

National Park Service
U. S. Department of the Interior
Fort Matanzas National Monument



FINAL GENERAL MANAGEMENT PLAN AND ENVIRONMENTAL IMPACT STATEMENT



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**General Management Plan/Environmental Impact Statement
Fort Matanzas National Monument
St. Augustine, Florida**

SUMMARY

1 President Calvin Coolidge established Fort
2 Matanzas as a National Monument by
3 proclamation on October 15, 1924 under the
4 authority of Section 2 of the Antiquities Act of
5 1906. The Antiquities Act gives the President the
6 authority to declare “historic landmarks, historic
7 and prehistoric structures, and other objects of
8 historic or scientific interest that are situated upon
9 the lands owned or controlled by the Government
10 of the United States to be national monuments...”.
11 The proclamation declared “An area of one acre
12 comprising within it the site of the old
13 fortification which is situated on a marsh island
14 south of the main channel of the Matanzas
15 River...” to be a national monument. That marsh
16 island is now known as Rattlesnake Island.
17
18 President Franklin D. Roosevelt expanded Fort
19 Matanzas National Monument through
20 Proclamation Number 2114 on January 9, 1935.
21 This Proclamation added lands on Anastasia
22 Island that had been donated to the United States
23 by the Corbett family.
24
25 On March 24, 1948, President Harry S. Truman
26 issued Proclamation Number 2773, which added
27 the remainder of public lands on Rattlesnake
28 Island, consisting of 89.42 acres to the National
29 Monument “in order to insure permanent
30 protection to the Fort and its historic setting”.
31
32 Subsequent donations and the acquisition of 70
33 acres authorized by Public Law 106-524
34 (November 22, 2000) have further expanded the
35 park from its original 1-acre size. Today, Fort
36 Matanzas consists of nearly 300 acres on
37 Rattlesnake and Anastasia Islands, some 14 miles
38 south of the City of St. Augustine, Florida.
39
40 Executive Orders No. 6166 of June 10, 1933 and
41 No. 6228 of July 28 1933 (President Franklin D.
42 Roosevelt) transferred Fort Matanzas (and other
43 military parks, battlefields, and cemeteries) from
44 the War Department to the Interior Department
45 (NPS).
46

47 This *Final General Management Plan* provides
48 comprehensive guidance for maintaining natural
49 systems, preserving cultural resources, and
50 providing opportunities for quality visitor
51 experiences at Fort Matanzas National
52 Monument. The purpose of the plan is to decide
53 how the National Park Service (NPS) can best
54 fulfill the National Monument’s purpose, maintain
55 its significance, and protect its resources
56 unimpaired for the enjoyment of present and
57 future generations. This *General Management*
58 *Plan* describes the general path that the NPS
59 would follow in managing the National
60 Monument during the next 20 years.
61
62 The document examines three alternatives for
63 managing the National Monument for the next 20
64 years. It also analyzes the impacts of
65 implementing each of the alternatives.
66 **Alternative A** is the “no-action” alternative,
67 which describes how the National Monument is
68 managed now, providing a basis for comparing
69 the other alternatives. **Alternative B**, the NPS’s
70 preferred alternative, centers around managing the
71 National Monument in a manner consistent with
72 its history as a small military outpost within a
73 sometimes harsh, but beautiful and rich natural
74 environment. There would be minimal
75 development of new facilities or expansion of
76 existing facilities. The primary interpretive
77 themes of the park would continue to be the fort,
78 its construction from locally available coquina
79 stone, and its strategic location relative to the
80 defense of St. Augustine. There would be
81 increased emphasis on the interpretation of the
82 natural environment as well.
83
84 **Alternative C** combines the history of the
85 Rattlesnake Island fortified outpost with its
86 establishment as a National Monument and the
87 further development and evolution of the park to
88 its present day configuration. The north end of the
89 Anastasia Island part of the park that is west of
90 Highway A1A would be preserved as an exhibit
91 that commemorates the efforts of the New Deal
92 agencies and local citizens to create a permanent

1 monument to the Spanish history of the site. The
2 central and southern ends of Anastasia Island, and
3 the east side of Highway A1A would continue to
4 be managed to protect and conserve the natural
5 resources of the zone.

6
7 The key impacts of implementing these
8 alternatives are summarized in Table 6 and
9 detailed in Chapter 4.

10
11 This *Final General Management Plan/*
12 *Environmental Impact Statement* includes letters
13 from governmental agencies, any substantive
14 comments on the draft document, and National
15 Park Service responses to those comments. The
16 final plan also includes changes and clarifications
17 made to the document in response to comments
18 received. Following distribution of the final plan
19 and a 30-day no-action period, a "Record of
20 Decision" approving a final plan will be signed by
21 the National Park Service regional director. The
22 "Record of Decision" documents the National
23 Park Service selection of an alternative for
24 implementation. With the signed "Record of
25 Decision", the plan can then be implemented,
26 depending on funding and staffing. However, a
27 "Record of Decision" does not guarantee funds
28 and staff for implementing the approved plan.

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Fort Matanzas National Monument

CHAPTER 1 – PURPOSE AND NEED FOR THE PLAN

1 INTRODUCTION

2
3 This *Final General Management Plan and*
4 *Environmental Impact Statement* presents and
5 analyzes three alternative future directions for the
6 management and use of Fort Matanzas National
7 Monument. Alternative B is the NPS’s preferred
8 alternative. The potential environmental impacts
9 of all alternatives have been identified and
10 assessed. General management plans are intended
11 to be long-term documents that establish and
12 articulate a management philosophy and
13 framework for decision-making and problem
14 solving in the parks. This general management
15 plan will provide guidance for the next 20 years
16 or more.

18 BACKGROUND

19
20 Fort Matanzas National Monument was
21 established by Presidential Proclamation No. 1713
22 (43 Stat. 1968) on October 15, 1924. The War
23 Department administered it until transferred to the
24 Department of the Interior, National Park Service,
25 by Executive Orders No. 6166 on June 10, 1933
26 and No. 6228 on July 28, 1933. Proclamations
27 No. 2114 (49 Stat. 3433) on January 9, 1935 and
28 No. 2773 (62 Stat. 1491) on March 24, 1948
29 authorized the addition of acreage to the park.

30
31 Subsequent donations by the Johnson family
32 during the 1960s greatly expanded the park by
33 about 70 acres. Today, Fort Matanzas National
34 Monument consists of 298.51 acres located on
35 Rattlesnake Island and Anastasia Island. These
36 two islands lie along the shores of the Atlantic
37 Ocean and the Matanzas estuary, about 14 miles
38 south of St. Augustine, Florida.

40 BRIEF DESCRIPTION OF THE PARK

41
42 The story of Fort Matanzas has always been
43 closely linked with St. Augustine and the Castillo
44 de San Marcos, which served as the city's chief
45 defensive structure for many years. Since its
46 founding in 1565, the outpost town of St.
47 Augustine had been the heart of Spain’s coastal

48 defense system in Florida. After the completion
49 of the Castillo in 1695, the town still had a glaring
50 weakness—the Matanzas Inlet. The inlet allowed
51 easy access to the Matanzas River, by which
52 enemy vessels could attack St. Augustine. In
53 1740, troops from the British Colony of Georgia
54 blockaded St. Augustine Inlet and began a 39-day
55 siege of the town. The British eventually
56 retreated and the Spanish immediately sought to
57 fortify Matanzas Inlet, realizing that British
58 control of this strategic entry to the river could
59 ultimately lead to surrender of the town.

60
61 Construction of a masonry fort began soon
62 thereafter. In 1742, with the fort near completion,
63 the British positioned twelve ships near the inlet.
64 The fort’s cannons were able to drive off the
65 British scouting boats and the ships.

66
67 Besides warning St. Augustine of enemy vessels,
68 the fort also served as a rest stop, coast guard
69 station, and a place where vessels heading for St.
70 Augustine could get advice on navigating the
71 river. Its primary mission, though, was
72 maintaining control of the Matanzas Inlet. After
73 thwarting the British advance in 1742, the fort
74 never again fired its guns in battle.

75
76 The various land expansions that followed its
77 initial establishment also resulted in the inclusion
78 of significant natural resources within park
79 boundaries. These resources include a variety of
80 natural habitats that support diverse plant and
81 animal communities typical of the Northeast
82 Florida coastal barrier ecosystems.

83
84 Annual recreational visitation to the park steadily
85 increased since 1990 from 372,079 to over 1
86 million in 2005. Visitation steadily decreased
87 between 2005 (1,002,444) and 2012 (497,454).
88 The typical peak period of visitation at Fort
89 Matanzas is April through August. The months
90 with the lowest visitation levels are November,
91 December, and January. Approximately 80% of
92 the visitors to Fort Matanzas National Monument
93 visit only the Anastasia Island beach area of the
94 park.

