.
- **US Army Training and Doctrine Command military archeological collections and the US Army Center of Military History.** The US Army’s Training and Doctrine Command and Center of Military History contain important historical documents concerning Fort Monroe as well as artifacts from numerous archeological investigations conducted at Old Point Comfort.
- **Records held by the US Army, National Archives, and Library of Congress, as well as other repositories such as the Library of Virginia and Virginia Historical Society.** These national repositories include records directly associated with the history and operations of Fort Monroe and Old Point Comfort.

Interpretive Themes

Interpretive themes are an organizational tool. They provide the conceptual framework for visitor experience planning and programming. Interpretive themes are derived from and capture the essence of park purpose, park significance, resources, and values. They can help to explain why a park story is relevant to people who may be unconnected to an event, time, or place. Themes go beyond a description of an event or process; they reflect the context and effects of those events or processes in order to foster opportunities to experience and consider the meanings, concepts, and values represented by park resources.

While themes are important as a framework to help guide interpretation and management decisions, they serve to focus and develop visitor experience, services, and programming.

Broad themes, theme statements, and concept bullets have been developed for Fort Monroe. Under these broad themes are many topics that can be addressed or stories that can be told under a variety of conceptual frameworks. The following interpretive themes have been identified for Fort Monroe National Monument:

- Located at the confluence of the James River and the Chesapeake Bay, the peninsula was abundant in natural resources and was later explored and fortified by early European colonists. This natural and cultural crossroads gave rise to the Hampton Roads agricultural, defense, and maritime history.
- Constructed as the first and largest of the Third System of fortifications in defense of the early republic and the Chesapeake Bay, Fort Monroe occupies a strategic location as the site of more than two centuries of military operations. The historic fort served as the physical and symbolic bulwark for shaping, defining, and projecting American social, political, and economic interests into the 21st century.
- Issued in support of the vision and persistence of African American freedom seekers at Fort Monroe, the 1861 Contraband Decision set in motion a process of emancipation through practice, policy, and law that ultimately destroyed the institution of slavery in the United States and expanded the legal definitions for basic human rights.
- Point Comfort, as witness to the arrival of Africans in the English colonies in 1619 and the Contraband Decision of 1861, illuminates ideals of freedom and equality as freedom seekers and their supporters sought to overcome the horrors of slavery and commenced to reconstruct American society during and following the Civil War. The quest for enfranchisement, self-sufficiency, and education of the African American community set the stage for black leadership and the quest for equal rights in the 20th century.



Part 2: Dynamic Components

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

Special Mandates and Administrative Commitments

Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park that must be fulfilled. Mandates can be expressed in enabling legislation or presidential proclamations, 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 Fort Monroe National Monument.

Special Mandates

- Memorandum of Agreement between the Secretary of the Army and the Secretary of the Interior. The 2011 presidential proclamation that established Fort Monroe National Monument mandates that this memorandum of agreement identify and assign the responsibilities of land management for each agency related to the processes for transferring administrative jurisdictions as well as the processes for resolving interagency disputes between the US Army and the National Park Service. The proclamation stipulates that the army continue to manage the lands and interests in the lands within the park boundaries until the transfer of lands to the Secretary of the Interior occurs.
- Memorandum of Agreement between the Commonwealth of Virginia and the Fort Monroe Authority and the National Park Service. The 2011 presidential proclamation states that the Commonwealth of Virginia and the Fort Monroe Authority will, through donation, relinquish control and interests in lands held by the Commonwealth of Virginia within the park boundary to be managed by the National Park Service.
- Interagency Agreement between the Department of Homeland Security and the National Park Service. The 2011 presidential proclamation stipulates that the Secretary of the Interior, through the National Park Service, and the Secretary of Homeland Security enter into an interagency agreement to allow for NPS interpretation of the Old Point Comfort Lighthouse, and for the National Park Service to provide technical or financial assistance in the treatment or other preservation activities of the lighthouse to the extent requested by the US Coast Guard. The lighthouse will continue to operate for navigational or national security purposes.
- Regulations and Planning for the Monument. The 2011 presidential proclamation stipulates that the Secretary of the Interior, through the National Park Service, promulgate any additional regulations needed for the proper care and management of the park to the extent authorized by law. A management plan must be prepared for the purpose of preserving, restoring, and enhancing the public visitation and appreciation of the park.



Administrative Commitments

For more information about administrative commitments for Fort Monroe National Monument, please see appendix B.

Assessment of Planning and Data Needs

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

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

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

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

Analysis of Fundamental Resources and Values

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



Fundamental Resource or Value	Fort Monroe Landscapes, Buildings, Structures, and Features Managed by the National Park Service
<p>Related Significance Statements</p>	<ul style="list-style-type: none"> • Fort Monroe, the largest fully moated masonry and earthen fort in the United States, was constructed in the aftermath of the War of 1812 as the first and largest of the coastal defense fortifications in the Third System (1816–1860). It represents four centuries of evolving military strategies, technologies, and leadership doctrines that have contributed to our national defense, beginning with the site’s Woodland Era peoples and extending through the modern era of airborne weapons systems.
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • Established as a national monument in 2011, the NPS unit is using the army and state studies as baseline data for the North Beach area, the structures, and landscape features. The condition of these resources is unknown; a condition assessment has not yet been conducted. • The integrity of these resources is known to be intact. • The List of Classified Structures data are not yet available, but need to be prepared for all NHL district contributing structures and features, including those not directly managed by the National Park Service. • The National Park Service continues to provide technical expertise on historic preservation and treatment of historic structures to the cooperative management team. • The NHL district nomination update needs to be completed by the army and accepted by the National Park Service. • Documentation on the historical construction periods conducted by the army is outdated and incomplete. Historic American Buildings Survey documentation (1989) does not meet current standards. • The park influences the water level of the wet moat, but not the water quality, which is driven by the water quality of the Chesapeake Bay. <p>Trends</p> <ul style="list-style-type: none"> • Interiors of the structures are impacted by high humidity. • Resources are being cooperatively managed by the Fort Monroe Authority and the National Park Service and are maintained in a stable condition.

Fundamental Resource or Value	Fort Monroe Landscapes, Buildings, Structures, and Features Managed by the National Park Service
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • High humidity in historic structures. • Climate change: Sea level rise and increased storm intensity. • Potential incompatible uses of the North Beach area and possible related impacts on historic resources, e.g., Officer’s Club and recreational vehicle (RV) park. • Potential incompatible living history activities on the parade ground and possible impacts on the historic landscape. • Vehicle parking on unpaved areas in close proximity to contributing historic resources. • The visitor use pattern of the RV area is driving the expansion of the RV area without an assessment of use impacts on adjacent historic resources. • Potential for new construction that could indirectly impact contributing resources in the NHL district; however, new development would be required to follow the design guidelines set forth in the “Fort Monroe Historic Preservation Manual and Design Standards,” which could help mitigate potential impacts, if any. • The entire Fort Monroe infrastructure portfolio lacks adequate and sufficient operations and maintenance funding to sustain many of the climate control systems in many buildings. This causes extremes of exposure to high humidity and moisture accumulations. <p>Opportunities</p> <ul style="list-style-type: none"> • The park is in an assessment phase to determine how sea level rise impacts resources, including cultural resources. • Prepare standard operating procedures for living history activities in consultation with other NPS units and the Fort Monroe Authority’s Casemate Museum and the historic weapons program coordinators to determine appropriate locations for these activities. • Work with the NPS Olmstead Center to study the Southern live oaks and the Algernourne Oak and build on recent tree studies already completed. • Engage with stakeholders, such as the Sierra Club, Chesapeake Bay Foundation, Chesapeake Conservancy, and Tree USA, to discuss natural resource management, including inventory and monitoring. • Collaborate with Harpers Ferry Center for consultation on museum security and collections management. • Collaborate with the NPS Historic Preservation Training Center on the preservation and maintenance of historic structures. • Work with the City of Hampton planning commission to be involved in the design review process regarding alterations to contributing resources within the NHL district. • Expand interpretive and educational tools to communicate the connections between climate change, sea level rise, natural and cultural resource protection on the peninsula, recreational uses, air quality, human health, and other associated resources. • Improve park sustainability and environmental leadership by becoming a Climate Friendly Park and implement a park environmental management system (Director’s Order 13A). • Develop new preservation technologies (strategies) to mitigate impacts of high humidity environment. • Collaborate with NPS Northeast Region’s Historic Architecture, Conservation, and Engineering Center, which is currently working on a Casemate Museum historic structure report. • Collaborate with regional NPS preservation center(s) on the preservation and maintenance of historic structures.
<p>Related Resources and Values</p>	<ul style="list-style-type: none"> • Historic Triangle. • Captain John Smith Chesapeake National Historic Trail. • Star Spangled Banner National Historic Trail.

Fundamental Resource or Value	Fort Monroe Landscapes, Buildings, Structures, and Features Managed by the National Park Service
<p>Related Resources and Values (Continued)</p>	<ul style="list-style-type: none"> • Fort Wool. • Third System Fortifications. • Phoebus and Buckroe. • Collections at City of Hampton. • Collections, archives, and landscape features at Hampton University. • US Army Training and Doctrine Command military archeological collections and the US Army Center of Military History. • Records held by the US Army, National Archives, and Library of Congress.
<p>Existing Data and Plans Related to the FRV</p>	<ul style="list-style-type: none"> • “Fort Monroe Historic Preservation Manual and Design Standards,” volumes I and II (in draft). • Landscape report SR-10-5 (US Army Corps of Engineers [USACE]). • “Fort Monroe Historic Landscape Inventory, Evaluation and Recommendations,” (USACE 2010). • National register nomination of Fort Monroe Historic District (May 2012). • National historic landmark nomination (1960).
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Historic Structures Report for Endicott Batteries, Quarters 1 (Part 2), Building 17, and Building 50. • Primary List of Classified Structures data for all historic structures. • Historic resource study. • Cultural resource base map using GIS data. • Cultural resource condition assessment. • Visitor use assessment to determine impacts for historic landscapes. • Cultural landscape inventory. • Primary Facility Management Software System data for all monument resources. • Study impact of sea level rise and climate change for resiliency and protection of the peninsula.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Resource stewardship strategy. • Cultural landscape report. • Climate change adaptation planning.
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Antiquities Act of 1906 • Historic Sites, Buildings, and Antiquities Act of 1935 • National Historic Preservation Act of 1966, as amended (16 USC 470) • Archeological and Historic Preservation Act of 1974 • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” • Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and other Natural and Cultural Resources” • National Environmental Policy Act of 1969 <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 5) “Cultural Resource Management” • Director’s Order 13A: <i>Environmental Management Systems</i> • Director’s Order 28: <i>Cultural Resource Management (1998)</i> • <i>The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation</i>

Fundamental Resource or Value	Fort Monroe Archeological Sites
Related Significance Statements	<ul style="list-style-type: none"> • Located on the Virginia peninsula known as Point Comfort, and later as Old Point Comfort, Fort Monroe is situated at the mouth of the Chesapeake Bay in Hampton Roads. Formed by deep-water channel currents and rich in estuarine life and natural resources, Old Point Comfort offers natural anchorage points and became a strategic cultural, political, trade, and defensive crossroads for the American Indian, European, African, and American peoples for more than four centuries.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The known archeological sites appear to be in fair or good condition. The army and state are working collaboratively with the National Park Service to further assess the conditions of the national register-eligible loci. • Some resources are located under buildings, parking lots, or other built features. <p>Trends</p> <ul style="list-style-type: none"> • Mitigation of impacts on archeological sites due to construction has been reduced since base realignment and closure due to the cooperative management and consultation between the National Park Service and the Fort Monroe Authority. • Interest in documentation of archeological resources has increased. The City of Hampton and local organizations are pursuing research related to the park's period of significance, and are working collaboratively with the National Park Service to share information.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Cyclic maintenance and emergency repair of grounds, utilities, road repairs, sidewalks, etc. that inadvertently impact archeological sites. • Climate change: Sea level rise and increased storm intensity and wave action would threaten to inundate and/or erode archeological resources. • Potential incompatible uses of the North Beach area and possible related impacts on archeological resources, e.g., Officer's Club and RV park. • Potential incompatible living history activities on the parade ground and possible impacts on the archeological resources. • Potential development of infrastructure would threaten archeological resources. • Visitor activities that involve ground disturbance such as tent camping and special events. <p>Opportunities</p> <ul style="list-style-type: none"> • Collaborate with the Fort Monroe Authority and universities to collect and update data to populate the Virginia Cultural Resource Inventory System database. • Engage youth in career development and documentation of archeological resources at Fort Monroe with organizations such as Archeology Ambassadors Programs and in partnership with Groundwork USA. • Collaborate with NPS National Capital Region and other NPS Northeast Region parks on archeological research on contraband communities. • Expand interpretive and educational tools to communicate the connections between climate change, sea level rise, natural and cultural resource protection on the peninsula, recreational uses, air quality, human health, and other associated resources.
Related Resources and Values	<ul style="list-style-type: none"> • Captain John Smith Chesapeake National Historic Trail. • Historic Triangle. • Phoebus and Buckroe. • Collections at City of Hampton. • Collections, archives, and landscape features at Hampton University. • US Army Training and Doctrine Command military archeological collections and the US Army Center of Military History.