1 **PURPOSE OF THE PLAN**

2
3 The approved general management plan will be
4 the basic document for managing Fort Matanzas
5 National Monument for the next 20 years. The
6 purposes of this general management plan are as
7 follows:

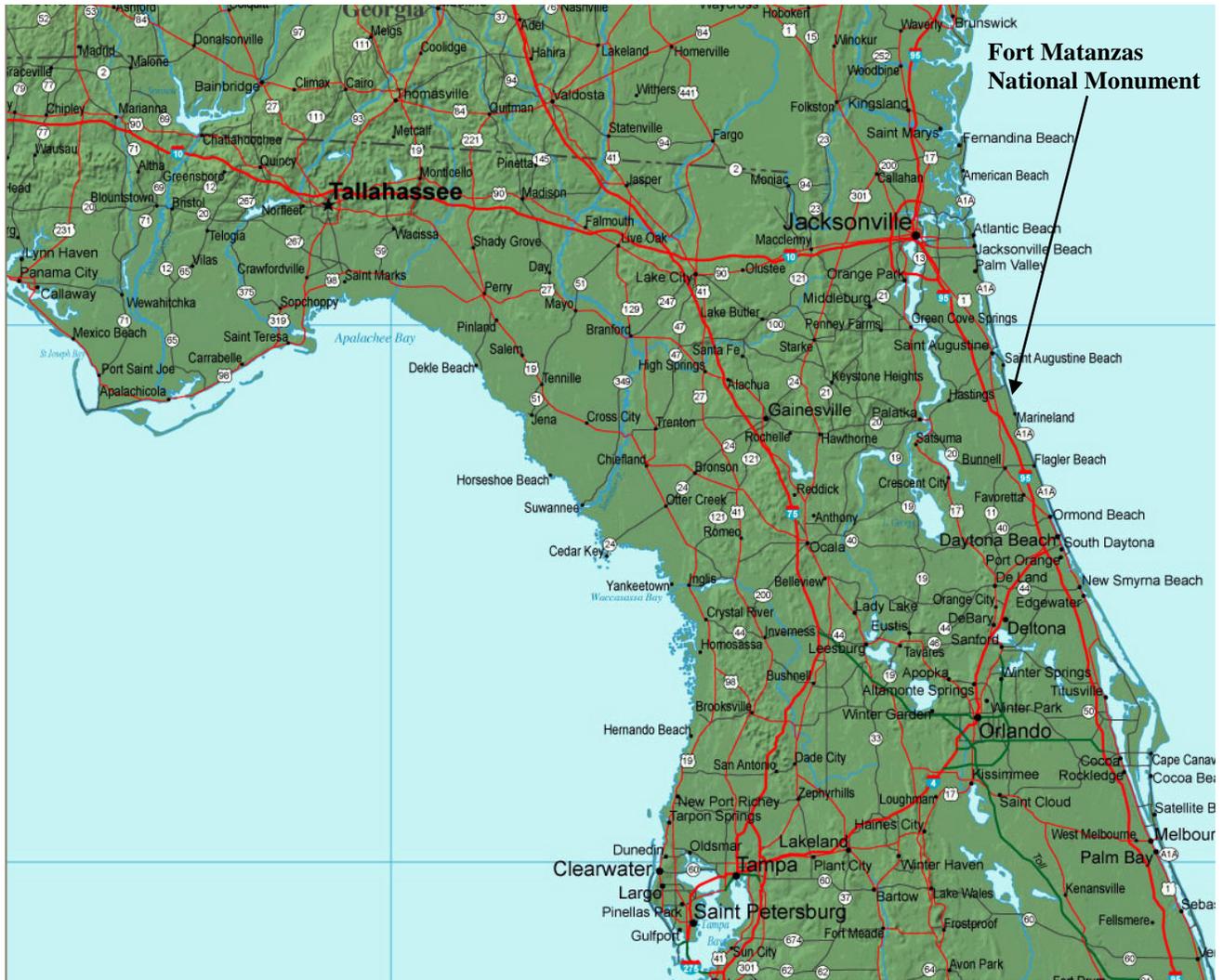
- 8
9 • Confirm the purpose, significance, and
10 special mandates of Fort Matanzas National
11 Monument.
- 12
13 • Clearly define resource conditions and
14 visitor uses and experiences to be achieved
15 in the National Monument.
- 16
17 • Provide a framework for Fort Matanzas
18 managers to use when making decisions
19 about how to best protect park resources,
20 how to provide quality visitor uses and
21 experiences, how to manage visitor use, and
22 what kinds of facilities, if any, to develop
23 in/near the National Monument.
- 24
25 • Ensure that this foundation for decision
26 making has been developed in consultation
27 with interested stakeholders and adopted by
28 the NPS leadership after an adequate
29 analysis of the benefits, impacts, and
30 economic costs of alternative courses of
31 action.

32
33 Legislation establishing the NPS as an agency and
34 governing its management provides the
35 fundamental direction for the administration of
36 Fort Matanzas National Monument (and other
37 units and programs of the national park system).
38 This general management plan will build on these
39 laws and the Presidential Proclamation that
40 established Fort Matanzas National Monument to
41 provide a vision for the park’s future.

42
43 The “Servicewide Mandates and Policies” section
44 calls the reader’s attention to topics that are
45 important to understanding the management
46 direction at the National Monument. The
47 alternatives in this general management plan
48 address the desired future conditions that are not
49 mandated by law and policy and must be
50 determined through a planning process.

51
52 The general management plan does not describe
53 how particular programs or projects should be

54 prioritized or implemented. Those decisions will
55 be addressed in future planning efforts that have
56 more details about the specific locations,
57 footprints, and design details of future projects.
58 All future plans will tier from the approved
59 general management plan. Compliance with the
60 National Environmental Policy Act, the
61 Endangered Species Act, National Historic
62 Preservation Act, and other relevant legislative
63 and policy mandates will occur for each specific
64 project or action that originates as a component of
65 this general management plan. Actions directed
66 by general management plans will be
67 accomplished over time. Budget restrictions,
68 requirements for additional data or regulatory
69 compliance, and competing national park system
70 priorities could prevent immediate
71 implementation of many actions. Major or
72 especially costly actions could be implemented 10
73 or more years in the future.



Fort Matanzas National Monument Region

1 **NEED FOR THE PLAN**

2
3 A general management plan is needed to meet the
4 requirements of the National Parks and Recreation
5 Act of 1978 (P.L. 95-625) and NPS policy, which
6 mandate development of a general management
7 plan for each park. The 1982 GMP for Fort
8 Matanzas does not address many of the issues
9 facing the park today. Therefore, this *Final*
10 *General Management Plan/Environmental Impact*
11 *Statement* has been prepared to comply with those
12 legal and policy requirements.

13
14 This general management plan provides broad
15 direction for the park's future. It is needed to
16 assist park managers in making purposeful
17 decisions based on a deliberate vision of the park.

18
19 General management planning is needed to:

- 20
21 • Clarify the levels of resource protection and
22 public use that must be achieved for the
23 park, based on the park-specific purpose and
24 significance, plus the body of laws and
25 policies directing park management.
26
- 27 • Determine the best mix of resource
28 protection and visitor experiences beyond
29 what is prescribed by law and policy based
30 on the:
 - 31 • Purposes of the park.
 - 32 • Range of public expectations and
33 concerns.
 - 34 • Resources occurring within the park.
 - 35 • Effects of alternative management plans
36 on existing natural, cultural, and social
37 conditions.
 - 38 • Long-term economic costs.
- 39 • Establish the degree to which the park
40 should be managed to:
 - 41 • Preserve and enhance its cultural and
42 natural resources.
 - 43 • Provide appropriate visitor experiences
44 and recreation opportunities.

54 **THE NEXT STEPS**

55
56 This *Final General Management*
57 *Plan/Environmental Impact Statement* includes
58 the results of a 60-day public review and
59 comment period after which the NPS planning
60 team evaluated comments from other federal
61 agencies, local and state governmental agencies,
62 organizations, businesses, and individuals
63 regarding the draft plan and incorporated
64 appropriate changes into the *Final General*
65 *Management Plan Environmental Impact*
66 *Statement*. The final plan includes letters from
67 governmental agencies, any substantive
68 comments on the draft document, and NPS
69 responses to those comments. Following
70 distribution of the *Final General Management*
71 *Plan Environmental Impact Statement* and a 30-
72 day no-action period, a record of decision
73 approving a final plan will be signed by the NPS
74 regional director. The record of decision
75 documents the NPS selection of an alternative for
76 implementation. With the signing of the record of
77 decision, the plan can then be implemented.
78

79 **IMPLEMENTATION OF THE PLAN**

80
81 The implementation of the approved plan will
82 depend on future funding. The approval of a plan
83 does not guarantee that the funding and staffing
84 needed to implement the plan will be
85 forthcoming. Full implementation of the approved
86 plan could be many years in the future.
87

88 The implementation of the approved plan also
89 could be affected by other factors. Once the
90 general management plan has been approved,
91 additional feasibility studies and more detailed
92 planning and environmental documentation would
93 be completed, as appropriate, before any proposed
94 actions can be carried out. For example:

- 95
96 • Appropriate permits would be obtained
97 before implementing actions that would
98 impact wetlands.
99
- 100 • Appropriate federal and state agencies would
101 be consulted concerning actions that could
102 affect threatened and endangered species.
103
- 104 • The State Historic Preservation Office
105 (SHPO) would be consulted.

- 1
- 2 • The park will comply with Sections 106
- 3 (requires federal agencies to consult with
- 4 Advisory Council on Historic Preservation)
- 5 and 110 (requirements for the preservation
- 6 and use of historic buildings by federal
- 7 agencies) of the National Historic
- 8 Preservation Act.
- 9
- 10 • Appropriate NEPA documentation would be
- 11 prepared.
- 12
- 13 • Opportunities for public review and comment
- 14 would be provided.
- 15

16 The general management plan does not describe
 17 how particular programs or projects should be
 18 prioritized or implemented. Those decisions will
 19 be addressed during the more detailed planning
 20 associated with strategic plans, implementation,
 21 plans, etc. These future plans will be based on the
 22 goals, future conditions, and appropriate types of
 23 activities established in the approved general
 24 management plan. Actions directed by general
 25 management plans or in subsequent
 26 implementation plans are accomplished over time.
 27 Budget restrictions, requirements for additional
 28 data or regulatory compliance, and competing
 29 national park system priorities could prevent
 30 immediate implementation of many actions.

31 Major or especially costly actions could be
 32 implemented 10 or more years into the future.

33

34 Finally, Fort Matanzas National Monument exists
 35 entirely within the Atlantic coastal plain of the
 36 State of Florida and predominantly within a 100-
 37 year flood plain. The historic coquina watchtower
 38 on Rattlesnake Island as well as the entire historic
 39 visitor center complex, the Johnson house, the
 40 maintenance facility, and beach access parking
 41 lots are all vulnerable to ongoing sea-level rise,
 42 hurricanes and other storms and associated storm
 43 surge. While the action alternatives propose a
 44 range of facility expansions and adaptations to
 45 address visitor experience concerns and visitor
 46 services (e.g. availability of parking), NPS will
 47 evaluate proposed facility investments prior to
 48 project approvals using a variety of climate
 49 change mitigation strategies that can be found
 50 near the end of Chapter 2 to ensure the long-term
 51 sustainability of these investments. Due to the
 52 park’s location and potential vulnerabilities, it is
 53 feasible that the NPS may conclude, following
 54 analysis of the best scientific information
 55 available, that such financial investments would
 56 be unwise and that other options would be
 57 considered or the project would not be pursued.
 58 Additional adaptation strategies will be developed
 59 relevant to climate change projections and
 60 scenarios as part of GMP implementation.

1
 2



5
Boardwalk Nature Trail

1 **FOUNDATION STATEMENT**

2
3 The foundation statement is the basis for planning
4 and management, and it concentrates on why a
5 park was established. It describes a park’s
6 *purpose* and *significance*, focusing future
7 management and planning on what is most
8 important about a park’s resources and values.
9 Those park resources and values that are
10 “fundamental” to achieving the park’s purpose
11 and significance are identified, along with the
12 legal and policy requirements that mandate a
13 park’s basic management responsibilities.
14

15 **Legislative Foundation**

16
17 Fort Matanzas National Monument was
18 established by Presidential Proclamation No. 1713
19 (43 Stat. 1968) on October 15, 1924. The War
20 Department administered it until transferred to the
21 Department of the Interior, National Park Service,
22 by Executive Orders No. 6166 on June 10, 1933
23 and No. 6228 on July 28, 1933. Proclamations
24 No. 2114 (49 Stat. 3433) on January 9, 1935 and
25 No. 2773 (62 Stat. 1491) on March 24, 1948
26 authorized the addition of acreage to the park.
27

28 On January 4, 1963, Fort Matanzas received a
29 donation of 68 acres (consisting of approximately
30 the southern .85 miles of Anastasia Island from
31 about 221 feet north of the Matanzas ramp south
32 to the Matanzas Inlet) from Howard and Teresa
33 Johnson that was accepted under authority of the
34 National Historic Sites Act of August 21, 1935
35 (49 Stat. 666).
36

37 On January 1, 1965, the National Monument
38 received another donation from the Johnsons of
39 2.75 acres (a rectangular parcel south of the
40 Matanzas ramp and east of Highway A1A
41 extending eastward to the mean high tide line)
42 that also was accepted under authority of the
43 National Historic Sites Act of 1935.
44

45 On December 22, 1967, the State of Florida ceded
46 to the United States the exclusive jurisdiction over
47 Lot 5, Section 13, on Anastasia Island, except
48 over the 66-foot wide right-of-way of State Road
49 A1A, and over lands formerly called Rattlesnake
50 and Fort Islands located in Sections 13, 14, 23,
51 and 24, as described in Presidential Proclamation
52 of October 15, 1924, deed from the Trustees of
53 the Internal Improvement Fund of Florida of April

54 28, 1944, and Presidential Proclamation of March
55 24, 1948, the combined tracts containing 298.51
56 acres.
57

58 Public Law 106-524 (November 22, 2000),
59 formally incorporated the 70 acres acquired
60 through the Johnson family donations into the
61 National Monument boundary. Today, Fort
62 Matanzas National Monument consists of 298.51
63 acres located on Rattlesnake Island and Anastasia
64 Island. These two islands lie along the shores of
65 the Atlantic Ocean and the Matanzas estuary,
66 about 14 miles south of St. Augustine, Florida.
67

68 **Purpose**

69
70 Purpose statements are based on the national
71 monument’s legislation and legislative history
72 and NPS policies. The statements reaffirm
73 the reasons for which the national monument
74 was set aside as a unit of the national park
75 system and provide the foundation for the
76 monument’s management and use.
77

78 The purposes of Fort Matanzas National
79 Monument are:
80

- 81 • To preserve the 1742 fortified watchtower
82 and its associated landscapes and
83 archeological resources;
84
- 85 • To provide an accurate historical perspective
86 of what military life was like in Florida as it
87 existed at this isolated outpost;
88
- 89 • To conserve all other resources within the
90 park for the benefit of future generations
91 through a comprehensive program of
92 preservation, management, interpretation,
93 and education;
94
- 95 • To permit recreational opportunities on
96 Rattlesnake Island and Anastasia Island
97 which do not impair park resources.
98

99 **Significance**

100
101 Significance statements capture the essence
102 of the park’s importance to the nation’s
103 natural and cultural heritage. They are
104 statements of why, within a national,
105 regional, and system-wide context, the park’s

resources and values are important enough to warrant national park designation. Significance statements describe the park's distinctiveness and provide direction for park managers to make decisions that preserve resources and values consistent with the National Monument's purpose.

Fort Matanzas National Monument is nationally significant because:

- The fort is the only example of a Spanish fortified watchtower in the continental United States.
- The fort is a completely intact component of the St. Augustine defense system constructed by the Spanish.
- The site commemorates the massacre of over 200 French Huguenot soldiers by Spanish soldiers in 1565 – an event which marked the beginning of 235 years of Spanish dominance in Florida.
- The location provides a rare opportunity for visitors to experience an historic setting as it might have appeared hundreds of years ago.
- The National Monument preserves nearly 300 acres of a virtually undisturbed barrier island system containing dunes, marsh, maritime forest, and associated flora and fauna, including threatened and endangered species.

Special Mandates and Administrative Commitments

Special mandates are park specific legislative or judicial requirements that expand upon or modify the park's basic mission and purpose. They may be worthy of discussion and special consideration because (1) they are unusual (such as a special provision in a park's establishing legislation for grazing), (2) they add another dimension to an area's purpose and significance (such as the designation of an area in the park as part of the national wilderness preservation system, the inclusion of a river in the national wild and scenic rivers system, a national historic

landmark designation for part of a park, or a park's designation as a world heritage site or biosphere reserve), or (3) they commit park managers to specific actions (such as an action required by a court order).

Administrative commitments are generally defined as agreements that have been reached through formal, documented processes with other Federal or state agencies that refer to the co-management of specific natural or cultural resources.

Fort Matanzas National Monument was created in 1924 by Presidential Proclamation (Appendix B). Neither the proclamation nor any subsequent legislation established any special mandates for the park.

Administrative commitments are generally defined as agreements that have been reached through formal, documented processes with other Federal or state agencies that refer to the co-management of specific natural or cultural resources. There are no administrative commitments at Fort Matanzas that meet the definition above.

FUNDAMENTAL AND OTHER IMPORTANT RESOURCES AND VALUES

Fundamental Resources and Values

Fundamental resources and values are systems, processes, features, visitor experiences, stories, scenes, etc. that warrant primary consideration during planning and management because they are critical to achieving the monument's purpose and maintaining its significance. It is these resources and values that maintain the park's purpose and significance, and if these resources are allowed to deteriorate, the park purpose and/or significance could be jeopardized. The following list is presented in no particular order of importance.

The 1742 Fortified Coquina Watchtower*

**A soft porous limestone, composed essentially of fragments of shells and used as a building material.*

- 1 • The nature of the fort is unique for its time
2 and location (the North American
3 continent).
- 4 • The fort is notable for its distinctive
5 architecture (Spanish design).
- 6 • Locally quarried coquina provided a unique
7 building material.
- 8 • The apparent remoteness of the fort's
9 location provides an authentic experience to
10 the visitor in terms of the isolation and
11 views that might have been experienced by
12 the Spanish soldiers.
- 13 • The fort is situated in a natural setting with
14 only the Matanzas Inlet Bridge and a few
15 condominium tops visible from the gun
16 deck. To the west, only marshes and other
17 natural environments are visible to the
18 visitor.
- 19 • The serenity of the immediate scene
20 contrasts with the fort's purpose and the
21 event (the massacre of French Huguenots)
22 which gave it its name.
- 23 • The construction (1740-1742) of the fort
24 predates the founding of the United States of
25 America.
- 26 • The structure is a tangible symbol of 235
27 years of Spanish culture and heritage in the
28 area.

29 ***Cultural Resources***

- 30 • Archeological resources.
- 31 • Middens.
- 32 • Museum collections.
- 33 • Historic 1930's buildings and their
34 surrounding landscape
- 35 • Potential cultural landscape associated with
36 the fort.

37 ***The opportunity for visitors to learn about 38 all aspects of military activities at an isolated 39 outpost***

- 40 • The fort's strategic location at the Matanzas
41 Inlet, which served as an important water
42 access to the settlement at St. Augustine.
- 43 • The soldiers' daily life (such as sources of
44 water and food, recreation, and furnishings).
- 45 • The soldier's military responsibilities at the
46 fort (such as patrols and maintenance).
- 47 • The role of the fort as a military defense
48 system for St. Augustine

- 49 • The difficult climate and environment: semi-
50 tropical, heat and humidity, insects, snakes,
51 etc.
- 52 • Transportation of soldiers and supplies
53 between St. Augustine and Fort Matanzas.
- 54 • The difficulty and yet importance of
55 maintaining communications between the
56 outpost at Fort Matanzas and the main
57 garrison of Castillo de San Marcos in St.
58 Augustine.

59 ***The story of one of the first conflicts 60 between European nations in the New 61 World***

- 62 • Conflict between the Spanish and the
63 French.
- 64 • The Spanish defeat of the French,
65 especially the massacre of French
66 Huguenots by Spanish soldiers, the event
67 that gave the fort, the river, and ultimately
68 the National Monument their names.
- 69 • The role of religion in these conflicts.
- 70 • Competition for limited resources.
- 71 • Interpretation of moral decisions of
72 another time period and how we connect it
73 to current events.
- 74 • Subsequent conflicts between Spanish and
75 British.
- 76 • Conflict and cultural interactions between
77 American Indians and Europeans.
- 78 • Interpretation of military defense systems.