Fundamental Resource or Value	Fort Monroe Archeological Sites
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • Inventory of historic property form. • Archeological overview (underway).
Data and/or GIS Needs	<ul style="list-style-type: none"> • Cultural resource base map using GIS data. • Cultural resource condition assessment. • Historic resource study of Old Point Comfort. • Enter data into the Archeological Sites Management Information System for land owned by the National Park Service. • Study impact of sea level rise and climate change for resiliency and protection of the peninsula.
Planning Needs	<ul style="list-style-type: none"> • Resource stewardship strategy. • Climate change adaptation planning.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Antiquities Act of 1906 • Historic Sites, Buildings, and Antiquities Act of 1935 • National Historic Preservation Act of 1966, as amended (16 USC 470) • Archeological and Historic Preservation Act of 1974 • American Indian Religious Freedom Act of 1978 • Archaeological Resources Protection Act of 1979 • Native American Graves Protection and Repatriation Act of 1990 • Museum Act (16 USC 18f through 18f-3) • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • Executive Order 13007, "Indian Sacred Sites" • "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79) • "Protection of Historic Properties" (36 CFR 800) • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and other Natural and Cultural Resources" • National Environmental Policy Act of 1969 <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 5) "Cultural Resource Management" • Director's Order 24: NPS Museum Collections Management • Director's Order 28: Cultural Resource Management (1998) • Director's Order 28A: Archeology (2004) • NPS Museum Handbook, parts I, II, and III • The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation



Fundamental Resource or Value	Old Point Comfort Shoreline
Related Significance Statements	<ul style="list-style-type: none"> Fort Monroe National Monument provides one of the only public access points along the lower Chesapeake Bay in proximity to a large urban population. The fort's natural resources, sandy public beaches, dunal areas, numerous historic trails, and diverse open spaces offer rare opportunities for water- and land-based recreation, including water access points and interpretation along the Captain John Smith Chesapeake National Historic Trail.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> Overall the shoreline is in fair condition but threatened by increasing storms, storm intensity, and sea level rise. Aerial imagery from 1930–2014 suggest the system of groins installed by the Army Corps of Engineers near Outlook Beach have helped with beach replenishment. The beach has grown significantly in these areas. It is unclear what portion of those structures and other substrate added by the army to stabilize the shoreline still exists. The old seawall is exposed to constant wave action; therefore potential opportunities for failure exist. The current state of knowledge of diversity and quality of avian communities, aquatic life, and estuarine communities within Mill Creek is fair. The current state of knowledge of dune morphology, vegetative habitats, and the terrestrial species that interface between the Chesapeake Bay and Mill Creek and the quality of these species is poor. Private lands on the inland side of Mill Creek are protected by the peninsula, which acts as a barrier island. The North Beach area has not been transferred and remains closed due to pending environmental clean-up by the army. <p>Trends</p> <ul style="list-style-type: none"> Sea level is rising. Subduction of land has increased. Flooding of the North Beach extension is more frequent due to land manipulations that need to be studied as part of an overall land management plan. This flooding has the potential to interrupt access.
Threats	<ul style="list-style-type: none"> Climate change: Sea level rise and increased storm intensity. Storm breaching could expose military directed landfill materials in North Beach. The bridges to Phoebus are currently the only way in and out of the park. Access could potentially be lost to a storm event or high water event. Development associated with expanded access to water-based recreation.

Fundamental Resource or Value	Old Point Comfort Shoreline
<p>Opportunities</p>	<ul style="list-style-type: none"> • Employ technology and techniques for climate change adaptation planning. • Reverse past hardscaping; restorative work to help the land absorb stormwater better. • Continue to foster passive recreational opportunities that provide personal interaction with the landscape, such as birding, walking along the boardwalks, or nature photography. • Expand educational opportunities related to Mill Creek, for people to connect to learn about the role salt marshes play in wildlife habitats for wildlife and shoreline stabilization. • Expand educational opportunities on the influences from a changing climate (e.g., higher sea level, increase in storm intensity, increase in erosion and weathering of coastal resources and infrastructure). • Employ creative ways to meet the executive order for Chesapeake Bay restoration. • Once cleared and transferred from the army, the North Beach offers opportunities for pedestrian recreation and exploration. • Expand easy access to water-based recreation for visitors who may not normally have this type of recreation access, and encourage connections to healthy visitor experiences with natural resources of the shoreline. • Enhance the park’s ability to serve as anchor for the Captain John Smith Chesapeake National Historic Trail. • Expand interpretive and educational tools to communicate the connections between climate change, sea-level rise, natural and cultural resource protection on the peninsula, recreational uses, air quality, human health, and other associated resources.
<p>Related Resources and Values</p>	<ul style="list-style-type: none"> • Captain John Smith Chesapeake National Historic Trail.
<p>Existing Data and Plans Related to the FRV</p>	<ul style="list-style-type: none"> • US Army Corps of Engineers study on reconstructing the seawall. • Remediation and clean-up of the landfill (ongoing). • “Birds Survey of Fort Monroe National Monument (FOMR) 2009–2010,” USFWS Gloucester, Virginia.
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Study impact of sea level rise and climate change for resiliency and protection of the peninsula. • Inventory of aquatic and terrestrial flora and fauna that interface between the Chesapeake Bay and Mill Creek. • Natural resource condition assessment.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Resource stewardship strategy. • Climate change adaptation planning.
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Executive Order 13508, “Chesapeake Bay Protection and Restoration” • Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources” • National Environmental Policy Act of 1969 <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (§4.8.1.1) “Shorelines and Barrier Islands”

Fundamental Resource or Value	Views Associated with Fort Monroe
Related Significance Statements	<ul style="list-style-type: none"> • Located on the Virginia peninsula known as Point Comfort, and later as Old Point Comfort, Fort Monroe is situated at the mouth of the Chesapeake Bay in Hampton Roads. Formed by deep-water channel currents and rich in estuarine life and natural resources, Old Point Comfort offers natural anchorage points and became a strategic cultural, political, trade, and defensive crossroads for the American Indian, European, African, and American peoples for more than four centuries. • Fort Monroe, the largest fully moated masonry and earthen fort in the United States, was constructed in the aftermath of the War of 1812 as the first and largest of the coastal defense fortifications in the Third System (1816–1860). It represents four centuries of evolving military strategies, technologies, and leadership doctrines that have contributed to our national defense, beginning with the site’s Woodland Era peoples and extending through the modern era of airborne weapons systems. • Fort Monroe National Monument provides one of the only public access points along the lower Chesapeake Bay in proximity to a large urban population. The fort’s natural resources, sandy public beaches, dunal areas, numerous historic trails, and diverse open spaces offer rare opportunities for water- and land-based recreation, including water access points and interpretation along the Captain John Smith Chesapeake National Historic Trail.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The majority of these resources are in good condition. There are no large obstructions blocking historic views associated with Fort Monroe. There is a clear line of sight across the interior fort as well as looking away from the fort, considering several periods of significance from 1819 to 1920. • The state, the army, and the National Park Service cooperated in the removal of condemned structures of Wherry housing units in 2013 (one Wherry apartment remains standing). These severely deteriorated buildings represented a time period that followed the period of significance. The removal of these structures opened up views associated with Fort Monroe. • The National Park Service does not hold an easement protecting viewsheds across the Chesapeake Bay, including views to Fort Wool. <p>Trends</p> <ul style="list-style-type: none"> • Increased collaborative conversations about potential impacts on views since establishment of the national monument.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • New construction or loss of existing resources. • Proposed energy development within the viewshed. • Alterations of cultural landscape by sea level rise and climate change. • Addition of nonhistoric items or features (e.g., cell phone towers, playground equipment, signage) to the cultural landscape. <p>Opportunities</p> <ul style="list-style-type: none"> • Continue to work collaboratively with the Fort Monroe Authority to identify appropriate restorations and activities to support the historic and natural visual character of the peninsula for the area called the Wherry Quarter. • Further collaboration between the army, the National Park Service, and the state to protect views by finalizing design standards and preservation easements on contributing landscapes and views.
Related Resources and Values	<ul style="list-style-type: none"> • Fort Wool. • Star Spangled Banner National Historic Trail. • Captain John Smith Chesapeake National Historic Trail.

Fundamental Resource or Value	Views Associated with Fort Monroe
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • "Fort Monroe Historic Viewsheds," (USACE 2010). • "Fort Monroe Historic Landscape Inventory, Evaluation and Recommendations," (USACE 2010). • "Fort Monroe Historic Preservation Manual and Design Standards," volumes I and II (draft).
Data and/or GIS Needs	<ul style="list-style-type: none"> • Primary List of Classified Structures data for all historic structures. • Historic resource study of Old Point Comfort. • Cultural resource base map using GIS data. • Cultural landscape inventory.
Planning Needs	<ul style="list-style-type: none"> • Cultural landscape report. • Resource stewardship strategy. • Sign inventory and management plan. • Scenery conservation plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • National Historic Preservation Act of 1966, as amended (16 USC 470) • Clean Air Act of 1977 <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries" • NPS Management Policies 2006 (§4.1.4) "Partnerships"



Fundamental Resource or Value	The Contraband Decision, the Path to the 13th Amendment, and Human Rights at Fort Monroe
<p>Related Significance Statements</p>	<ul style="list-style-type: none"> • Just days after Virginia’s secession from the Union in May of 1861, Fort Monroe’s new commanding officer responded to requests for asylum from three self-emancipating slaves by issuing the Contraband Decision using the notion of slaves as property to ensure they would not be returned to owners. The Contraband Decision played a pivotal and groundbreaking role by providing legal and military precedents for the Emancipation Proclamation (1863), and ultimately for the liberation of four million enslaved people and the abolition of the institution of slavery by the 13th Amendment to the US Constitution (1865). • Following the groundbreaking Contraband Decision at Fort Monroe, hundreds of thousands of enslaved African Americans sought freedom and sanctuary with the Union Army, spawning a humanitarian crisis, and permanently changing communities throughout the nation. Within weeks of the decision, hundreds of people had arrived at Fort Monroe, and by the end of the Civil War, more than 10,000 freedom-seeking African Americans sought refuge within area contraband camps.
<p>Current Conditions</p>	<ul style="list-style-type: none"> • The condition of the body of knowledge related to this FRV is fair to good. The Fort Monroe Authority’s Casemate Museum contributes to the body of knowledge with active research and an archive and library. The park has made great progress with the scholars roundtable, an ongoing dialogue with the National Trust for Historic Preservation, Contraband Historical Society, and Project 1619, and in clarifying certain research questions such as the road to emancipation and related laws and practices, which would benefit from additional research. • The park is contributing to and reviewing publications and exhibits and assisting with professional conferences related to this topic. • The park’s interpretation of this topic is in fair condition. The park has one annual interpretive and commemorative program on this topic. The park is committed to playing a leadership role in coordinating the annual contraband commemorative events for Fort Monroe. This effort is in partnership with the Fort Monroe Authority and City of Hampton. • The park does not have a visitor center. The Fort Monroe Authority’s Casemate Museum acts as the primary visitor contact station where interpretation of this topic exists. • Although opportunities for visitor services are available at the Fort Monroe community center, Paradise Ocean Club, and the Colonies RV park, these places do not have interpretive opportunities related to this topic. • The condition of related archeological and historical resources is poor. The majority of the archeological sites and records related to this history are unknown or unprocessed. Moreover, it is difficult to confirm through archeological analysis whether artifacts and features are directly associated with contraband communities. • The condition of the understanding of this topic is approaching fair. There is now more consistent agreement of the understanding of the Contraband Decision and its impact on American society. Today there is one academic book that discusses laws involving slavery and emancipation during the Colonial Period. There is a lack of interpretive information around this topic. • Most of the archeological work done on the peninsula has focused on other sorts of resources, or has been done in study areas defined by section 106 undertakings.

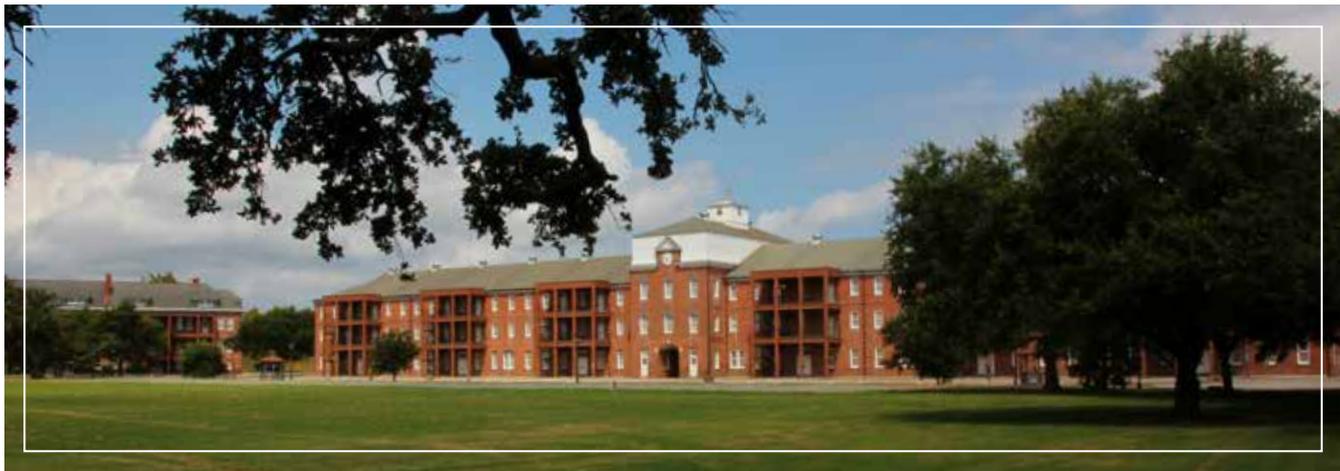
Fundamental Resource or Value	The Contraband Decision, the Path to the 13th Amendment, and Human Rights at Fort Monroe
Trends	<ul style="list-style-type: none"> • The park’s development of this topic has been improving, moving beyond historiography to a more complex view of this historical movement. The park has been developing a more inclusive interpretive program representing the diversity of people involved in the Contraband Decision and the transition from plantation life to contraband communities. Monument programming and participation has been improving, with the addition of living history tours and representation of new groups of peoples and ideas related to the Contraband Decision. • The park’s delivery of interpretive messages related to this topic is improving now that the National Park Service is present to discuss this topic. Training and partnerships that support this topic have emerged since the park was established in 2011. • There is a growing dialogue among museum professionals around the Contraband Decision and its impact on military decisions and politics in the United States. This is a growing trend in the scholarship of this topic. The Fort Monroe National Monument presidential proclamation helped acknowledge that the Contraband Decision is nationally significant.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • The Contraband Historical Society is at risk of dissolving. The park is critical to helping the society’s constituents in carrying on this dialogue. • Lack of analysis and processing of legacy archeological and historical resources related to this history. <p>Opportunities</p> <ul style="list-style-type: none"> • Establish specific goals with the Fort Monroe Authority’s Casemate Museum for further development of interpretive programming. • Continue with the documentation of contraband camps and descendent communities as a value connecting the Civil War, Reconstruction, and civil rights. • Collaborate more with the Fort Monroe Authority’s Casemate Museum, and possibly others, to explore more interpretative opportunities, such as exhibits, waysides, publications and interpretive media (podcasts, etc.). • Monument stakeholders are interested in Fort Monroe National Monument continuing to provide opportunities for scholars and the public to pursue this topic. • Build on relationships with universities with history and legal studies programs that have indicated a willingness to take on additional research related to this topic. • Collaborate further with the Contraband Historical Society and Project 1619 to provide an opportunity to document and interpret the “arc of slavery” connecting the arrival of Africans in the English Colonies at Point Comfort with elimination of the institution of slavery in the United States. • Continue to pursue oral history projects with descendent communities and collect artifacts related to this history. • Pursue archeological survey/inventory investigation done specifically to locate and assess archeological deposits related to contraband presence. This work is very likely to result in the identification of sites. The condition of such deposits should also be formally assessed in terms of integrity and national register eligibility. While little is currently known in regard to these resources, field and documentary research is likely to be quite productive.

Fundamental Resource or Value	The Contraband Decision, the Path to the 13th Amendment, and Human Rights at Fort Monroe
Related Resources and Values	<ul style="list-style-type: none"> • Historic Triangle. • Captain John Smith Chesapeake National Historic Trail. • Star Spangled Banner National Historic Trail. • Fort Wool. • Third System Fortifications. • Phoebus and Buckroe. • Collections at City of Hampton. • Collections, archives, and landscape features at Hampton University. • US Army Training and Doctrine Command military archeological collections and the US Army Center of Military History. • Records held by the US Army, National Archives, and Library of Congress.
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • White papers from 2013 scholars round table, "Investigating the 'arc of slavery' at Freedom's Fortress." • National Trust for Historic Preservation 2011 symposium report on contraband communities. • NPS National Capital Region is producing an ethnographic study on the Contraband Decision. • Archeological overview (underway).
Data and/or GIS Needs	<ul style="list-style-type: none"> • Historic resource study of Old Point Comfort. • Cultural resource base map using GIS data. • Study of the Contraband Decision and contraband communities (freedom seekers). • Ethnographic overview and ethnohistory. • Cultural landscape inventory. • Cultural resource condition assessment.
Planning Needs	<ul style="list-style-type: none"> • Long-range interpretive plan. • Cultural landscape report. • Resource stewardship strategy.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • None identified <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • Director's Order 6: <i>Interpretation and Education</i> • NPS Management Policies 2006 (chapter 7) "Interpretation and Education" • NPS Management Policies 2006 (§4.2) "Studies and Collections" • NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries" • NPS Management Policies 2006 (chapter 5) "Cultural Resource Management" • NPS Management Policies 2006 (§4.1.4) "Partnerships"

<p>Fundamental Resource or Value</p>	<p>Fort Monroe and the Celebration of Self-emancipation, Freedom, and Liberty</p>
<p>Related Significance Statements</p>	<ul style="list-style-type: none"> • Old Point Comfort links two pivotal events in the history of human servitude, commerce, and slavery in America. The first enslaved Africans in England’s colonies in America were brought to this peninsula on a ship flying the Dutch flag in 1619, beginning a long ignoble period of slavery in the colonies. Two hundred forty-two years later, this was the site of self-emancipation and the 1861 Contraband Decision that propelled thousands of Africans toward self-liberation and that set in motion the dismantling of the institution of slavery. • Fort Monroe, as the site of numerous far-reaching events, generates the desire for reminiscence and commemoration on the part of descendants of people associated with the site’s history and has become an arena for public discourse and discussion as well as divergent public memories related to the impacts of colonization on American Indians, slavery, the American Civil War, liberty, and civil rights.
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • The condition of the body of knowledge related to this FRV is fair to good. The park has made great progress with the scholars roundtable, an ongoing dialogue with the National Trust for Historic Preservation and Contraband Historical Society, and in clarifying certain research questions, such as the road to emancipation and related laws and practices, that would benefit from additional research. • The park is contributing to and reviewing publications and exhibits and assisting with professional conferences related to this topic. • The park’s interpretation of this topic is in fair condition. The park has one annual interpretive and commemorative program on this topic. • The park has committed to playing a leadership role in coordinating the annual contraband commemorative events for Fort Monroe. This effort is in partnership with Fort Monroe Authority and City of Hampton. • The park does not have a visitor center. The Fort Monroe Authority’s Casemate Museum acts as the primary visitor contact station where interpretation of this topic exists. • Although opportunities for visitor services are available at the Fort Monroe community center, Paradise Ocean Club, and the Colonies RV park, these places do not have interpretive opportunities related to this topic. • The condition of related archeological resources is poor. The majority of the archeological sites and records related to contraband communities are unknown or unprocessed. Moreover, it is difficult to confirm through archeological analysis whether artifacts and features are directly associated with contraband communities. • The status of knowledge is poor. The majority of historical records related to contraband communities are unknown or unprocessed. • The condition of the understanding of this topic is approaching fair. There is now more consistent agreement of the understanding of the Contraband Decision and its impact on American society. Today there is one academic book that discusses laws involving slavery and emancipation during the Colonial Period. But there is a lack of interpretive information around this topic. <p>Trends</p> <ul style="list-style-type: none"> • The park’s development of this topic has been improving, moving beyond historiography to a more complex view of this historical movement. The park has been developing a more inclusive interpretive program representing the diversity of people involved in the Contraband Decision and the transition from plantation life to contraband communities. Park programming and participation has been improving, with the addition of living history tours and representation of new groups of peoples and ideas related to the Contraband Decision. • The park’s delivery of interpretive messages related to this topic is improving now that the National Park Service is present to discuss this topic. Training and partnerships that support this topic have emerged since in the park was established in 2011.

Fundamental Resource or Value	Fort Monroe and the Celebration of Self-emancipation, Freedom, and Liberty
<p>Current Conditions and Trends</p>	<p>Trends (continued)</p> <ul style="list-style-type: none"> • There is a growing dialogue among museum professionals around the Contraband Decision, and its impact on military decisions and politics in the United States. This is an improving trend in the scholarship of this topic. The Fort Monroe National Monument presidential proclamation helped acknowledge that the Contraband Decision is nationally significant. • The membership of the Contraband Historical Society has waned and they currently affiliate with other organizations, such as Project 1619 and Citizens for Fort Monroe National Park, which helps them amplify membership and outreach.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • Lack of analysis and processing of legacy archeological and historical resources related to this history. <p>Opportunities</p> <ul style="list-style-type: none"> • Establish specific goals with the Fort Monroe Authority's Casemate Museum for further developing interpretive programing. • Continue with the documentation of contraband camps and descendent communities as a value connecting the Civil War, Reconstruction, and civil rights. • Collaborate more with the Fort Monroe Authority's Casemate Museum, and possibly others, to explore more interpretative opportunities, such as exhibits, waysides, publications, and interpretive media (podcasts, etc.). • Collaborate with the NPS Northeast Region's Historic Architecture, Conservation, and Engineering Center, which is currently working on a Casemate Museum historic structure report. • Monument stakeholders are interested in Fort Monroe National Monument continuing to provide opportunities for scholars and the public to pursue this topic. • Build on relationships with universities with history and legal studies programs that have indicated a willingness to take on additional research related to this topic. • Further collaboration with Contraband Historical Society and Project 1619 provides an opportunity to document and interpret the "arc of slavery" connecting the arrival of Africans in the English Colonies at Point Comfort with elimination of the institution of slavery in the United States. • Employ a researcher knowledgeable on patterns of Africanism to revisit any material remains recovered from areas of the fort believed to have held contraband activities. • Further scholarship is needed to understand the role of other Third System forts in providing refuge for self-emancipating African Americans in Confederate territory. • Continue to pursue oral history projects with descendent communities and collection of artifacts related to this history. • Develop opportunities for community conversations and interpretive programs, including themes related to <ul style="list-style-type: none"> • the evolution of American slavery from indentured servitude to racial slavery • the significance of a Union stronghold to preserving the Union • slavery and freedom as central conflicts that led to secession from the Union • challenges in collective memory and the memorialization of Jefferson Davis at Fort Monroe

Fundamental Resource or Value	Fort Monroe and the Celebration of Self-emancipation, Freedom, and Liberty
<p>Related Resources and Values</p>	<ul style="list-style-type: none"> • National Underground Railroad: Network to Freedom. • Phoebus and Buckroe. • Collections at City of Hampton. • Collections, archives, and landscape features at Hampton University. • US Army Training and Doctrine Command military archeological collections and the US Army Center of Military History. • Records held by the US Army, National Archives, and Library of Congress.
<p>Existing Data and Plans Related to the FRV</p>	<ul style="list-style-type: none"> • White papers from 2013 scholars round table, "Investigating the 'arc of slavery' at Freedom's Fortress." • National Trust for Historic Preservation 2011 symposium report on contraband communities. • NPS National Capital Region is producing an ethnographic study on the Contraband Decision. • Archeological overview (underway).
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Historic resource study of Old Point Comfort. • Cultural resource base map using GIS data. • Study of the Contraband Decision and contraband communities (freedom seekers). • Ethnographic overview and ethnohistory. • Cultural landscape inventory. • Cultural resource condition assessment.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Long-range interpretive plan. • Cultural landscape report. • Resource stewardship strategy.
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • National Underground Railroad Network to Freedom Act • "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79) <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • Director's Order 6: <i>Interpretation and Education</i> • NPS Management Policies 2006 (chapter 7) "Interpretation and Education" • NPS Management Policies 2006 (§4.2) "Studies and Collections" • NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries" • NPS Management Policies 2006 (§4.1.4) "Partnerships"





Fundamental Resource or Value	Old Point Comfort as a Strategic Location for Defense
<p>Related Significance Statements</p>	<ul style="list-style-type: none"> • Located on the Virginia peninsula known as Point Comfort, and later as Old Point Comfort, Fort Monroe is situated at the mouth of the Chesapeake Bay in Hampton Roads. Formed by deep-water channel currents and rich in estuarine life and natural resources, Old Point Comfort offers natural anchorage points and became a strategic cultural, political, trade, and defensive crossroads for the American Indian, European, African, and American peoples for more than four centuries. • Fort Monroe, the largest fully moated masonry and earthen fort in the United States, was constructed in the aftermath of the War of 1812 as the first and largest of the coastal defense fortifications in the Third System (1816–1860). It represents four centuries of evolving military strategies, technologies, and leadership doctrines that have contributed to our national defense, beginning with the site’s Woodland Era peoples and extending through the modern era of airborne weapons systems. • Fort Monroe, a vital Union stronghold within the Confederate states, was the site of key strategic war planning that included President Lincoln; a supply command from which major Union operations were launched that aided in ending the American Civil War; and the location of the imprisonment of Confederate President Jefferson Davis following the war.
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • The state of the body of knowledge surrounding this FRV is fair, approaching good. Most issues are associated with trying to locate appropriate documents for Fort Monroe National Monument because finding aids do not exist. • Some gaps in research exist surrounding the strategic alliance between the Virginia Indians and Europeans, and the French during the building of Fort Monroe. • Other gaps in research may include some information on Fort Algernourne, Fort George, the Old Point Comfort Lighthouse, and Fort Wool. • Archeological surveys are needed to identify which features and deposits are associated with which of the many groups who have lived on the peninsula. • Documents stored on site do not have adequate environmental controls. <p>Trends</p> <ul style="list-style-type: none"> • The 2005 base realignment and closure illustrated a move from people as a main tool of defense to technology as a main tool of defense. • Use of the fort buildings changed over time. The fort was originally a physical defensive location, which transformed into a location for training for defensive decision making. • Collective memory has changed around defense and wars.