79 ***The fort's isolated island location in the 80 midst of a larger landscape of dunes, 81 marsh, and maritime forest***

- 82 • Historic and natural oasis in the midst of
83 modern developed landscape.
- 84 • Opportunity for visitor reflection with
85 minimum modern distractions.
- 86 • Relatively unspoiled viewsheds.
- 87 • Boat trip to the fort – experience of
88 transitioning back in time.

89 **Other Important Resources and 90 Values**

91 Parks may also have other important resources
92 and values that may not be fundamental to the
93 park's purpose and significance but are

1 nevertheless determined to be particularly
2 important considerations for general management
3 planning. Identifying other important resources
4 and values is primarily done to separate those
5 resources or values that are covered by the
6 servicewide mandates and policies, from those
7 that have important considerations to be addressed
8 in the GMP.

9

10 *The barrier island system consisting of*
11 *Rattlesnake and Anastasia Islands*

12

- 13 • Salt marsh.
- 14 • Estuary system (Matanzas River and Inlet).
- 15 • Atlantic Ocean and associated beach.
- 16 • Maritime Forest.
- 17 • Sand dunes.
- 18 • Flora and fauna including threatened and
19 endangered species.
- 20 • Opportunities for research, education, and
21 interpretation.

22

23 *Opportunity for a variety of beach oriented*
24 *recreational activities*

25

- 26 • Water-based activities (such as fishing and
27 swimming).
- 28 • Nature observation (such as wildlife
29 viewing, interpretation, photography, and
30 education).
- 31 • Fitness activities (such as trail and beach
32 walking).

33

34

35 **PRIMARY INTERPRETIVE THEMES**

36

37 Interpretive themes are ideas, concepts, or stories
38 that are central to the monument's purpose,
39 significance, identity, and visitor experience. The
40 primary interpretive themes define concepts that
41 every visitor should have the opportunity to learn.
42 Primary themes also provide the framework for
43 the park's interpretation and educational
44 programs, influence the visitor experience, and
45 provide direction for planners and designers of the
46 park's exhibits, publications, and audiovisual
47 programs. Subsequent interpretive planning may
48 elaborate on these primary themes.

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50 **Relationship to General**
51 **Management Planning**

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- In general management planning, primary interpretive themes may form the basis for alternatives and management zones that prescribe resource conditions and visitor experiences.
- Primary interpretive themes provide the foundation on which the park's educational and interpretive program is based.
- Primary themes lead to the identification of services, resources, and experiences that should be accessible to visitors and the public.
- Primary themes help focus orientation services by identifying important experiences and resources that support themes.
- Identifying primary themes leads to recommendations for interpretive and educational facilities, media, and services that are core to park missions and facilitate emotional and intellectual connections with park resources and values.
- Primary interpretive themes guide the development of interpretive media and programs that help visitors connect tangible and intangible park resources and experiences to larger ideas, meaning, and values.
- The development and interpretation of primary themes provide a framework for shared perspectives among visitors, stakeholders, and publics.

95 **Fort Matanzas National Monument**
96 **Interpretive Themes**

- Built from locally available coquina, Fort Matanzas survives as a unique example of a Spanish fortified watchtower.
- The Southeastern coast of what is now the United States, including the Matanzas Inlet, was a primary arena of conflict in the region as colonial powers jockeyed for dominance.

- The location of Fort Matanzas was a practical response to the geography of Matanzas Bay and the need for a system of strong military positions around St. Augustine.
- In addition to its historical significance, Fort Matanzas National Monument encompasses an increasingly rare resource – the coastal barrier island ecosystem.

SERVICEWIDE LAWS AND POLICIES

This section (expanded in Appendix B) identifies what must be done at Fort Matanzas National Monument to comply with federal laws and policies of the NPS. Many park management directives are specified in laws and policies guiding the NPS and are therefore not subject to alternative approaches. For example, there are laws and policies about managing environmental quality (such as the Clean Air Act, the Endangered Species Act, and Executive Order 11990 “Protection of Wetlands”); laws governing the preservation of cultural resources (such as the National Historic Preservation Act (NHPA) and the Native American Graves Protection and Repatriation Act); and laws about providing public services (such as the Americans with Disabilities Act) — to name only a few. In other words, a general management plan is not needed to decide, for instance, that it is appropriate to protect endangered species, control exotic species, protect archeological sites, conserve artifacts, or provide for handicap access. Laws and policies have already decided those and many other things for us. Although attaining some of these conditions set forth in these laws and policies may have been temporarily deferred in the park because of funding or staffing limitations, the NPS will continue to strive to implement these requirements with or without a new general management plan.

Some of these laws and executive orders are applicable solely or primarily to units of the national park system. These include the 1916 Organic Act that created the National Park Service, the General Authorities Act of 1970, the act of March 27, 1978, relating to the management of the national park system, and the National Parks Omnibus Management Act (1998).

Other laws and executive orders have much broader application, such as the Endangered Species Act, the National Historic Preservation Act, and Executive Order 11990 that address the protection of wetlands (see appendixes B and C).

The NPS Organic Act (16 USC § 1) provides the fundamental management direction for all units of the national park system:

[P]romote and regulate the use of the Federal areas known as national parks, monuments, and reservations...by such means and measure as conform to the fundamental purpose of said parks, monuments and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.

The impairment prohibited by the NPS Organic Act is an impact that, in the professional judgment of the responsible NPS manager, would harm the integrity of park resources and values, including opportunities that otherwise would be present for the enjoyment of those resources or values. (NPS *Management Policies 2006* 1.4.5) An impact on any park resource or value may, but does not necessarily, constitute an impairment. An impact would be more likely to constitute impairment to the extent it affects a resource or value whose conservation is:

- Necessary to fulfill specific purposes identified in the establishing legislation or proclamation of the park, or
- key to the natural or cultural integrity of the park or to opportunities for enjoyment of the park, or
- identified in the park’s general management plan or other relevant NPS planning documents as being of significance.

Impairment may result from NPS activities in managing the park; visitor activities; or activities

1 undertaken by concessioners, contractors, and
 2 others operating in the park. A written
 3 determination regarding impairment will be
 4 prepared for the final selected alternative and will
 5 be appended to the Record of Decision Document
 6 for this General Management Plan.

7
 8 The National Park System General Authorities
 9 Act (16 USC § 1a-1 et seq.) affirms that while all
 10 national park system units remain “distinct in
 11 character,” they are “united through their
 12 interrelated purposes and resources into one
 13 national park system as cumulative expressions of
 14 a single national heritage.” The act makes it clear
 15 that the NPS Organic Act and other protective
 16 mandates apply equally to all units of the system.
 17 Further, amendments state that NPS management
 18 of park units should not “derogat[e]...the
 19 purposes and values for which these various areas
 20 have been established.”

21
 22 The National Park Service also has established
 23 policies for all units under its stewardship. These
 24 are identified and explained in a guidance manual
 25 entitled *NPS Management Policies 2006*. The
 26 “action” alternatives (Alternatives B and C)
 27 considered in this document incorporate and
 28 comply with the provisions of these mandates and
 29 policies.

30
 31 Public Law 95-625, the National Park and
 32 Recreation Act, requires the preparation and

33 timely revision of general management plans for
 34 each unit of the national park system. Section 604
 35 of that act outlines several requirements for
 36 general management plans, including measures
 37 for the protection of the area’s resources and
 38 “indications of potential modifications to the
 39 external boundaries of the unit and the reasons
 40 therefore.” *NPS Management Policies*, adopted in
 41 2006, reaffirm this legislative directive.

42
 43 To understand the implications of an alternative, it
 44 is important to consider the servicewide mandates
 45 and policies with the management actions
 46 described in an alternative.

47
 48 Table 1 shows some of the most pertinent
 49 servicewide mandates and policy topics related to
 50 planning and managing Fort Matanzas National
 51 Monument; across from each topic are the *desired*
 52 *conditions that the staff is striving to achieve* for
 53 that topic and thus the table is written in the
 54 present tense. Appendix B expands on this
 55 information by citing the law or policy directing
 56 these actions and giving examples of the types of
 57 actions being pursued by NPS staff. The
 58 alternatives in this general management plan
 59 address the desired future conditions that are not
 60 mandated by law and policy and must be
 61 determined through a planning process.
 62

TABLE 1 - SERVICEWIDE MANDATES AND POLICIES PERTAINING TO FORT MATANZAS NATIONAL MONUMENT

TOPIC	Current laws and Policies Require That the Following Conditions Be Achieved at Fort Matanzas National Monument
Relations with Private and Public Organizations, Owners of Adjacent Land, and Governmental Agencies	Fort Matanzas National Monument is managed as part of a greater ecological, social, economic, and cultural system. Good relations are maintained with adjacent landowners, surrounding communities, and private and public groups that affect, and are affected by, the park. The park is managed proactively to resolve external issues and concerns and ensure that park values are not compromised. Because the National Monument is an integral part of a larger regional environment, the NPS works cooperatively with others to anticipate, avoid, and resolve potential conflicts, protect National Monument resources, and address mutual interests in the quality of life for community residents. Regional cooperation involves federal, state, and local agencies, neighboring landowners, and all other concerned parties.
Natural Resources	
Air Quality	Air quality in the park meets national ambient air quality standards for specified pollutants. The park’s air quality is maintained or enhanced with no significant deterioration.
Climate Change	Climate change is expected to affect the park’s weather, resources (e.g., shorelines, vegetation, and wildlife), facilities (e.g., docks and roads), and visitors (e.g., seasonal use patterns, fishing, and other visitor opportunities such as typical beach activities). These changes will have direct implications on resource management and park operations and on