Fundamental Resource or Value	Old Point Comfort as a Strategic Location for Defense
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Climate change: Sea level rise and increased storm intensity could threaten landforms, structures, and visitor access. • Documents stored on site do not have adequate environmental controls. • Fluctuating environmental conditions threaten integrity of documents stored locally. • Development on nonfederal land could impinge on visitor opportunities to experience the strategic location and their ability to view the strategic landscape. • Political or individual action could overshadow or stifle traditionally associated groups or desired audiences from feeling included, or could threaten the park’s goal of dialogue inclusiveness. • Potential loss of oral histories due to aging of older demographic. <p>Opportunities</p> <ul style="list-style-type: none"> • Facilitate a dialogue with associated groups to continue an inclusive, relevant, and accurate discussion of events that occurred at Fort Monroe National Monument, which represent a diversity of people, values and meanings. • Create relevancy with the largest possible audience related to controversial and difficult conversations to heal the past and move forward to collective agreement. • Work with local universities and schools on educational programs to continue to create leaders for the nation by helping urban youth connect to the cultural, natural, and recreational resources of Fort Monroe National Monument. • Develop partnerships with other agencies and nonfederal agencies to work collaboratively to create strategies to protect the landscape, structures, and landforms. • Explore the possibility of using Fort Monroe National Monument as a place to teach battle vignettes for the military officers’ corps. • Investigate the topic of armoring the shoreline. The landform is a line of defense for the civilian population on the other side of Mill Creek. • Investigate the topic of the evolution from Algernourne to Fort George, and the peninsula’s role as the “Gibraltar of the Chesapeake.” • Expand interpretive and educational tools to communicate the connections between climate change, sea level rise, natural and cultural resource protection on the peninsula, recreational uses, air quality, human health, and other associated resources.
Related Resources and Values	<ul style="list-style-type: none"> • Historic Triangle. • Captain John Smith Chesapeake National Historic Trail. • Star Spangled Banner National Historic Trail. • Fort Wool. • Third System fortifications. • Endicott-era batteries nationwide. • US Army Training and Doctrine Command military archeological collections and the US Army Center of Military History. • Records held by the US Army, National Archives, and Library of Congress.
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • State, army, US Army Corps of Engineers studies related to archeology, defense, and historic views. • Sea coast fortification studies – Coast Defense Study Group (Endicott batteries). • Historic structure report for casemate (underway).

Fundamental Resource or Value	Old Point Comfort as a Strategic Location for Defense
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Historic resource study of Old Point Comfort. • Cultural resource base map using GIS data. • Ethnographic overview and ethnohistory. • Cultural landscape inventory. • Survey of military directives or ceremonial instructions to identify military activities and events compatible with historic landscape. • Primary List of Classified Structures data for all historic structures. • Study impact of sea level rise and climate change for resiliency and protection of the peninsula. • Cultural resource condition assessment.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Long-range interpretive plan. • Cultural landscape report. • Resource stewardship strategy.
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and other Natural and Cultural Resources" • National Environmental Policy Act of 1969 <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • Director's Order 6: <i>Interpretation and Education</i> • NPS Management Policies 2006 (chapter 7) "Interpretation and Education" • NPS Management Policies 2006 (§4.2) "Studies and Collections" • NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries" • NPS Management Policies 2006 (§4.1.4) "Partnerships"





Analysis of Other Important Resources and Values

Other Important Resource or Value	Fort Monroe National Historic Landmark District
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • To the staff’s knowledge, the general condition of the overall NHL district is observed to be fair to good. The List of Classified Structures data are not yet available, but will be for all NHL district structures and features, including those not directly managed by the National Park Service. • The National Park Service continues to provide technical expertise on historic preservation and treatment of historic buildings to the cooperative management team. • The updated NHL district nomination needs to be completed and accepted by the National Park Service. • B88 and the 1942 Navy Building are listed as noncontributing on the draft NHL district nomination, but the Fort Monroe Authority identifies these buildings as potentially contributing to the NHL district. • Documentation on the historical construction periods conducted by the army is outdated and incomplete. The Historic American Buildings Survey document does not meet current standards. <p>Trends</p> <ul style="list-style-type: none"> • Interiors of the structures are impacted by high humidity and steps have been taken to mitigate this. • The park staff on-site and the NPS NHL office continue to provide technical assistance to the Fort Monroe Authority in the preservation of the national historic landmark. • The establishment of Fort Monroe National Monument and the presence of NPS staff has increased awareness of the NHL status with communication between the Fort Monroe Authority, the Virginia state historic preservation office, and the National Park Service.

Other Important Resource or Value	Fort Monroe National Historic Landmark District
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • High humidity is impacting the historic structures. • Climate change: Sea level rise and increased storm intensity could threaten the NHL district. • Potential incompatible uses of historic resources. • Potential incompatible visitor activities and possible impacts on the historic landscape due to vandalism, looting, and development. • Vehicle parking on unpaved areas in close proximity to contributing historic resources. • Potential for new construction that could be considered to have an adverse effect on contributing resources in the NHL district. <p>Opportunities</p> <ul style="list-style-type: none"> • The park is in an assessment phase to determine how sea level rise impacts resources, including cultural resources. The National Park Service would share this information with the Fort Monroe Authority. • Continue the study with the NPS Olmstead Center of the Southern live oaks and the Algernourne Oak to benefit all related resources in the NHL district. • The National Park Service will work with the Fort Monroe Authority, the Virginia state historic preservation office, and preservation organizations to discuss cultural resource management, documentation, and preservation treatment. • Continue to provide preservation assistance through the National Park Service. • Collaborate with universities and preservation organizations in keeping up with best practices in preservation and training. • Work with the City of Hampton planning commission to be involved in the design review process regarding alterations to contributing resources within the NHL district. • Expand interpretive and educational tools to communicate the connections between climate change, sea level rise, natural and cultural resource protection on the peninsula, recreational uses, air quality, human health, and other associated resources. • Develop new preservation technologies (strategies) to mitigate impacts of a high humidity environment on historic resources.
<p>Related Resources and Values</p>	<ul style="list-style-type: none"> • Historic Triangle. • Captain John Smith Chesapeake National Historic Trail. • Star Spangled Banner National Historic Trail. • Fort Wool. • Third System fortifications. • Phoebus and Buckroe. • Collections at City of Hampton. • Collections, archives, and landscape features at Hampton University. • US Army Training and Doctrine Command military archeological collections and the US Army Center of Military History. • Records held by the US Army, National Archives, and Library of Congress.

Other Important Resource or Value	Fort Monroe National Historic Landmark District
<p>Existing Data and Plans Related to the OIRV</p>	<ul style="list-style-type: none"> • Landscape Report SR-10-5 (USACE). • “Fort Monroe Historic Landscape Inventory, Evaluation, and Recommendations,” (USACE 2010). • National register nomination of Fort Monroe Historic District (May 2012). • National historic landmark nomination (1960). • Historic American Buildings Survey documentation (1989) covers historic district. • Associated design standards (Draft). • Historic preservation consultation protocol (Draft) – part of programmatic agreement with the Fort Monroe Authority and Commonwealth of Virginia. • “Fort Monroe Historic Preservation Manual and Design Standards,” volumes I and II (2012).
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Primary List of Classified Structures data for all historic structures. • Historic resource study. • Cultural resource base map using GIS data. • Visitor use assessment to determine impacts for historic landscapes. • Cultural landscape inventory. • Primary Facility Management Software System data for all monument resources. • Study the impact of sea level rise and climate change for resiliency and protection of the peninsula.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Resource stewardship strategy. • Cultural landscape report. • Climate change adaptation planning.
<p>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none"> • Antiquities Act of 1906 • Historic Sites, Buildings, and Antiquities Act of 1935 • National Historic Preservation Act of 1966, as amended (16 USC 470) • Archeological and Historic Preservation Act of 1974 • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” • Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and other Natural and Cultural Resources” • “Curation of Federally-Owned and Administered Archaeological Collections” (36 CFR 79) • National Environmental Policy Act of 1969 <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 5) “Cultural Resource Management” • Director’s Order 28: <i>Cultural Resource Management (1998)</i> • <i>The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation</i> • NPS Management Policies 2006 (§1.6) “Cooperative Conservation Beyond Park Boundaries” • NPS Management Policies 2006 (§4.1.4) “Partnerships”



Other Important Resource or Value	Endicott Gun Batteries
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • To the staff’s knowledge, the general condition of the overall batteries is observed to be poor. The batteries no longer retain the original artillery. Earthworks have been removed in some batteries. • All six batteries contribute to the NHL district. • The List of Classified Structures data are not yet available, but will be for all NHL district contributing structures and features, including those not directly managed by the National Park Service. • There is no public interpretation of the Endicott batteries and the majority of the Endicott gun batteries, with the exception of one battery, are closed off to public access. • The National Park Service continues to provide technical expertise on historic preservation and treatment of historic structures to the cooperative management team. • The NHL district nomination update needs to be completed and accepted by the National Park Service. • Documentation on the historical construction periods conducted by the army is outdated and incomplete. Historic American Buildings Survey documentation (1989) does not meet current standards. <p>Trends</p> <ul style="list-style-type: none"> • NPS staff on site continue to provide technical assistance to the Fort Monroe Authority on the preservation of historic structures and potential adaptive reuse. • The establishment of Fort Monroe National Monument and the presence of NPS staff has increased awareness of the NHL status, including the Endicott gun batteries, with communication between the Fort Monroe Authority, the Virginia state historic preservation office, and the National Park Service. • The batteries’ materials (concrete and reinforced steel) appear to be declining in condition due to the marine environment. • The Coast Defense Study Group has been working with the National Park Service on the conservation and interpretation of Endicott batteries throughout the country.

Other Important Resource or Value	Endicott Gun Batteries
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • The marine environment is causing deterioration of the structures. • Vandalism (graffiti, illegal access and use). • Preservation and restoration of the batteries could be precluded due to safety concerns and actions impacting the earthworks, which are contributing features of the batteries. • Incompatible uses of structures, such as parking up against the batteries and fireworks displays being launched from the batteries. • Climate change: Sea level rise and increased storm intensity could accelerate deterioration of the structures. <p>Opportunities</p> <ul style="list-style-type: none"> • Continue the assessment phase to determine how sea level rise impacts resources, including cultural resources. The National Park Service would share this information with the Fort Monroe Authority. • Work with the Fort Monroe Authority, the Virginia state historic preservation office, and preservation organizations to discuss cultural resource management, documentation, and preservation treatments. • Continue to provide preservation assistance through the National Park Service for the two batteries outside of the park boundary. • Collaborate with universities and preservation organizations in keeping up with best practices in preservation and training. • Work with the City of Hampton planning commission to be involved in the design review process regarding alterations to contributing resources within the NHL district. • Engage with Coast Defense Study Group in documentation, fundraising, management, and interpretation. • Coordinate on thematic interpretation of batteries at other coastal defense areas. • Use Endicott batteries as sites for student training in historic preservation techniques.
<p>Related Resources and Values</p>	<ul style="list-style-type: none"> • Endicott-era batteries nationwide. • US Army Training and Doctrine Command military archeological collections and the US Army Center of Military History. • Records held by the US Army, National Archives, and Library of Congress.
<p>Existing Data and Plans Related to the OIRV</p>	<ul style="list-style-type: none"> • Landscape Report SR-10-5 (USACE). • “Fort Monroe Historic Landscape Inventory, Evaluation, and Recommendations,” (USACE 2010). • National register nomination of Fort Monroe Historic District (May 2012). • National historic landmark nomination (1960). • Historic American Buildings Survey documentation (1989) covers the historic district. • Associated design standards (draft). • Historic preservation consultation protocol (draft) – part of programmatic agreement with the Fort Monroe Authority and Commonwealth of Virginia. • Overview of the Coastal Defenses at Fort Monroe National Monument by Coast Defense Study Group. • Fort Monroe historic viewsheds. • Reconnaissance study for Fort Monroe. • Fort Monroe master plan.

Other Important Resource or Value	Endicott Gun Batteries
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Primary List of Classified Structures data for all historic structures. • Historic resource study. • Cultural resource base map using GIS data. • Visitor use assessment to determine impacts for historic landscapes. • Cultural landscape inventory. • Cultural resource condition assessment. • Primary Facility Management Software System data for all monument resources. • Study impact of sea level rise and climate change for resiliency and protection of the peninsula.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Resource stewardship strategy. • Cultural landscape report. • Climate change adaptation planning.
<p>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none"> • Antiquities Act of 1906 • Historic Sites, Buildings, and Antiquities Act of 1935 • National Historic Preservation Act of 1966, as amended (16 USC 470) • Archeological and Historic Preservation Act of 1974 • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and other Natural and Cultural Resources" • National Environmental Policy Act of 1969. <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries" • NPS Management Policies 2006 (§4.1.4) "Partnerships" • NPS Management Policies 2006 (chapter 5) "Cultural Resource Management" • Director's Order 28: <i>Cultural Resource Management (1998)</i> • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i>





Other Important Resource or Value	Fort Monroe Authority's Casemate Museum and Museum Collections
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • The museum assists the park in distributing interpretive media. The museum currently has a volunteer docent program and provides tours and orientation in the park. A bookstore is run by the Casemate Museum Foundation, and provides funding for displays. • The park works directly with the museum in identifying deficiencies and making recommendations on safety, security, and conservation. • The park worked with the Harpers Ferry Center to provide recommendations on exhibits displays, lighting, and technical assistance with the museum's collections management planning. • The National Park Service provides technical assistance in safety and security of the museum. • Historic structure report on the Fort Monroe Authority's Casemate Museum building includes environmental controls for the archives and storage management. • The Fort Monroe Authority's Casemate Museum was established in 1951 and provides the interpretation of Fort Monroe and the cultural history of Old Point Comfort. <p>Trends</p> <ul style="list-style-type: none"> • The museum is open seven days a week Memorial Day–Labor Day. Low visitation on Mondays in the winter allows the museum to close and address historic preservation and maintenance needs. Staffing has increased in 2014 to five full time employees (details current as of April 2015). • Reduced operating hours and public access. • The museum has partnered with other entities for temporary exhibits since the transition from the army to the Commonwealth. There is continued trend toward broadening the interpretive content. • The Fort Monroe Authority's Casemate Museum is working with other museums, institutions, and private collectors to borrow and acquire objects related to the interpretive themes of Fort Monroe.