TOPIC	Current laws and Policies Require That the Following Conditions Be Achieved at Fort Matanzas National Monument
	<p>the way visitors use and experience the park. Although climate change is expected to affect the park during the life of this plan, many of the specific effects, the rate of changes, and the severity of impacts are not known.</p> <p>Desired Condition: Fort Matanzas National Monument is a leader in its efforts to address climate change by reducing the contribution of NPS operations and visitor activities to climate change; preparing for and adapting to climate change impacts; and increasing its use of renewable energy and other sustainable practices. NPS staff proactively monitors and mitigates the climate change impacts on cultural and natural resources and visitor amenities. The park provides refugia for marine and terrestrial species to increase their resilience to climate change. Education and interpretive programs help visitors understand climate change impacts in the park and beyond, and how they can respond to climate change. Partnerships with various agencies and institutions allow NPS staff to participate in research on climate change impacts.</p> <p>Sources: NPS Organic Act; Executive Order 13423 (includes requirements for the reduction of greenhouse gases and other energy and water conservation measures); Department of the Interior Secretarial Order 3289, Amendment 1, February 10, 2010 (ensures that climate change impacts be taken into account in connection with departmental planning and decision making); NPS <i>Management Policies 2006</i> (including sections on environmental leadership [1.8], sustainable energy design [9.1.1.6], and energy management [9.1.7]); NPS Environmental Quality Division's "Draft Interim Guidance: Considering Climate Change in NEPA Analysis"</p>
Ecosystem Management	The park is managed holistically, as part of a greater ecological, social, economic, and cultural system.
Exotic Species	The management of populations of exotic plant and animal species, up to and including eradication, is undertaken wherever such species threaten park resources or public health and when control is prudent and feasible. (See <i>National Park Service Management Policies 2006</i> , especially Section 4.4.4.2).
Fire Management	<p>Fort Matanzas National Monument fire management programs are designed to meet resource management objectives prescribed for the various areas of the park and to ensure that the safety of firefighters and the public is not compromised.</p> <p>All wildland fires are effectively managed, considering resource values to be protected and firefighter and public safety, using the full range of strategic and tactical operations as described in an approved fire management plan.</p>
Floodplains	<p>Natural floodplain values are preserved or restored.</p> <p>Long-term and short-term environmental effects associated with the occupancy and modification of floodplains is avoided.</p> <p>When it is not practicable to locate or relocate development or inappropriate human activities to a site outside the floodplain or where the floodplain will be affected, the NPS</p> <ul style="list-style-type: none"> • Prepares and approves a statement of findings in accordance with Director's Order # 77-2, <i>Floodplain Management</i>. • Uses nonstructural measures as much as practicable to reduce hazards to human life and property while minimizing impacts on the natural resources of floodplains. • Ensures that structures and facilities are designed to be consistent with the intent of the standards and criteria of the National Flood Insurance Program (44 CFR 60).
General Natural Resources/ Restoration	<p>Native species populations that have been severely reduced in or extirpated from Fort Matanzas National Monument are restored where feasible and sustainable.</p> <p>Populations of native plant and animal species function in as natural a condition as possible except where special considerations are warranted.</p>
Geologic Resources	NPS will preserve and protect geologic resources as integral components of park natural systems. As used here, the term "geologic resources" includes both geologic features and geologic processes.
Land Protection	Land protection plans are prepared to determine and publicly document what lands or

TOPIC	Current laws and Policies Require That the Following Conditions Be Achieved at Fort Matanzas National Monument
	interests in land need to be in public ownership, and what means of protection are available to achieve the purposes for which the national park system unit was created.
Native Vegetation and Animals	The National Park Service will maintain as parts of the natural ecosystem, all native plants and animals in the park.
Soils	<p>The National Park Service actively seeks to understand and preserve the soil resources of Fort Matanzas National Monument, and to prevent, to the extent possible, the unnatural erosion, physical removal, or contamination of the soil, or its contamination of other resources.</p> <p>Natural soil resources and processes function in as natural a condition as possible, except where special considerations are allowable under policy.</p>
Soundscapes	Park natural soundscape resources encompass all the natural sounds that occur in parks, including the physical capacity for transmitting those natural sounds and the interrelationships among park natural sounds of different frequencies and volumes. Natural sounds occur within and beyond the range of sounds that humans can perceive, and they can be transmitted through air, water, or solid materials. The National Park Service will preserve, to the greatest extent possible, the natural soundscapes of parks.
Threatened and Endangered Species and Species of Concern	<p>Federal and state-listed threatened and endangered species and their habitats are protected and conserved.</p> <p>Native threatened and endangered species populations that have been severely reduced in or extirpated from Fort Matanzas National Monument are enhanced or restored where feasible and sustainable.</p>
Water Resources	<p>Surface water and groundwater are protected, and water quality meets or exceeds all applicable water quality standards.</p> <p>NPS and NPS-permitted programs and facilities are maintained and operated to avoid pollution of surface water and groundwater.</p>
Wetlands	<p>The natural and beneficial values of wetlands are preserved and enhanced. The National Park Service implements a “no net loss of wetlands” policy and strives to achieve a longer-term goal of net gain of wetlands across the national park system through the restoration of previously degraded wetlands.</p> <p>The National Park Service avoids to the extent possible the long- and short-term adverse impacts associated with the destruction or modification of wetlands and avoids direct or indirect support of new construction in wetlands wherever there is a practicable alternative.</p> <p>The National Park Service compensates for remaining unavoidable adverse impacts on wetlands by restoring wetlands that have been previously degraded.</p>
Cultural Resources	
Archeological Resources	<p>Archeological sites are identified and inventoried and their National Register of Historic Places (National Register) significance is determined and documented. Archeological sites are protected in an undisturbed condition unless it is determined through formal processes that disturbance or natural deterioration is unavoidable. When disturbance or deterioration is unavoidable, the site is professionally documented and excavated and the resulting artifacts, materials, and records are curated and conserved in consultation with the Florida State Historic Preservation Office (SHPO). Mitigation may include a variety of measures ranging from avoidance to data recovery, and is generally included in a memorandum of agreement. Artifacts, materials, and records resulting from data recovery are curated and conserved as provided for in 36 CFR 79. Some archeological sites that can be adequately protected may be interpreted to the visitor.</p> <p>These requirements are specified in Director’s Order 28 (NPS 1998c) which directs the NPS to protect and manage cultural resources in its custody through effective research, planning, and stewardship and in accordance with the policies and principles contained in the NPS Management Policies (NPS 2006a).</p>
Historic Structures	Historic structures are inventoried and their significance and integrity are evaluated under National Register of Historic Places criteria. The qualities that contribute to the listing or eligibility for listing of historic structures on the National Register are protected in accordance with the <i>Secretary of the Interior’s Standards and Guidelines for Archeology and Historic</i>

TOPIC	Current laws and Policies Require That the Following Conditions Be Achieved at Fort Matanzas National Monument
	<i>Preservation</i> (unless it is determined through a formal process that disturbance or natural deterioration is unavoidable).
Ethnographic Resources	<p>The National Park Service will adopt a comprehensive approach towards appreciating the diverse human heritage and associated resources that characterize the national park system. The Service will identify the present-day peoples whose cultural practices and identities were, and often still are, closely associated with each park's cultural and natural resources.</p> <p>Ethnographic information will be collected through collaborative (with groups associated with Fort Matanzas National Monument) research that recognizes the sensitive nature of such information. Cultural anthropologists/ethnographers will document the meanings that traditionally associated groups assign to traditional natural and cultural resources and the landscapes they form. The park's ethnographic file will include this information, as well as data on the traditional management practices and knowledge systems that affect resource uses and the short- and long-term effects of use on the resources.</p> <p>The National Park Service will adopt a comprehensive approach towards appreciating the diverse human heritage and associated resources that characterize the national park system. The Service will identify the present-day peoples whose cultural practices and identities were, and often still are, closely associated with each park's cultural and natural resources.</p> <p>The Service generally supports traditional access and use when reasonable accommodations can be made under NPS authorities to allow greater access and use. Park superintendents may reasonably control the times when and places where specific groups may have exclusive access to particular areas of a park.</p> <p>All ethnographic resources determined eligible for listing or listed on the National Register are protected. If disturbance of such resources is unavoidable, formal consultation with the SHPO, the Advisory Council on Historic Preservation, and with American Indian tribes as appropriate, is conducted.</p>
Cultural Landscapes	<p>Cultural landscape inventories are conducted to identify landscapes potentially eligible for listing in the National Register, and to assist in future management decisions for landscapes and associated resources, both cultural and natural.</p> <p>The management of cultural landscapes focuses on preserving the landscape's physical attributes, biotic systems, and uses when those uses contribute to its historical significance.</p> <p>Treatments are based on sound preservation practices for the preservation, rehabilitation, restoration, or reconstruction of cultural landscapes is undertaken in accordance with the <i>Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i>.</p> <p>Parks are required by Section 110 of the National Historic Preservation Act and National Park Service policies to inventory and evaluate all cultural resources within the park boundaries. They must also produce adequate research to support informed planning and compliance with legal requirements prior to implementation of any work that will affect the identified resources. For cultural landscapes, the completion of the cultural landscapes inventory (CLI) and cultural landscape report (CLR) will satisfy these requirements.</p> <p>The national CLI database serves as the evaluated inventory for cultural landscapes and is the analytical tool for assessing significance, impacts, condition, treatment and legal responsibilities. Fort Matanzas NM proposes to complete one or more certified CLI entries to inventory and evaluate the park's identified cultural landscape or landscapes, and will nominate to the National Register of Historic Places the significant landscapes, component landscapes, and landscape features present on the site as identified by the CLI.</p> <p>A CLR is the approved document that fulfills the research need and provides treatment guidance to support cultural landscape planning. Although a CLR is not considered an implementation plan because it does not present defined alternatives and a National Environmental Policy Act assessment is not required, it will provide documentation for</p>