Other Important Resource or Value	Fort Monroe Authority's Casemate Museum and Museum Collections
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Deteriorating fabric on the interior of the structure is a hazard to employees, public, and collections. A lack of environmental climate control could leave collections vulnerable to deterioration. Resources available to the Fort Monroe Authority to operate and maintain the museum collections are dependent on an annual renewal. <p>Opportunities</p> <ul style="list-style-type: none"> Continue to expand interpretation through research, documentation, partnerships. Provide access to sensitive collection items through technology. Leverage resources to maintain adequate staffing, preservation, and continual learning opportunities. Collaborate and expand volunteer opportunities. Encourage and actively participate in emergency response for the museum. Encourage dialog with other agencies and other locations to encourage certified tour guide programming and inclusion on travel itineraries.
Related Resources and Values	<ul style="list-style-type: none"> Fort Wool. Third System fortifications. Phoebus and Buckroe. Collections at City of Hampton. Collections, archives, and landscape features at Hampton University. US Army Training and Doctrine Command military archeological collections and the US Army Center of Military History. Records held by the US Army, National Archives, and Library of Congress.
Existing Data and Plans Related to the OIRV	<ul style="list-style-type: none"> The Fort Monroe Authority's interpretive plan. Historic structure report for Fort Monroe Authority's Casemate Museum (underway). Scope of collections and accessioning plan.
Data and/or GIS Needs	<ul style="list-style-type: none"> Historic resource study for Old Point Comfort.
Planning Needs	<ul style="list-style-type: none"> Resource stewardship strategy. Long-range interpretive plan.
Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none"> Museum Act (16 USC 18f through 18f-3) Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> Director's Order 24: <i>NPS Museum Collections Management</i> Director's Order 28: <i>Cultural Resource Management (1998)</i> Director's Order 28A: <i>Archeology (2004)</i> <i>NPS Museum Handbook</i>, parts I, II, and III <i>NPS Management Policies 2006</i> (§1.6) "Cooperative Conservation Beyond Park Boundaries" <i>NPS Management Policies 2006</i> (§4.1.4) "Partnerships"

Other Important Resource or Value	Old Point Comfort Lighthouse
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • Management and preservation responsibility for the lighthouse is in the control of the US Coast Guard, and information on the condition of the structure and exposure to vandalism is within their jurisdiction and not widely circulated. Evidence of water intrusion issues, problems with vandalism, and the need of exterior painting is visibly noticeable. • Condition of education and interpretation of the site provided by the National Park Service is fair. Interior access is not available, however, accesses to adjacent public walkways allow for inclusion in walking tours. <p>Trends</p> <ul style="list-style-type: none"> • The Coast Guard is divesting itself of lighthouses across the country.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • Climate change: Sea level rise and increased storm intensity could threaten the Old Point Comfort Lighthouse. • NPS staff provides education and interpretation of the site, but the lighthouse is not under NPS ownership. NPS staff are limited as to the maintenance and preservation assistance they can provide to keep the lighthouse on the landscape. • Potential change in sensory and navigational experience for visitors and residents if decommissioned. • Potential degradation due to lack of preventative maintenance and vandalism. <p>Opportunities</p> <ul style="list-style-type: none"> • Identify new ways to help visitors access the interior of the lighthouse safely, including views from the top, and integrate this into interpretive tours and/or virtual visits. • Expand interpretive and educational tools to communicate the connections between climate change, sea level rise, natural and cultural resource protection on the peninsula, recreational uses, air quality, human health, and other associated resources.
<p>Related Resources and Values</p>	<ul style="list-style-type: none"> • Star Spangled Banner National Historic Trail.
<p>Existing Data and Plans Related to the OIRV</p>	<ul style="list-style-type: none"> • Coast Guard plans. • National register nomination. • National historic landmark nomination. • "Fort Monroe Historic Preservation Manual and Design Standards," volumes I and II (draft). • Historic American Building Survey documentation (VA-595-J) including eight photographs (five black and white and three color).
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Primary List of Classified of Structures data for all historic structures. • Primary Facility Management Software System data for all monument resources. • Cultural resource base map using GIS data.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Landscape-based interpretive media plan.

Other Important Resource or Value	Old Point Comfort Lighthouse
<p>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none"> • Antiquities Act of 1906 • Historic Sites, Buildings, and Antiquities Act of 1935 • National Historic Preservation Act of 1966, as amended (16 USC 470) • Archeological and Historic Preservation Act of 1974 • National Historic Lighthouse Preservation Act of 2000 • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries" • NPS Management Policies 2006 (§4.1.4) "Partnerships" • NPS Management Policies 2006 (chapter 5) "Cultural Resource Management" • Director's Order 28: <i>Cultural Resource Management (1998)</i> • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i>



Other Important Resource or Value	Military Traditions
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • Knowledge of military traditions and connectivity to Fort Monroe National Monument is good through cooperative management and partnerships. • Interpretive media on the subject are good. • Staff actively participate in ways to continue these traditions on the landscape. • Park staff continue to support requests for traditional military events, while assessing potential impacts on resources and visitor experience now that the previously closed site is open to the public. • Outside of currently existing war trophies and military equipment, staff have not explored appropriate new locations for war trophies and military equipment. <p>Trends</p> <ul style="list-style-type: none"> • Increased awareness among the army and the state of potential impacts of these activities (e.g., ceremonies and firing demonstrations) on resources and visitor experience.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • Permitting processes may preclude potential military historic uses. <p>Opportunities</p> <ul style="list-style-type: none"> • Explore appropriate new locations for war trophies and military equipment. • Continue to work with the army, the US Army’s Training and Doctrine Command, and US Army Center of Military History to expand understanding and education of military traditions, develop exhibits and programming, and accommodate continuation of military traditions. • Continue to provide opportunities for past and present military personnel to gather and enjoy social and recreational resources that Fort Monroe National Monument provides. • Continue to assist with local and national dialogue of recruitment of military personnel as volunteers and for career NPS veterans’ opportunities. • Encourage oral history projects (in partnership with the Fort Monroe Authority) with military personnel to understand experiences they had at Fort Monroe National Monument and/or related history throughout their service.
<p>Related Resources and Values</p>	<ul style="list-style-type: none"> • US Army Training and Doctrine Command military archeological collections and the US Army Center of Military History. • Records held by the US Army, National Archives, and Library of Congress.
<p>Existing Data and Plans Related to the OIRV</p>	<ul style="list-style-type: none"> • None identified.
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Historic resource study. • Survey of military directives or ceremonial instructions to help determine appropriate military activities and events compatible with historic landscape. • Ethnographic overview and ethnohistory. • Cultural resource base map using GIS data.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Resource stewardship strategy. • Long-range interpretive plan.
<p>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none"> • None identified <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 8) “Use of the Parks” • Director’s Order 6: Interpretation and Education • NPS Management Policies 2006 (chapter 7) “Interpretation and Education” • NPS Management Policies 2006 (§1.6) “Cooperative Conservation Beyond Park Boundaries” • NPS Management Policies 2006 (§4.1.4) “Partnerships”

Other Important Resource or Value	Maritime Sights and Sounds
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • The state of research and body of knowledge about this OIRV is good. The public has access to waterways and there is a wealth of documentation and scholarship. • Interpretive media related to this topic for Fort Monroe National Monument need to be created from the information that exists. There are some related exhibits at the Fort Monroe Authority's Casemate Museum, information on fishing at fishing piers, a display on Fort Wool at the flag bastion, and a display at the lighthouse. <p>Trends</p> <ul style="list-style-type: none"> • Increase in awareness of importance of the Hampton Roads harbor in Atlantic commerce that could result in expansion of Hampton harbor shipping traffic. • Trend toward energy development, such as turbines and transmission lines in related waterways. • Increase in programming targeting youth that typically do not have access to water based activities.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • Changes to shipping practices on Hampton harbor could alter marine sights and sounds for visitors at Fort Monroe National Monument and potentially limit visitor access to these opportunities. • Potential dredging could result in unexpected munitions discoveries or disruptions of natural resources of the harbor. • Development outside monument boundaries on the peninsula could potentially obstruct maritime sights and sounds for visitors at Fort Monroe National Monument. • Climate change and sea level rise could impact access to maritime sights. • Development in, around, and on Mill Creek has potential to reduce visitors' ability to connect with the soundscape at Fort Monroe, including avian and marsh sounds. <p>Opportunities</p> <ul style="list-style-type: none"> • Enhance history and culture pages on monument website related to these topics. • Develop opportunities for joint programming and research with maritime museums, and encourage visitors to attend these places to obtain a broader story related to this topic. • Build on Chesapeake Bay inventory and monitoring partnerships to develop related interpretive media programming. • Identify regional maritime natural resource health trends, and use these trends as a basis to develop interpretive programming related to how this affects maritime sights and sounds. • Increase awareness in water safety programming and encourage youth who typically do not have access to water based activities to get involved with such activities.
<p>Related Resources and Values</p>	<ul style="list-style-type: none"> • Historic Triangle. • Captain John Smith Chesapeake National Historic Trail. • Fort Wool.
<p>Existing Data and Plans Related to the OIRV</p>	<ul style="list-style-type: none"> • Inventory and monitoring conducted by the army. • Army viewshed analysis. • Captain John Smith – maybe studying something related to this and to visitor use (John Davies). • Birding survey by the army. • US Fish and Wildlife Service bird study 2009.

Other Important Resource or Value	Maritime Sights and Sounds
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Historic resource study. • Ethnographic overview and ethnohistory. • Visitor use assessment to determine impacts on historic landscapes. • Study impact of sea level rise and climate change for resiliency and protection of the peninsula. • Cultural resource base map using GIS data. • Cultural resource condition assessment. • Natural resource condition assessment.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Resource stewardship strategy. • Long-range interpretive plan. • Visitor use management plan. • Scenery conservation plan.
<p>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none"> • "Audio disturbances" (36 CFR 2.12) • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 7) "Interpretation and Education" • NPS Management Policies 2006 (chapter 8) "Use of the Parks" • Director's Order 6: <i>Interpretation and Education</i> • NPS Management Policies 2006 (chapter 7) "Interpretation and Education" • NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries" • NPS Management Policies 2006 (§4.1.4) "Partnerships"



Other Important Resource or Value	Fostering Connections through Our Shared Heritage
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • The state of knowledge and research on this topic is good overall. NPS staff are aware of history and periods of significance surrounding Fort Monroe National Monument, including connected communities. • Much is known about this topic, but the knowledge and research have not been synthesized. The National Park Service has not created studies or reports. • Staff are working collaboratively to amplify the distribution of stories connected to Fort Monroe National Monument locally, regionally, and nationally. • Interpretive media are currently minimal. The park has an active website with minimal cultural and historical content. • The park has an active Junior Ranger Program. <p>Trends</p> <ul style="list-style-type: none"> • There is an expansion of interest regionally, if not nationally, about the contraband story and descendent communities in reconnecting to the events and locations that helped to create the communities of today. • The establishment of the park is directly related to the significance of Fort Monroe National Monument on a national level. • People are recognizing the connections across cultures and heritage in history. • The park is being seen as a leader to create safe places for dialogue about our shared challenging past. Through diversity of interpretive programming participants have been able to explore themes of collective memory and foster connections across perceived cultural and demographic boundaries.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • The park risks diminished relevancy from unintentionally excluding visitor groups from the dialogue of our shared history as a nation. <p>Opportunities</p> <ul style="list-style-type: none"> • Build more collaborative relationships to transfer knowledge and work with institutions of shared knowledge, such as the Fort Monroe Authority's Casemate Museum. • Expand online content and connectivity to connect virtual visitors with historic and cultural resources. Build more robust history, culture, and cooperative information sections on the park website (i.e., Teach with Historic Objects – highlight Fort Monroe Authority's Casemate Museum objects on park website). • Expand opportunities at the park for, and relationships with, public institutions and traditional associated groups to see Fort Monroe National Monument as an extension of their heritage • Continue to build community programs that facilitate dialogue connecting the public to large NPS initiatives such as "Civil War to Civil Rights." Seek additional partnerships to support community conservations. • Continue to develop connections with gateway communities by creating shared historical or cultural programmatic events with these local communities. • Seek programming to engage multigenerational visitors. Maintain and build those relationships to foster stewards of the park. • Continue to foster an open environment where visitors can discuss our collective past and the challenges of our American history. • Continue to serve as a leadership training ground by working with various partners to act as a leadership development venue.