TOPIC	Current laws and Policies Require That the Following Conditions Be Achieved at Fort Matanzas National Monument
	subsequent implementation planning and support informed management and treatment of cultural landscapes. Upon completion of the park’s CLI, Fort Matanzas NM proposes to complete a CLR to identify approved treatment options for the cultural landscape.
Museum Collections	<p>All museum collections (prehistoric and historic objects, artifacts, works of art, archival documents, and natural history specimens) are identified and inventoried, catalogued, documented, preserved, and protected, and provision is made for access to and use of items in the collections for exhibits, research, and interpretation in consultation with traditionally associated groups.</p> <p>The qualities that contribute to the significance of collections are protected in accordance with established standards.</p>
Visitor Use and Experience	
Visitor Use and Experience and Park Use Requirements	<p>Fort Matanzas National Monument resources are conserved “unimpaired” for the enjoyment of present and future generations. Visitors have opportunities for types of enjoyment that are uniquely suited and appropriate to the superlative natural and cultural resources found in the park. No activities occur that would cause derogation of the values and purposes for which the park was established.</p> <p>For all zones, districts, or other logical management divisions within Fort Matanzas National Monument, the types and levels of visitor use are consistent with the desired resource and visitor experience conditions prescribed for those areas consistent with the unit’s purpose.</p> <p>Park visitors will have opportunities to understand and appreciate the significance of the park and its resources, and to develop a personal stewardship ethic by directly relating to the resources.</p> <p>To the extent feasible, programs, services, and facilities in the park are accessible to and usable by all people, including those with disabilities within an inviting atmosphere accessible to every segment of American society.</p>
Public Health and Safety	<p>While recognizing that there are limitations on its capability and constraints imposed by the Organic Act to not impair resources, the service and its concessionaires, contractors and cooperators will seek to provide a safe and healthful environment for visitors and employees.</p> <p>The park staff will strive to identify recognizable threats to safety and health and protect property by applying nationally accepted standards. Consistent with mandates and non-impairment, the park staff will reduce or remove known hazards and/or apply appropriate mitigative measures, such as closures, guarding, gating, education, and other actions.</p>
Other Topics	
Sustainable Design/ Development	<p>NPS facilities are harmonious with park resources, compatible with natural processes, aesthetically pleasing, functional, as accessible as possible to all segments of the population, energy-efficient, and cost effective.</p> <p>All decisions regarding park operations, facilities management, and development in the park — from the initial concept through design and construction — reflect principles of resource conservation. Thus, all park developments and park operations are sustainable to the maximum degree possible and practical. New developments and existing facilities are located, built, and modified according to the <i>Guiding Principles of Sustainable Design</i> (NPS 1993) or other similar guidelines.</p> <p>Management decision-making and activities throughout the national park system should use value analysis, which is mandatory for all Department of the Interior bureaus, to help achieve this goal. Value planning, which may be used interchangeably with value analysis/value engineering/value management, is most often used when value methods are applied on general management or similar planning activities.</p>
Transportation to and within the Park	<p>Visitors have reasonable access to the park, and there are connections from the park to regional transportation systems as appropriate. Transportation facilities in the park provide access for the protection, use, and enjoyment of park resources. They preserve the integrity of the surroundings, avoid or minimize adverse impacts on ecological processes, protect park resources, and provide the highest visual quality and a rewarding visitor experience.</p>

TOPIC	Current laws and Policies Require That the Following Conditions Be Achieved at Fort Matanzas National Monument
	The National Park Service participates in all transportation planning forums that may result in links to parks or impact park resources. Working with federal, tribal, state, and local agencies on transportation issues, the NPS seeks reasonable access to parks, and connections to external and alternative transportation systems.
Utilities and Communication Facilities	Neither Fort Matanzas National Monument resources nor public enjoyment of the park are denigrated by nonconforming uses. Telecommunication structures are permitted in the park to the extent that they do not jeopardize the park's mission and resources. No new nonconforming use or rights-of-way are permitted through the park without specific statutory authority and approval by the director of the NPS or his representative, and are permitted only if there is no practicable alternative to such use of NPS lands.

1 **OTHER PLANNING EFFORTS**
2 **RELATED TO THIS GENERAL**
3 **MANAGEMENT PLAN**

4
5 Fort Matanzas National Monument is located
6 on Anastasia and Rattlesnake Islands at the
7 Matanzas Inlet, St. Johns County, Florida
8 approximately 14 miles south of the historic
9 city of St. Augustine. The park is surrounded
10 mostly by coastal waters including the
11 Matanzas River, the Intracoastal Waterway
12 and the Atlantic Ocean.

13
14 Several plans have influenced or would be
15 influenced by the approved General
16 Management Plan for Fort Matanzas National
17 Monument.

18
19 The following highlights those plans most
20 relevant to this general management plan.

21
22 *The St. Johns County Habitat Conservation*
23 *Plan (HCP), A Plan for the Protection of*
24 *Sea Turtles and Anastasia Island Beach*
25 *Mice on the Beaches of St. Johns County,*
26 *Florida, August 2006*

27
28 The St. Johns County Planning Division
29 prepared the Habitat Conservation Plan in
30 support of the County's application for an
31 Incidental Take Permit (ITP) from the United
32 States Fish and Wildlife Service. According
33 to a statement on the inside cover of the HCP,
34 the take of sea turtles and Anastasia Island
35 Beach Mice is causally related to public
36 vehicular beach access and associated
37 activities. The following quotations are
38 pertinent excerpts from the Executive
39 Summary of the HCP:

40
41 "The take of any federally listed species of
42 plants or animals is prohibited under the
43 Endangered Species Act (ESA) of 1973, as
44 amended, unless specifically authorized
45 through a section 10 Incidental Take Permit
46 (ITP). The ESA defines the term take as an
47 action "to harass, harm, pursue, hunt, shoot,
48 wound, kill, trap, capture, or collect, or to
49 attempt to engage in any such conduct" (ESA
50 section 3(18)). Harassment includes the
51 disruption of normal behavioral patterns, like
52 breeding, feeding, and sheltering (50 CFR

53 222.102). Harming includes habitat
54 modification or degradation (50 CFR 17.3).
55 Thus, both direct and indirect impacts can
56 constitute a take under the ESA."

57
58 "The HCP Plan Area includes all beaches
59 along St. Johns County between the Duval
60 County Line on the north and the Flagler
61 County Line on the south, except for those
62 beaches fronting Fort Matanzas National
63 Monument. The beaches along FMNM are
64 excluded from the HCP Plan Area, and
65 incidental take coverage for public beach
66 driving along FMNM is not requested by St.
67 Johns County. The status of this area will be
68 reevaluated (and the HCP may be amended)
69 when the NPS addresses public beach driving
70 in an approved FMNM General Management
71 Plan."

72
73 *Guana Tolomato Matanzas National*
74 *Estuarine Research Reserve Final*
75 *Environmental Impact Statement and*
76 *Management Plan, November 1998*

77
78 The National Estuarine Research Reserve
79 System is a partnership of the National
80 Oceanographic and Atmospheric
81 Administration (NOAA) and coastal states to
82 study and protect vital coastal and estuarine
83 resources. The National Estuarine Research
84 Reserve System uses its network of living
85 laboratories to help understand and find
86 solutions to crucial issues facing America's
87 coastal communities. The Guana Tolomato
88 Matanzas National Estuarine Research
89 Reserve encompasses approximately 73,352
90 acres of salt marsh and mangrove tidal
91 wetlands, oyster bars, estuarine lagoons,
92 upland habitat and offshore seas in Northeast
93 Florida. The GTM Reserve is located in the
94 East Florida subregion, south of Jacksonville
95 and sandwiching St. Augustine. It contains
96 the northernmost extent of mangrove habitat
97 on the east coast of the United States, some of
98 the highest dunes in Florida, measuring 30-40
99 feet, and one of the few remaining "inlets" in
100 northeast Florida not protected by a jetty thus
101 presenting an easy study of what an inlet
102 might have looked like in the past. The
103 coastal waters of the GTM Reserve are also
104 important calving grounds for the endangered
105 Right Whale. (Source: <http://nerrs.noaa.gov/>)

1
2 Fort Matanzas National Monument lies
3 within the boundaries of the GTM Reserve
4 and is party to a multi-agency Memorandum
5 of Agreement (December 30, 1998) the
6 objective of which is “to establish and
7 manage, through federal, state, and local
8 government cooperation, a permanent
9 National Estuarine Research Reserve to
10 provide opportunities for long-term scientific
11 research and environmental education”.

12
13 ***St. Johns River Water Management District,***
14 ***District Water Management Plan,***
15 ***September 2005***

16
17 The Florida Legislature passed the Florida
18 Water Resources Act of 1972. This act
19 established five water management districts
20 and provided them with specific authorities
21 and responsibilities to manage the water
22 resources of the state. The water management
23 plan provides long-range guidance for the
24 District’s activities and presents a
25 compilation of water resource information
26 that forms the basis for water management.
27 The Matanzas River, which divides the two
28 major sections of Fort Matanzas National
29 Monument (Rattlesnake Island and Anastasia
30 Island), is one of the major water bodies
31 within the purview of the St. Johns River
32 Water Management District.

33
34 ***Matanzas State Forest Ten-Year Resource***
35 ***Management Plan – October 12, 2007***

36 Source: [http://www.fl-](http://www.fl-dof.com/state_forests/management_plans.htm)
37 [dof.com/state_forests/management_plans.htm](http://www.fl-dof.com/state_forests/management_plans.htm)
38 [|](http://www.fl-dof.com/state_forests/management_plans.htm)

39
40 The Matanzas State Forest consists of 4,699
41 acres located one-half mile northwest of the
42 Rattlesnake Island section of Fort Matanzas
43 National Monument. **Matanzas State Forest**
44 was created from the Matanzas Marsh
45 Northeast Florida Blueway Florida Forever
46 Project. The forest protects the last remaining
47 undisturbed salt marsh within the Guana-
48 Tolomato-Matanzas National Estuarine
49 Research Reserve.