Other Important Resource or Value	Fostering Connections through Our Shared Heritage
<p>Related Resources and Values</p>	<ul style="list-style-type: none"> • Captain John Smith Chesapeake National Historic Trail. • Star Spangled Banner National Historic Trail. • Collections at City of Hampton. • Collections, archives, and landscape features at Hampton University.
<p>Existing Data and Plans Related to the OIRV</p>	<ul style="list-style-type: none"> • Archeological study from the army. • NPS archeological overview in progress. • Hampton University exhibit in the Fort Monroe Authority's Casemate Museum. • National Historic Landmark nomination. • National register nomination. • Underground Railroad nomination. • NPS reconnaissance study.
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Historic resource study for Old Point Comfort. • Cultural resource base map using GIS data. • Study of the Contraband Decision and contraband communities (freedom seekers). • Ethnographic overview and ethnohistory. • Cultural landscape inventory. • Cultural resource condition assessment.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Long-range interpretive plan. • Cultural landscape report. • Resource stewardship strategy.
<p>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none"> • None identified <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • Director's Order 75A: <i>Civic Engagement and Public Involvement</i> • Director's Order 6: <i>Interpretation and Education</i> • NPS Management Policies 2006 (chapter 7) "Interpretation and Education" • NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries" • NPS Management Policies 2006 (§4.1.4) "Partnerships"



Identification of Key Issues and Associated Planning and Data Needs

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

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

- **Primary Decision-Making Documents for New National Monument.** As a new unit of the National Park Service, Fort Monroe National Monument management is in need of a public process that will identify desired conditions for resources, programs, and uses. Fort Monroe National Monument is managed via a cooperative management agreement currently in draft. Significant strides have been made in establishing the park boundary and drafting the preservation easement. Several challenges remain in working in coordination with the land managing partner, the Fort Monroe Authority. Key issues are related to appropriate activities on the landscape, adherence to compliance law and consultation protocols as directed in the programmatic agreement, preservation design standards for alterations, use, and activities on the landscape. The FMA master plan was accepted by the board and signed by the governor of Virginia in 2013 and further outlines the potential for development and activities on the landscape that present potential impacts and could be affected by NPS land management guidelines and policies. The presidential proclamation directs the park to provide opportunities for recreation and access to park resources; a management plan, resource strategy and comprehensive visitor use management plan would assist the park in identifying the greatest level of access appropriate while also preserving and protecting resources. A management plan will also fulfill National Environmental Policy Act requirements for public input and an assessment of the environmental impacts related to the management alternatives considered.

Associated planning needs:

- Management plan
- Visitor use management plan
- Resource stewardship strategy

Associated data needs:

- Historic resource study of Old Point Comfort
- Study impact of sea level rise and climate change for resiliency and protection of the peninsula
- Visitor use assessment to determine impacts on historic landscapes
- Primary Facility Management Software System data for all monument resources
- Cultural resource condition assessment
- Natural resource condition assessment
- Cultural resource base map using GIS data

- **Access and Orientation to Park Resources.** Fort Monroe National Monument currently hosts more than 100,000 visitors a year, which is anticipated to rise as awareness of monument resources increases. Wayfinding signage and orientation aids to support visitors traversing the landscape are lacking, and limited parking and a lack of public facilities further reduce positive visitor experiences. Current signage was inherited from the City of Hampton and US Army, though some speed limits, parking, and beach access signage were updated by the Fort Monroe Authority in 2014. Visitors will continue to have difficulty distinguishing public, administrative, and residential structures from one another. Additionally, as part of Captain John Smith Chesapeake National Historic Trail, Star Spangled Banner Trail, and the National Underground Railroad Network to Freedom program, capacity to provide access to resources associated with multisite/multimodal programs, including boating and bicycling, illuminates the lack of public resources (host facilities, parking, lodging, food, etc.). Comprehensive signage and wayfinding resources need to be addressed strategically to provide for safe visitor access and enjoyment.

Associated planning needs:

- Management plan
- Visitor use management plan
- Resource stewardship strategy
- Multimodal transportation and access plan
- Sign inventory and management plan

Associated data needs:

- Visitor use assessment
- Primary Facility Management Software System data for all monument resources
- Preliminary alternative transportation feasibility study

- **Understanding the Park’s History for Interpretation and Education.** Fort Monroe National Monument is charged with interpreting more than 400 years of history. Key stories of Fort Monroe are underrepresented in the past interpretation and education at Fort Monroe. Additionally, the existing tangible resources are traditionally associated with defense and military life, but do not inherently connect visitors to the experiences of inhabitants without other interpretive aides that will help visitors connect with the key stories of Fort Monroe. Information gaps related to the crossroad of interaction between the American Indian, European, and African needs further development. Additionally, the park will need to develop and create environmental and water safety education programs.

Associated planning needs:

- Management plan
- Long-range interpretive plan

Associated data needs:

- Historic resource study of Old Point Comfort
- Study of the Contraband Decision and contraband communities (freedom seekers)

- **Building a Strong Community Interface.** Descendent communities and interested parties represent multiple perspectives and interests in American history; foreshadowing challenges in reaching consensus in prioritizing and developing policies and initiatives in the management of natural, cultural, and recreational resources at Fort Monroe National Monument. The National Park Service must be strategic in leveraging capacity in developing partnerships to meet the needs of visitors, regional residents, and resource protection. Providing opportunities for collaboration and public input will allow the park to create a more inclusive dialogue and will enable monument staff to develop and maintain stronger partnerships.

Associated planning needs:

- Management plan
- Visitor use management plan
- Resource stewardship strategy
- Multimodal transportation and access plan

Associated data needs:

- Visitor use assessment to determine impacts on historic landscapes
- **Climate Change.** There are many unknowns about the potential impacts of climate change on Fort Monroe National Monument's resources, future visitor experiences, and operations. Mean annual temperature is projected to increase +3.8°F to 6.5°F by 2100 for the region. Sea level is projected to increase +0.75 to 1.25 feet by 2050 and +2.30 to 4.80 feet by 2100 for the region. An increase in more intense storms and heat waves are also projected for the region. Climate change could impact historic resources in ways that are not yet well known. Climate change data and information, along with resource responses, are needed to make adaptation and management decisions. This will require the ability to adapt as new and sometimes unprecedented climate conditions evolve. Climate change and adaptation planning would be incorporated into all other planning efforts at the park, including the development of decision-making plans and documents.

Associated planning needs:

- Management plan
- Climate change adaptation planning
- Resource stewardship strategy

Associated data needs:

- Study impact of sea level rise and climate change for resiliency and protection of the peninsula

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, monument significance, and monument 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 monument 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 monument management efforts to secure funding and support for planning projects.

Planning Needs – Where A Decision-making Process Is Needed			
Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
Key Issue	Management plan	H	The presidential proclamation mandates the completion of a management plan that sets forth the desired relationship of the park to other related resources, programs, and organizations in the Hampton area and other locations; provides for maximum public involvement in its development; and identifies steps to be taken to provide interpretive opportunities for the entirety of the Fort Monroe National Historic Landmark and related sites in Hampton, Virginia. Combined with the foundation document, the preparation of a management plan would fulfill this requirement and would provide a compliance and public involvement process. The plan would address the park’s partnerships and operations shared with partner. This plan would use existing data or supplement with updated information such as additional resource condition assessments. Preparation of the plan would be an ongoing undertaking as supporting data are compiled, as needed.
Key Issue	Visitor use management plan	H	As a key aspect of the development of this new NPS unit, a visitor use management plan would provide guidance for determining visitor opportunities for recreation and assessing the appropriateness of new visitor activities, including special monument uses. This plan could include detailed guidance on providing for and managing particular visitor activities, would work to align public expectations with visitor opportunities, and minimize potential visitor use-related impacts on monument resources by establishing strategies for monument management. It would define appropriate use of Mill Creek, submerged lands, marshes, public access to beach and bay areas, and study historical and present-day use patterns. The plan would be coordinated with partner agencies and other transportation planning efforts at Fort Monroe. A visitor use management plan for Fort Monroe National Monument would use visitor survey information collected at the park. This plan would include considerations for access to certain areas of the park, such as beach access and areas currently closed to the public, as well as the use of the Endicott batteries. This has the potential to be included in the monument management plan.
Key Issue	Resource stewardship strategy	H	The resource stewardship strategy would provide a long-range strategy for achieving the park’s desired natural and cultural resource conditions that are derived from relevant laws and NPS policies identified in the monument’s foundation document. The resource stewardship strategy would guide everyday management of the park’s natural and cultural resources through the development of comprehensive strategies for the next 5–10 years or more.
Key Issue	Climate change adaptation planning	H	Adaptation planning, which could include climate change vulnerability assessments for select resources and infrastructure. This would include a range of plausible impacts from modeled projections.

Planning Needs – Where A Decision-making Process Is Needed			
Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
FRV, ORIV	Cultural landscape report	M	Although the army completed a cultural landscape report for Fort Monroe, it does not fully meet NPS standards. An updated report would provide management guidance for the treatment and use of contributing features identified in the cultural landscape inventory. It would address buildings and features such as the Algernourne Oak, temporary quarters, and hospital.
Key Issue	Long-range interpretive plan	M	The park needs a long-range interpretive plan as a baseline document for guiding the development of an interpretive program at Fort Monroe National Monument. The plan would build off the interpretive themes developed in the foundation document and would use recent research on the park's significance, including the 2013 scholars round table, "Investigating the 'arc of slavery' at Freedom's Fortress." This plan would be prepared as part of a comprehensive interpretive plan, which would include an annual work plan and annual servicewide interpretive report.
Key Issue	Multimodal transportation and access plan	M	A multimodal transportation plan would assess opportunities and strategies for transportation systems including, but not limited to personal vehicles, walking, bicycling, parking, and buses. The plan would emphasize pedestrian safety, multimodal equity, mobility, accessibility, quality of life, and reducing road and parking lot congestion. Appropriate and compatible multimodal access, parking, and use within the park would be defined. The plan would assess opportunities for seamless connections between adjacent communities and the park. A multimodal transportation plan would provide options for visitors to get around the park and to connect to regional trails, areas, and/or water trails. This plan would support NPS initiatives "Connecting People to Parks" and "Healthy Parks Healthy People." Planning efforts would involve the Fort Monroe Authority and the City of Hampton. This could be connected with the visitor use management plan and it also has the potential to be included in a management plan.
Key Issue	Sign inventory and management plan	M	This plan would include traffic and directional signs as well as wayfinding signage that are needed at the park. This plan would be closely tied to visitor use planning and multimodal transportation planning.
FRV	Scenery conservation plan	M	This plan is needed to identify management strategies and collaborations for protection of scenic views both within and outside the boundary of the park. It would use visual resource data collected from the cultural landscape inventory, the 2010 report "Fort Monroe Historic Viewsheds."
Key Issue	Landscape-based interpretive media plan	L	This plan would incorporate recommendations and management strategies from the sign inventory and management plan, long-range interpretive plan, and visitor use management plan, and all relevant supporting data for the development of a media plan at Fort Monroe. A complete coordinated sign system would include vehicular and pedestrian wayfinding to and within the park; orientation and directional signs or maps within the park to visitor destinations and services; and a program of educational waysides.

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV, OIRV, or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes, Including Which Planning Need This Data Need Relates To
Key Issue	Historic resource study of Old Point Comfort	H	This study would encompass the entire peninsula. It would potentially be prepared in volumes according to theme and include a timeline of human use, habitation, and development from the peninsula's American Indian and pre-colonial era to the army's deactivation of Fort Monroe. The study would cover all periods and topics of significance at the park.
Key Issue	Study impact of sea level rise and climate change for resiliency and protection of the peninsula	H	This study would include modeling of sea level rise and storms and examine how these affect recreational uses and natural resources in the area. It would look at landforms to protect the other side of Mill Creek and understand the function of the landscape so that the park can become resilient and plan for all projects on the peninsula. This would include an understanding of how beach enrichment practices affect the shoreline. This would include use of the area by the army and their environmental clean-up, land-use restrictions, and US Army Corps of Engineers shoreline protection. The park would seek to collaborate with other local and regional entities in these efforts.
Key Issue	Visitor use assessment to determine impacts on historic landscapes	H	This assessment focuses on identifying visitor use patterns, and assessing the potential impacts of programs and activities, such as living history activities, reenactment demonstrations, and the use of bike paths and canoe launches on monument resources. This assessment would support visitor use management planning.
Key Issue	Primary Facility Management Software System data for all monument resources	H	FMSS data are needed to conduct a full condition assessment of the park's resources and determine desired future conditions. In this effort, NPS-managed resources within the NPS easement would be assessed first and as funding becomes available. This information would support the management plan and the resource stewardship strategy.
Key Issue	Cultural resource base map using GIS data	H	GIS mapping of cultural resources would encompass the entire peninsula. New GIS data would include data related to Contraband Communities and related sites at Fort Monroe and the greater Hampton Roads area outside of the park. Because comprehensive cultural resource data currently are not available or do not exist, this effort would include GIS data collection as needed.
FRV	Cultural resource condition assessment	H	The cultural resource condition assessment would provide a comprehensive analysis of the current condition and inventory status of all park-managed cultural resources. This information is necessary for resource management and aids the development of a resource stewardship strategy.
FRV	Natural resource condition assessment	H	The natural resource condition assessment would provide a comprehensive analysis of the current condition and inventory status of all park-managed natural resources. This information is necessary for resource management and aids the development of a resource stewardship strategy.
Key Issue	Preliminary alternative transportation feasibility study	H	This study would encompass the entire peninsula and surrounding communities and would provide information to inform multi-modal transportation and access planning.
FRV	Cultural landscape inventory	M	The cultural landscape inventory would identify baseline information of the Fort Monroe cultural landscape, including contributing character-defining landscape features. This inventory is required for planning and management decision-making, and to undertake the treatment plan of the cultural landscape report. Current information prepared by the army would be incorporated to meet NPS standards for cultural landscape inventories.