50
51 The Florida Division of Forestry oversees the
52 management of the State’s one million acres
53 of state forests. The purpose of these resource

54 management plans is to incorporate, evaluate,
55 and prioritize all relevant information about
56 the site into a cohesive management strategy,
57 allowing for appropriate access to the
58 managed areas while protecting the long-term
59 health of the ecosystems and their resources.

60
61 These 10-year resource management plans
62 are not annual work plans or detailed
63 operational plans, but provide general
64 guidance for the management of each state
65 forest by outlining the major concepts that
66 will guide management activities on those
67 forests. Each management plan is evaluated
68 periodically and revised as necessary to allow
69 for strategic improvements. In this regard, the
70 State Forest resource management plan is
71 very similar to the National Monument’s
72 general management plan. The presence of
73 such a large state managed forest so close to
74 Fort Matanzas provides a natural viewshed
75 from the two exterior decks of the fort that
76 gives visitors nearly the same sense of
77 isolation and remoteness that the original
78 Spanish soldiers must have experienced.

79
80 ***Florida Historic Preservation Plan –***
81 ***“Planning for the Past: Preserving Florida’s***
82 ***Heritage 2006 - 2010”*** Source:

83 [http://www.flheritage.com/preservation/](http://www.flheritage.com/preservation/publications/docs/planning_for_the_past.pdf)
84 [publications/docs/planning_for_the_pas](http://www.flheritage.com/preservation/publications/docs/planning_for_the_past.pdf)
85 [t.pdf](http://www.flheritage.com/preservation/publications/docs/planning_for_the_past.pdf)

86
87 The purpose of the Florida Historic
88 Preservation Plan is to guide Florida’s
89 preservation efforts for a five-year period.
90 The Department of State’s Division of
91 Historical Resources distributes the plan to
92 public and academic libraries, local
93 governments, and key organizations. It also
94 posts the document on the Division’s website
95 at www.flheritage.com. The SHPO tracks
96 implementation of and progress toward
97 accomplishing each objective to establish the
98 framework for the next five-year cycle. The
99 goals and objectives included in the plan
100 reflect the issues and opportunities available
101 to Floridians as they plan for the preservation
102 of our cultural heritage in the 21st century.

1
2 **PLANNING ISSUES/CONCERNS**
3

4 The NPS staff, general public, stakeholder
5 groups and organizations, local, state, and
6 county government representatives, and other
7 federal agency staff identified issues and
8 concerns during scoping (early information
9 gathering) for this general management plan.
10 An issue is defined as an opportunity,
11 conflict, or problem regarding the use or
12 management of public lands. Comments were
13 solicited at public meetings, through planning
14 newsletters, and on the Fort Matanzas
15 National Monument’s Web site (see Chapter
16 5, “Consultation and Coordination”).
17

18 Two principal issues helped to steer the
19 development of preliminary alternatives:
20

- 21 • A New Deal era visitor center,
22 consisting of two very small rooms, that
23 is woefully inadequate to provide
24 services to a visitor population that has
25 more than doubled since the mid-1990s;
26 and
27
- 28 • Off-road driving on the Anastasia Island
29 beach.
30

31 Three additional issues factored into the
32 development of the preliminary alternatives:
33

- 34 • The number of parking areas and spaces
35 available for visitors going to the ocean
36 beach on Anastasia Island as well as the
37 shore of the western side of the island on
38 the Matanzas River is inadequate on
39 many summer weekends. The three
40 available parking areas frequently fill up
41 early and visitors park on the shoulders
42 of Highway A1A, which bisects the
43 Anastasia Island section of the park.
44 Beach users also park in the visitor
45 center parking lot, which is intended for
46 visitors desiring to take the boat to the
47 fort on Rattlesnake Island and for visitor
48 center and surrounding area usage.
49
- 50 • Many of the people who submitted
51 scoping comments expressed concern
52 about the health of the natural
53 environment, especially threatened and

54 endangered species on Anastasia Island,
55 as a result of driving on the beach and
56 heavy use by boaters and personal
57 watercraft operators in the Matanzas
58 River, the Matanzas Inlet and on the
59 southwestern tip of Anastasia Island.
60

- 61 • Fort Matanzas exists in a region of
62 several state parks and forests,
63 conservation areas, and preserves. It
64 exists within the boundaries of the St.
65 Johns River Water Management District
66 and the Guano Tolmato Matanzas
67 National Estuarine Research Reserve.
68 How can the National Monument
69 partner with these various entities in
70 mutually beneficial ways?
71

72 **Climate Change**
73

74 Finally, the phenomenon of climate change
75 has been included in the analysis and has
76 resulted in the development of strategies
77 common to all alternatives. All National Park
78 System areas are affected by climate change,
79 but coastal units such as Fort Matanzas
80 National Monument are more immediately
81 vulnerable to the effects of global warming
82 such as sea level rise and more violent and
83 frequent storm events than parks more
84 distant from the coasts and at higher
85 elevations above sea level.
86

87 The National Park Service recognizes that the
88 major drivers of climate change are outside
89 the control of the agency. However, climate
90 change is a phenomenon whose impacts
91 throughout the national park system cannot be
92 discounted. Some of these impacts are
93 already occurring or are expected in Fort
94 Matanzas National Monument in the life span
95 of this management plan. Therefore, climate
96 change is included in this document to
97 recognize its role in the changing
98 environment of the National Monument and
99 to provide an understanding of its impact;
100 other factors driving environmental change
101 include population growth in the area
102 (subsidence of water table, increased
103 visitation, pollution), and land-use change
104 and development around the National
105 Monument.
106

1 Although climate change is a global
2 phenomenon, it manifests differently
3 depending on regional and local factors.
4 Climate change is expected to result in many
5 changes to the Atlantic coast of the eastern
6 United States, including warming ocean
7 waters, hotter summer temperatures and
8 fewer winter freezes, sea level rise, and
9 higher storm surges. In addition to these
10 likely widespread effects, specific impacts on
11 Fort Matanzas National Monument could
12 include shifting shorelines due to coastal
13 erosion, erosion of archeological sites,
14 saltwater intrusion into soils and vegetation,
15 flooding of the nesting sites of threatened and
16 endangered sea turtles and shore birds, and
17 threats to the integrity and foundation of the
18 Fort Matanzas historic watchtower on
19 Rattlesnake Island in the Matanzas River.
20 This dynamic environment is expected to
21 affect the natural and cultural resources in the
22 National Monument, as well as visitor use
23 patterns.

24
25 Questions to be addressed are as follows:

- 26
27 • What is the contribution of the proposed
28 project to climate change, such as
29 greenhouse gas emissions and the
30 “carbon footprint”?
- 31
32 • What are the anticipated effects of
33 climate change on the National
34 Monument resources and visitors that are
35 affected by the management alternatives?

36
37 Because the contribution of the proposed
38 project to climate change is negligible under
39 any alternative, the former issue has been
40 dismissed. The latter issue, a discussion of the
41 anticipated effects of climate change on
42 National Monument resources, has been
43 carried forward.

44 45 **DECISION POINTS AND** 46 **CONSIDERATIONS**

47
48 Many aspects of the desired future conditions
49 of Fort Matanzas National Monument are
50 defined in the establishing Presidential
51 Proclamation, the park’s purpose and
52 significance statements, and established laws
53 and policies. The resolution of questions or

54 issues that have not already been addressed
55 by legislation or laws and policies are the
56 basis for developing different alternatives or
57 approaches to managing the park into the
58 future, because usually there is more than one
59 way an issue could be resolved. As with any
60 decision-making process, there are key
61 decisions that, once made, will dictate the
62 direction of subsequent management
63 strategies. Based on public and partner
64 comments and NPS concerns, the following
65 four major decision points were identified for
66 Fort Matanzas National Monument.

- 67
68 1. Beach Driving issue – Fort Matanzas
69 currently has no legal authority to permit
70 driving off designated roads within the
71 National Monument (See Appendix F for
72 an analysis of this issue.). Therefore, to
73 bring the park into compliance with law,
74 regulation, and policy, and despite prior
75 vehicular access to the beaches south of
76 the Matanzas ramp on Anastasia Island,
77 Fort Matanzas National Monument began
78 the process of closing the beach to
79 vehicular access in October 2009. This
80 process was completed on January 1,
81 2010. The closure will continue unless
82 and until such time that authority to
83 permit off road driving on the Fort
84 Matanzas beach is granted by legislation,
85 regulation, or some other lawful method.
86 However, NPS is aware that driving on
87 this section of the beach has been
88 occurring since the advent of the
89 automobile long before the creation of
90 Fort Matanzas National Monument. In
91 the early stages of this planning project,
92 many commenters at scoping meetings
93 and meetings to present preliminary
94 management concepts indicated their
95 preference for retaining access by vehicle
96 to the beach. However, since the closure
97 on January 1, 2010, there has been a
98 substantial increase in the number of
99 visitors and commenters who prefer the
100 beach to remain closed to vehicles. One
101 of the most important questions to be
102 answered by this general management
103 plan therefore is, should the NPS seek
104 authority to permit driving on the beach
105 or should the beach remain closed to
106 vehicles.