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV, OIRV, or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes, Including Which Planning Need This Data Need Relates To
Key Issue	Study of the Contraband Decision and contraband communities (freedom seekers)	M	This study would help the park better understand monument significance, such as the communication within free and enslaved black communities after the Contraband Decision, as well as actions and the nature of the movement of freedom seekers to Fort Monroe. The park also seeks to understand the subsequent military decisions following the Contraband Decision, and ultimately the path to the 13th Amendment. This study would include a historiography related to slave law in Virginia and a synthesis of biographical and general records related to Benjamin Butler, before, during, and after his tenure at Fort Monroe. Although there is some study in this field outside of the park, it currently is not well understood and research is needed. The historic resource study will also clarify related stories and inform this study.
FRV	Ethnographic overview and ethnohistory	M	The park needs an ethnographic overview and ethnohistory to identify people and groups associated with Fort Monroe, beginning with the American Indian presence on the landscape and including people associated with contraband communities. This information would be important to consider for unit management planning and in visitor use management.
FRV	Historic structure reports for Endicott batteries, Quarters 1 (part 2), Building 17, and Building 50	M	Historic structure reports for these four buildings are needed for baseline information on long-term maintenance and treatment recommendations. As of April 2015, the National Park Service is preparing part 1 of a historic structures report on Quarters 1 to include a historical overview, assessment of current conditions, and chronology of changes to the structure over time. Part 2 will be needed next, and would address hazardous materials, consider future use alternatives, and treatment recommendations.
FRV	Primary List of Classified Structures data for all historic structures	L	This database of baseline information on historic structures would eventually include all structures within the park boundary. The database would first be populated with information for those structures directly managed by the National Park Service (Buildings 1, 50, and 17), followed by data for other structures in the park boundary that the park does not directly manage.
FRV	Inventory of aquatic and terrestrial flora and fauna that interface between the Chesapeake Bay and Mill Creek	L	Although the army's inventory is considered adequate, additional steps are needed to include information from the NPS inventory and monitoring program and to provide a more detailed analysis over the long term.
FRV	Enter data into Archeological Sites Management Information System for land owned by the National Park Service	L	The park's archeological inventory information needs to be initially entered into the NPS Archeological Sites Management Information System to support database management per NPS policy.
OIRV	Survey of military directives or ceremonial instructions to identify military activities and events compatible with historic landscape	L	This survey information is needed to support visitor use baseline data concerning the ceremonial activities and events that happen at Fort Monroe National Monument. This information would allow for an assessment of those activities' potential impact on the historic landscape in the visitor use assessment.

Part 3: Contributors

Fort Monroe National Monument

Kirsten Talken-Spaulding, Superintendent
Eola Dance, Former Chief of Visitor Services and Resources Management
Aaron Firth, Park Guide

NPS Northeast Region

Lisa Kolakowsky Smith, Architectural Historian / Planner, Regional Liaison
Christine Arato, Chief Historian
Joanne Blacoe, Interpretive Planner
Megan Lang, Planner

Other NPS Staff

Deanna Beacham, American Indian Program Manager, Chesapeake Bay
Chris Beagan, Historical Landscape Architect, Olmstead Center for Landscape Preservation, Northeast Region
Ken Bingenheimer, Editor, Denver Service Center
Andrew Coburn, Project Manager (former), Denver Service Center
John Davy, Outdoor Recreation Planner, Chesapeake Bay Program Office
Alan Ellsworth, Water Resources Division, Washington Office
Shalanda Grier, Project Specialist, Denver Service Center
Jim Harmon, North American Archeologist, Northeast Region
Pam Holtman, Quality Assurance Coordinator, WASO Park Planning and Special Studies Division
Elizabeth Igleheart, National Register Coordinator, Northeast Region
John Paul Jones, Visual Information Specialist, Denver Service Center
Wanda Lafferty, Editor, Denver Service Center
James Lee, Architectural Conservator, Historic Architecture Program, Northeast Region
Carrie Miller, Project Specialist, Denver Service Center
Bob Page, Director of Olmstead Center for Landscape Preservation, Northeast Region
Patti Rafferty, Coastal Marine Ecologist, Fire Island National Seashore
Nancy Shock, Foundation Coordinator, Denver Service Center
Susan Spain, Project Manager, Denver Service Center
Jennifer Stein, Project Specialist, Denver Service Center
Doug Wilder, GIS Program Lead, Denver Service Center

Partners

G. Glenn Oder, Executive Director, Fort Monroe Authority (and staff)
Robert Kelly, Casemate Museum Historian, Fort Monroe Authority
Josh Gillespie, Director of Heritage Assets and Historic Preservation Officer, Fort Monroe Authority
Robin Reed, Casemate Museum Director, Fort Monroe Authority

Others

David J. Johnson, US Army
Cassandra Newby-Alexander, Norfolk State University
Chuck Smythe, Retired NPS, Ethnography Program Manager, Northeast Region
Robert C. Watson, Assistant Professor of History at Hampton University

Appendixes

Appendix A: Presidential Proclamation and Related Documents for Fort Monroe National Monument

For Immediate Release

November 1, 2011

ESTABLISHMENT OF THE FORT MONROE NATIONAL MONUMENT

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BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

A PROCLAMATION

Known first as "The Gibraltar of the Chesapeake" and later as "Freedom's Fortress," Fort Monroe on Old Point Comfort in Virginia has a storied history in the defense of our Nation and the struggle for freedom.

Fort Monroe, designed by Simon Bernard and built of stone and brick between 1819 and 1834 in part by enslaved labor, is the largest of the Third System of fortifications in the United States. It has been a bastion of defense of the Chesapeake Bay, a stronghold of the Union Army surrounded by the Confederacy, a place of freedom for the enslaved, and the imprisonment site of Chief Blackhawk and the President of the Confederacy, Jefferson Davis. It served as the U.S. Army's Coastal Defense Artillery School during the 19th and 20th centuries, and most recently, as headquarters of the U.S. Army's Training and Doctrine Command.

Old Point Comfort in present day Hampton, Virginia, was originally named "Pointe Comfort" by Captain John Smith in 1607 when the first English colonists came to America. It was here that the settlers of Jamestown established Fort Algernon in 1609. After Fort Algernon's destruction by fire in 1612, successive English fortifications were built, testifying to the location's continuing strategic value. The first enslaved Africans in England's colonies in America were brought to this peninsula on a ship flying the Dutch flag in 1619, beginning a long ignoble period of slavery in the colonies and, later, this Nation. Two hundred and forty-two years later, Fort Monroe became a place of refuge for those later generations escaping enslavement.

During the Civil War, Fort Monroe stood as a foremost Union outpost in the midst of the Confederacy and remained under Union Army control during the entire conflict. The Fort was the site of General Benjamin Butler's "Contraband Decision" in 1861, which provided a pathway to freedom for thousands of enslaved people during the Civil War and served as a forerunner of President Abraham Lincoln's Emancipation Proclamation of 1863. Thus, Old Point Comfort marks both the beginning and end of slavery in our Nation. The Fort played critical roles as the springboard for General George B. McClellan's Peninsula Campaign in 1862 and as a crucial supply base for the siege of Petersburg by Union forces under General Ulysses S. Grant in 1864 and 1865. After the surrender of the Confederacy, Confederate President Jefferson Davis was transferred to Fort Monroe and remained imprisoned there for 2 years.

Fort Monroe is the third oldest United States Army post in continuous active service. It was designated a National Historic Landmark in 1960 and it is listed on the National Register of Historic Places. It provides an excellent opportunity for the public to observe and understand Chesapeake Bay and Civil War history. At the northern end of the North Beach area lies the only undeveloped shoreline remaining on Old Point Comfort, providing modern-day visitors a sense of what earlier people saw when they arrived in the New World. The North Beach area also includes coastal defensive batteries, including Batteries DeRussy and Church, which were used from the 19th Century to World War II.

WHEREAS section 2 of the Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431) (the "Antiquities Act"), authorizes the President, in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be national monuments, and to reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the objects to be protected;

WHEREAS the 2005 Defense Base Closure and Realignment Commission recommended that Fort Monroe cease to be used as an Army installation, and pursuant to the Defense Base Closure and Realignment Act of 1990 (Public Law 101-510), Fort Monroe closed on September 15, 2011;

WHEREAS the Governor of the Commonwealth of Virginia, Members of Congress, the Fort Monroe Authority, the City of Hampton, Virginia, and other surrounding counties and cities have expressed support for establishing a unit of the National Park System at Fort Monroe;

WHEREAS it is in the public interest to preserve Fort Monroe, portions of Old Point Comfort, and certain lands and buildings necessary for the care and management of the Fort and Point as the Fort Monroe National Monument;

NOW, THEREFORE, I, BARACK OBAMA, President of the United States of America, by the authority vested in me by section 2 of the Antiquities Act, hereby proclaim that all lands and interests in lands owned or controlled by the Government of the United States within the boundaries described on the accompanying map, which is attached to and forms a part of this proclamation, are hereby set apart and reserved as the Fort Monroe National Monument (monument) for the purpose of protecting the objects identified above. The reserved Federal lands and interests in lands encompass approximately 325.21 acres, together with appurtenant easements for all necessary purposes, which is the smallest area compatible with the proper care and management of the objects to be protected.

All Federal lands and interests in lands within the boundaries of this monument are hereby appropriated and withdrawn from all forms of entry, location, selection, sale, leasing, or other disposition under the public land laws, including withdrawal from location, entry, and patent under the mining laws, and from disposition under all laws relating to mineral and geothermal leasing. Lands and interests in lands within the monument's boundaries not owned or controlled by the

United States shall be reserved as part of the monument upon acquisition of ownership or control by the United States.

The lands and interests in lands within the monument's boundaries, except for the Old Point Comfort Lighthouse, are currently managed by the Secretary of the Army. The Secretaries of the Army and the Interior shall enter into a memorandum of agreement that identifies and assigns the responsibilities of each agency related to such lands and interests in lands, the implementing actions required of each agency, the processes for transferring administrative jurisdiction over such lands and interests in lands to the Secretary of the Interior, and the processes for resolving interagency disputes. After issuance of this proclamation, the Secretary of the Army, in consultation with the Secretary of the Interior, acting through the National Park Service, will continue to manage the lands and interests in lands within the monument boundaries, to the extent they remain in the ownership or control of the Government of the United States, until the transfer to the Secretary of the Interior is completed in accordance with the memorandum of agreement. The Secretary of the Interior shall then manage the monument through the National Park Service, pursuant to applicable legal authorities, consistent with the purposes and provisions of this proclamation, and in accordance with the memorandum of agreement.

The Old Point Comfort Lighthouse shall continue to be managed by the Secretary of Homeland Security. Not later than 1 year after the date of this proclamation, the Secretary of the Interior and the Secretary of Homeland Security shall enter into an interagency agreement that, to the extent requested by the United States Coast Guard, provides for appropriate National Park Service interpretation of the Old Point Comfort Lighthouse for the public and for technical or financial assistance by the National Park Service for building treatment and other preservation activities. Nothing in this proclamation shall limit or interfere with the authority of the Secretary of Homeland Security to use the Old Point Comfort Lighthouse for navigational or national security purposes.

For the purpose of preserving, restoring, and enhancing the public visitation and appreciation of the monument, the Secretary of the Interior shall prepare a management plan for the monument within 3 years of the date of this proclamation. The management plan will ensure that the monument fulfill the following purposes for the benefit of present and future generations: (1) to preserve historic, natural, and recreational resources; (2) to provide land- and water-based recreational opportunities; and (3) to communicate the historical significance of the monument as described above. The management plan shall, among other provisions, set forth the desired relationship of the monument to other related resources, programs, and organizations in the Hampton area and other locations, provide for maximum public involvement in its development, and identify steps to be taken to provide interpretive opportunities for the entirety of the Fort Monroe National Historic Landmark and related sites in Hampton, Virginia. In developing the management plan, the Secretary of the Interior shall consider the Fort Monroe Reuse Plan, the Fort Monroe Programmatic Agreement dated April 27, 2009 (and any amendments to the agreement), and the Commonwealth of Virginia Fort Monroe Authority Act. Further, to the extent authorized by law, the Secretary of the Interior shall promulgate any

additional regulations needed for the proper care and management of the monument.

The establishment of this monument is subject to valid existing rights. To the extent that the Commonwealth of Virginia holds any reversionary rights in any Federal lands or interests in lands within the boundaries of this monument, those rights are preserved and may operate or be exercised in due course without affecting the existence or designated boundaries of the monument. The Governor of the Commonwealth of Virginia and the Fort Monroe Authority, which would have responsibility for such lands and interests in lands upon their reversion, have agreed in principle to then relinquish to the United States ownership or control of those lands and interests in lands, as stated in the Governor's letter agreement of September 9, 2011. The Secretary of the Interior shall accept the relinquishment of such lands and interests in lands on behalf of the Government of the United States, at which point such lands and interests in lands, reserved pursuant to this proclamation, shall be managed by the Secretary of the Interior, through the National Park Service, pursuant to applicable legal authorities, consistent with the purposes and provisions of this proclamation, and in accordance with the memorandum of agreement.

Nothing in this proclamation shall affect the responsibilities of the Department of the Army under applicable environmental laws, including the remediation of hazardous substances or munitions and explosives of concern within the monument boundaries; nor affect the Department of the Army's statutory authority to control public access or statutory responsibility to make other measures for environmental remediation, monitoring, security, safety or emergency preparedness purposes; nor affect any Department of the Army activities on lands not included within the monument.

Nothing in this proclamation shall be deemed to revoke any existing withdrawal, reservation, or appropriation; however, the monument shall be the dominant reservation.

Warning is hereby given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

IN WITNESS WHEREOF, I have hereunto set my hand this first day of November, in the year of our Lord two thousand eleven, and of the Independence of the United States of America the two hundred and thirty-sixth.

BARACK OBAMA

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COMMONWEALTH of VIRGINIA

Office of the Governor

Robert F. McDonnell
Governor

September 9, 2011

The Honorable Ken Salazar
Secretary of the Interior
Washington, DC 20240

Dear Secretary Salazar:

I write today to express my strong support for the establishment of a national park (park) at Fort Monroe in Hampton, Virginia. Fort Monroe, located on the Old Point Comfort peninsula at Hampton Roads Harbor where the Old Point Comfort lighthouse has been welcoming ships since 1802, is one of the Commonwealth's most important cultural treasures. It has a storied history and a wealth of natural and cultural resources that may best be preserved and appreciated by the public through a partnership between the Commonwealth of Virginia (Commonwealth) and the National Park Service (NPS). I am joined in support of the establishment of a park unit at this site by members of the Virginia congressional delegation, the City of Hampton, and numerous interested local governments, organizations, and citizens. I also understand that the recent public meetings that the NPS held in Hampton, along with the thousands of public comments received at the NPS website, demonstrate that overwhelming public support exists for moving forward with the creation of such a park.

Since 2007, the Commonwealth, the Department of the Army, and the City of Hampton have actively engaged in planning and decision making for Fort Monroe's transition from a United States Army post. The General Assembly has established the Fort Monroe Authority (FMA) and charged it with administering much of the former Army property. Further, it is the declared policy of the Commonwealth to protect the historic resources at Fort Monroe, provide public access to the Fort's historic resources and recreational opportunities, exercise exemplary stewardship of the Fort's natural resources, and maintain Fort Monroe in perpetuity as a desirable place in which to reside, do business, and visit, all in a way that is economically sustainable. To this end, the NPS, the Commonwealth and the FMA, in accordance with Section 106 of the National Historic Preservation Act, are among the parties to the Fort Monroe Programmatic Agreement, dated April 27, 2009 (Programmatic Agreement), that requires specific actions be taken, including the adoption and enforcement of Design Standards to govern any new development or building restoration or rehabilitation at Fort Monroe. Further, the General Assembly has authorized, subject to the approval of the Governor, the conveyance by donation of lands or interests in lands to the NPS for the benefit of the public.

Patrick Henry Building • 1111 East Broad Street • Richmond, Virginia 23219
(804) 786-2211 • TTY (800) 828-1120
www.governor.virginia.gov

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On May 19, 2011, I wrote the FMA, to express my support for certain areas of Fort Monroe becoming a unit of the National Park System either through the use of Presidential authorities or action by Congress. Since then, Commonwealth Secretary of Veterans Affairs & Homeland Security Terrie Suit, NPS Director Jonathan Jarvis, Mayor Molly Ward of the City of Hampton, members of our respective staffs and the FMA have met to continue discussions on future management options consistent with respective state and federal legal authorities. Based on these discussions in furtherance of the establishment of a park at Fort Monroe, and consistent with the boundary of the park as depicted on the map entitled "Fort Monroe National Historical Park Proposed Boundary," numbered 250/107,111, and dated June 24, 2011 (Attachment 1), or a subsequent replacement map utilizing the same boundary, I intend to approve conveyances to the NPS as described below, subject, as always, to my final review and approval of all documentation as provided by Virginia law. These conveyances would be premised on a prior direct transfer of the non-reversionary portion of North Beach from the Department of the Army to the NPS for establishment of a unit of the National Park System. Such transfer would be in lieu of the currently planned conveyance to the FMA of this property; and, the Commonwealth's support for such a change is conditioned upon its use for the establishment of a park unit at Fort Monroe. Further, any deeds from the Commonwealth conveying fee title to Fort Monroe properties will only convey such properties in their "as is" condition, without general or special warranties or representations of any kind by the Commonwealth.

The following conveyances and grants of access from the Commonwealth to the NPS would take place in coordination with the conveyance of the appropriate lands, buildings, and structures at Fort Monroe by the Army to the Commonwealth in accordance with the Programmatic Agreement, applicable laws and regulations, and upon compliance by the Army with all applicable requirements and agreements pertaining to the treatment of properties requiring environmental remediation, unless, in the alternative, the Army agrees to an earlier direct transfer of its interests in the proposed park lands located within the boundaries thereof to be held in fee simple by the NPS, conditioned upon the prior quitclaim, release and relinquishment of the Commonwealth's reversionary (reverter) interests in such proposed park lands unto the NPS, all as further described below:

1. Donation by the Commonwealth to the United States (NPS) of fee simple title to, or, in the alternative, the quitclaim, release and relinquishment of the Commonwealth's reversionary (reverter) and any other right, title and interest in, those certain proposed park lands, buildings, and structures reverting to the Commonwealth as a result of implementation of the Base Realignment and Closure Commission's action of 2005 as depicted on the map entitled "Fort Monroe Ownership - Detail" (Attachment 2). Specifically, these include, along Bernard Road, Building #1 (the Old Headquarters Building), Building #50 (Bachelors Officer Quarters), Building #17 (Lee's Quarters), and the historic Parade Ground within the walls and moat of the Fort.

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2. Donation by the Commonwealth to the United States (NPS) of an easement covering the interior of Casemate #22. The easement would authorize NPS to use the interior of this structure for interpretation, allow access for visitor use and NPS administrative purposes, authorize NPS to perform routine maintenance of the interior and authorize, but not require, NPS to undertake improvements to the interior (with the approval of the Commonwealth).

3. Donation by the Commonwealth to the United States of fee simple title to, or in the alternative the quitclaim, release and relinquishment of the Commonwealth's reversionary (reverter) and any other right, title and interest in, all those certain proposed park lands, buildings and structures reverting to the Commonwealth as a result of implementation of the Base Realignment and Closure Commission's action of 2005 located within those areas of North Beach as depicted on the map entitled "Fort Monroe Ownership" (Attachment 3).

4. Donation by the Commonwealth to the United States of a permanent reciprocal easement or easements to ensure the historic integrity of all of the lands, cultural landscapes, buildings, and structures within the Fort, and lying adjacent to the Fort, within the connecting road system formed by Fenwick Road, Ingalls Road, Murray Road, Patch Road, Griffith Street, and Bomford Lane, as depicted on "Fort Monroe Ownership – Detail" (Attachment 2). Such easements would provide, *inter alia*, that any improvements or modifications to historic structures be consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties, 36 C.F.R. Part 68 (Secretary's Standards).

5. Provide non-exclusive rights of access to the NPS and the public between the Fort area and the North Beach area.

6. In coordination with the FMA, provide non-exclusive access by NPS personnel for the purposes of providing park operations, public interpretation, and technical assistance on natural and cultural resources within the Fort Monroe National Historic Landmark District, including placement of directional signs and interpretive exhibits.

The Commonwealth offers these properties and property interests outlined above conditioned on the following:

1. For the area within the boundary formed by the connecting road system referenced in paragraph 4, above, the Commonwealth, acting through the Fort Monroe Authority or any successor entity, may provide for the adaptive reuse of any historic resource not subject to a federal ownership interest for such compatible uses that are conducted in accordance with the Secretary of the Interior's Standards for the Treatment of Historic

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Properties. The areas and improvements between Building #1 and Building # 17, along and immediately adjacent to Bernard Road, and areas adjacent to the Parade Ground shall remain in their current general use patterns, and the area from Casemate #22 to the Casemate Museum shall remain in its current office and educational uses. Uses such as casinos, amusement parks, private resort facilities not open to the general public, developments exceeding the present mass and scale of adjacent buildings and structures or those constructed as replacements of existing buildings and structures, or other uses that detract from the historic character of the Fort or a national park visitor experience shall not be deemed compatible with the presence of a park. The Commonwealth and the NPS would establish a process to determine jointly uses that would be compatible within the boundary of the park based upon the considerations identified in this letter, the Programmatic Agreement, and the FMA's Fort Monroe Reuse Plan.

2. In the case of the loss for any reason, or duly authorized demolition, of buildings or structures within the Fort Monroe National Historic Landmark, replacement of the square footage from the loss or demolition shall be permitted subject to any construction being in compliance with the Secretary's Standards; the Programmatic Agreement, and Section 106 of the National Historic Preservation Act (16 U.S.C. § 470f).

3. The Superintendent of the park will work and coordinate with appropriate boards and committees relating to the Fort to benefit preservation of park resources and further the interpretive or educational purposes of the park.

4. The NPS will provide financial assistance, based on its determination of the availability of funds appropriated for that purpose, as a maintenance contribution share for the Fort structure and moat or related infrastructure.

5. The Secretary will explore the feasibility of entering into a partnership agreement with the Fort Monroe Foundation to encourage private philanthropy and projects to benefit the preservation and interpretation of resources within the park.

6. Except as mutually agreed upon hereafter in writing or as required by applicable law, neither the NPS nor the Commonwealth shall be responsible for any liabilities, including environmental liabilities, resulting from other than their respective property ownership or activities each conducts. Further, regarding future easements and agreements between the Commonwealth/FMA and the NPS, it will be understood that the NPS will not seek to impose upon the Commonwealth or the FMA, either by deed, easement (including historic preservation easements), or by other instrument or contract, any covenants, conditions or agreements that impose or seek to impose obligations, responsibility or liability upon the Commonwealth to abate, remediate or eliminate any hazardous materials, including munitions, explosives or military ordnance, or any contamination

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from chemicals, petroleum and related products, asbestos, lead-based paint, or any carcinogenic compounds or substances, that may exist on or about Fort Monroe, including on or about any lands within the boundaries of the proposed park or within the bottomlands of adjacent waters, that was not caused by any act or omission of the Commonwealth.

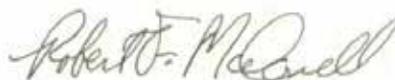
7. The Commonwealth may retain, or the Secretary may grant, such rights of access as may be necessary for the maintenance and operations of utilities, infrastructure, and transportation in the park, subject to a determination by the Secretary that there would be no impairment to park resources or impacts on visitor experiences in the park as a result of the easements or rights of access.

8. Not later than three fiscal years after the date on which funds are first made available, the Secretary, in consultation with the Commonwealth, shall complete a general management plan for the park in accordance with applicable laws and policies pertaining to the National Park System. In developing the general management plan, the Secretary shall consider the Fort Monroe Reuse Plan (and any revisions to the plan), the Fort Monroe Programmatic Agreement adopted April 27, 2009 (and any amendments to the agreement), such other pertinent planning documents that may be developed by the FMA, and the Commonwealth of Virginia Fort Monroe Authority Act, as amended. The management plan shall include provisions that identify any costs to be shared by the Federal Government and the Commonwealth or other public or private entities or individuals for necessary capital improvements to, and maintenance and operations of the unit.

9. Nothing associated with the establishment of a park at Fort Monroe other than authorization of the park itself, enlarges, diminishes, or modifies any authority of any agency of the United States to carry out federal laws (including regulations) on federal land located within the boundary of the park. Nothing associated with the establishment of the park enlarges, diminishes, or modifies any authority of the Commonwealth or any political subdivision of the Commonwealth to exercise civil and criminal jurisdiction within the park, unless jurisdiction ceded by the Commonwealth and accepted by the Department of the Interior in accordance with 40 U.S.C. § 3112 modifies the jurisdiction of the Commonwealth or political subdivision of the Commonwealth with respect to the park; or to carry out Commonwealth laws, regulations, and rules on non-federal land located within the boundary of the park.

While nothing in this letter should be construed as a binding contract or partnership, either implied or in fact, I consider the terms set forth in this letter to form a viable agreement in principle for working together to advance our mutual interests to establish and open a national park unit at Fort Monroe. We look forward to working in partnership with your Department and the NPS to preserve, protect, and provide for public understanding and appreciation of the nationally significant resources of Fort Monroe while permitting viable and appropriate economic development opportunities for the Commonwealth and the City of Hampton.

Sincerely,



Robert F. McDonnell

RFM/tls

Appendix B: Inventory of Administrative Commitments

Name	Agreement Type	Stakeholders	Purpose	Notes
Agreement for the closure and disposal of Fort Monroe	Programmatic agreement	US Army, Virginia State Historic Preservation Officer, Advisory Council on Historic Preservation, Commonwealth of Virginia, Fort Monroe Federal Area Development Authority, and National Park Service	As part of the transfer of ownership of a national historic landmark district and associated individually listed properties, the programmatic agreement sets forth guidelines for the preservation, restoration, and development of Fort Monroe.	Start date March 16, 2009
Cooperative management agreement	Cooperative management agreement	Fort Monroe Authority	Efficiency of concurrent managed areas and shared resources resulting in cost savings, consistent management where applicable, and overall efficiency for such activities as maintenance, security, recreational operations.	As of January 2015, draft document was under review
Fee ownership of lands	Deed	Fort Monroe Authority	Right of access on roadways and utility maintenance and use.	As of January 2015, draft document was under review
Preservation easement	Easement deed	Fort Monroe Authority	Nonownership interest in lands owned and managed by the Commonwealth of Virginia through the Fort Monroe Authority for the preservation and access of historic property and lands within the boundary of the park.	As of January 2015, draft document was under review
Mutual aid agreement	General agreement	City of Hampton	Emergency service response not associated with law enforcement activities (fire and emergency medical services).	
Concurrent jurisdiction	General agreement	City of Hampton	Agreement to allow nonfederal law enforcement officers to respond within monument boundary of fee simple lands.	
Educational programming: personal and nonpersonal services	General agreement for interpretation and educational services	Captain John Smith Chesapeake National Historic Trail. Casemate Museum (Fort Monroe Authority)	Sharing of interpretive and educational expertise and resources.	

Northeast Region Foundation Document Recommendation Fort Monroe National Monument

July 2015

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.



20 July 2015

RECOMMENDED

Kirsten Talken-Spaulding, Superintendent, Fort Monroe National Monument

Date



7/2/15

APPROVED

Michael Caldwell, 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.

Foundation Document • Fort Monroe National Monument