- 1
- 2 2. Visitor Center adequacy – The existing
3 visitor center was built by the Public
4 Works Administration in 1937 during the
5 Great Depression. The local population,
6 particularly the school-age population has
7 expanded tremendously since then as has
8 the annual visitation to the park and the
9 limited space is no longer adequate to
10 provide programs and services for more
11 than a handful of visitors at one time.
12 Should the current visitor center be
13 expanded, should a new facility be
14 constructed, or should another existing
15 structure be adapted to provide the
16 additional visitor service space and
17 administrative space the park needs? Is
18 there another solution besides a capital
19 improvement?
20
- 21 3. Parking adequacy - On most summer
22 weekends the parking lots on the east and
23 west sides of Highway A1A fill early and
24 parking on the shoulders of the road
25 creates dangerous conditions for both
26 pedestrians and drivers. Should off-beach
27 parking be expanded to accommodate
28 growing use of the beach resources?
29
- 30 4. Protection of natural resources,
31 particularly endangered species, on
32 Anastasia Island – Many comments from
33 those attending public meetings and those
34 who provided written comments on the
35 preliminary alternatives expressed
36 concerns about the health of natural
37 resources within the National Monument.
38 While protection of the natural and
39 cultural resources within every unit of the
40 National Park System is a mandate rather
41 than an option, present and future
42 managers of the National Monument
43 must find ways to protect and preserve
44 these resources while simultaneously
45 providing opportunities for the visiting
46 public to experience and enjoy these
47 resources.
48
49

50 **RESOURCES AND VALUES AT**
51 **STAKE IN THE PLANNING**
52 **PROCESS**

53

54 **Introduction**

55

56 An important part of planning is seeking to
57 understand the consequences of making one
58 decision over another. To this end, NPS
59 general management plans are typically
60 accompanied by full environmental impact
61 statements. Environmental impact statements
62 identify the anticipated impacts of possible
63 actions on resources and on park visitors and
64 neighbors.
65

66

67 Impact topics are specific natural, cultural, or
68 socioeconomic resources or values (including
69 visitor use and experience and park
70 operations) that could be affected by
71 implementation of any of the alternatives
72 described in the GMP, including the no-
73 action alternative. Impacts to these resources
74 or values must be identified, and the intensity
75 or magnitude, duration, and timing of the
76 effect to each resource must be disclosed in
77 the environmental consequences section of
78 the EIS.

79

80 The impact topics identified for this general
81 management plan are outlined in this section;
82 they were identified based on federal laws
83 and other legal requirements, Council on
84 Environmental Quality (CEQ) guidelines,
85 NPS management policies, staff subject-
86 matter expertise, and issues and concerns
87 expressed by the public and other agencies
88 early in the planning process. The planning
89 team selected the impact topics for analysis
90 based on the potential for each topic to be
91 affected by the alternatives. Also included is
92 a discussion of some impact topics that are
93 commonly addressed in general management
94 plans, but are dismissed from detailed
95 analysis in this plan for the reasons given.
96

97

98 **IMPACT TOPICS TO BE**
99 **CONSIDERED**

100

101 **Cultural Resources**

102

103 The National Historic Preservation Act and
104 NEPA require that the effects of any federal
undertaking on cultural resources be taken

1 into account. Also, NPS *Management*
2 *Policies 2006* and *Cultural Resource*
3 *Management* guideline (Director's Order 28)
4 call for the consideration of cultural resources
5 in planning proposals, and taking into account
6 the concerns of traditionally associated
7 peoples and stakeholders when making
8 decisions about the park's cultural resources.
9 Actions proposed in this plan are focused in
10 large part on the historic fort and surrounding
11 environs, and thus could affect archeological
12 resources, historic structures, cultural
13 landscapes, and museum collections.

14
15 **Archeological Resources.** Regulations
16 implementing the Archeological Resources
17 Protection Act define archeological resources
18 to be any material remains of human life or
19 activities which are at least 100 years of age,
20 and which are of archeological interest. Of
21 archeological interest means capable of
22 providing scientific or humanistic
23 understandings of past human behavior,
24 cultural adaptation, and related topics through
25 the application of scientific or scholarly
26 techniques such as controlled observation,
27 contextual measurement, controlled
28 collection, analysis, interpretation and
29 explanation. There are seven registered
30 archeological sites at Fort Matanzas. These
31 are primarily shell middens and sites
32 associated with Spanish and British periods of
33 occupation. This topic will be retained for
34 detailed analysis.

35
36 **Historic Structures.** Historic structures
37 served and may continue to serve some form
38 of human activity and are generally
39 immovable. They include buildings and
40 monuments, canals, bridges, roads, defensive
41 works, and ruins of all structural types. At
42 Fort Matanzas there are three historic
43 structures: the fort itself on Rattlesnake Island
44 and the New Deal era visitor center and
45 headquarters buildings on Anastasia Island.
46 The Johnson House, also on Anastasia Island
47 was the former residence of Howard and
48 Teresa Johnson, who donated most of the
49 land on Anastasia Island that is within the
50 National Monument boundary to the United
51 States. This topic will be retained for detailed
52 analysis.

53

54 **Cultural Landscapes.** Cultural landscapes
55 are complex resources that range from large
56 rural tracts covering several thousand acres to
57 formal gardens of less than an acre. Natural
58 features such as landforms, soils, and
59 vegetation are not only part of the cultural
60 landscape, they provide the framework within
61 which it evolves. In the broadest sense, a
62 cultural landscape is a reflection of human
63 adaptation and use of natural resources and is
64 often expressed in the way land is organized
65 and divided, patterns of settlement, land use,
66 systems of circulation, and the types of
67 structures that are built. The character of a
68 cultural landscape is defined both by physical
69 materials, such as roads, buildings, walls, and
70 vegetation, and by use reflecting cultural
71 values and traditions. Although there are no
72 designated cultural landscapes at Fort
73 Matanzas, the visitor center, headquarters
74 building, park roads, parking areas,
75 surrounding landscape, and the Matanzas
76 Ramp (Atlantic Ocean beach access road)
77 have all been included in the National
78 Register of Historic Places and therefore
79 could be designated a cultural landscape in
80 the future. This topic will be retained for
81 detailed analysis.

82

83 **Museum Collections.** Museum collections
84 are material things possessing functional,
85 aesthetic, cultural, symbolic, and/or scientific
86 value, usually movable by nature or design.
87 Museum objects include prehistoric and
88 historic objects, artifacts, works of art,
89 archival material, and natural history
90 specimens that are part of a museum
91 collection. Large or immovable properties,
92 such as monumental statuary, trains, nautical
93 vessels, cairns, and rock paintings, are
94 defined as historic structures or features of
95 sites. Fort Matanzas National Monument has
96 an extensive museum collection comprised of
97 archival collections, historic and
98 archeological artifacts, and biological
99 specimens. These materials are all stored in a
100 facility at Timucuan Ecological and Historic
101 Preserve in Jacksonville, Florida that has
102 special temperature and humidity controls
103 and other storage equipment and protocols
104 designed to provide them with the utmost
105 protection and preservation. None of the
106 alternatives in this general management plan

1 is expected to have greater than negligible
2 effects on museum collections. However, for
3 purposes of consultation pursuant to Section
4 106 of the NHPA, this topic has been retained
5 for further analysis.

6 7 **Natural Resources**

8 9 ***Geology and Soils***

10 The geology and soils of Rattlesnake and
11 Anastasia islands reflect a somewhat varied
12 environment and a complex history. The
13 soils can be affected by construction,
14 restoration, and visitor use. Geologic
15 processes and formations can likewise be
16 affected by these factors, as well as by off-
17 site activities. Alternatives in this plan could
18 have an adverse or beneficial impact on
19 geology and soils, so this topic is retained for
20 analysis.

21 22 ***Plant Communities and Vegetation***

23 Fort Matanzas National Monument has a
24 variety of vegetation typical of the maritime
25 and estuarine environment. It also has a
26 significant amount of non-native invasive
27 vegetation. Alternatives presented in this
28 plan could affect native and invasive non-
29 native vegetation, so this topic is retained.
30

31 32 ***Fish and Wildlife Including Species of Special Concern***

33 Fort Matanzas National Monument is home to
34 a variety of fish, birds, and other wildlife.
35 Alternatives presented in this plan could
36 affect wildlife and fish species, including
37 threatened or endangered species or important
38 habitat, so this topic is retained.
39

40 41 ***Water Quality***

42 Effects on water quality are regulated by
43 NPS policies and the Clean Water Act (33
44 U.S.C. 1344). NPS *Management Policies*
45 *2006* § 4.6.3 states that the NPS will

46 “take all necessary actions to maintain or
47 restore the quality of surface waters and
48 groundwaters within the parks consistent
49 with the Clean Water Act and all other
50 applicable federal, state, and local laws
51 and regulations.... “
52

53 Surface water resources in the Fort Matanzas
54 National Monument area of interest include
55 the Atlantic Ocean and the Matanzas River.
56 Implementation of any of the action
57 alternatives could result in increased
58 sedimentation of surface water resources in
59 the park. Therefore, this topic has been
60 retained for analysis.

61 62 ***Floodplains and Wetlands***

63 Executive Order 11990, “Protection of
64 Wetlands,” requires federal agencies
65 conducting certain activities to avoid, to the
66 extent possible, the adverse impacts
67 associated with the destruction or loss of
68 wetlands and to avoid new construction in
69 wetlands if a practicable alternative exists.
70 The National Park Service must determine if
71 proposed actions will be in or will affect
72 wetlands. If so, the responsible official shall
73 prepare a wetlands assessment (statement of
74 findings), which will be part of the
75 environmental assessment or environmental
76 impact statement. There are two types of
77 wetlands in the park that could be affected by
78 implementation of any of the action
79 alternatives – palustrine (inland, non-tidal
80 wetlands) and estuarine (tidal wetlands
81 affected by both ocean tides and river flows)
82 – so this topic is retained for analysis.
83

84 Executive Order 11988, “Floodplain
85 Management,” requires federal agencies to
86 evaluate the potential effects of actions they
87 may take in a floodplain to avoid, to the
88 extent possible, adverse effects associated
89 with direct and indirect development of a
90 floodplain. If so, staff will prepare a
91 floodplain assessment (statement of findings).
92 The assessment will become part of the
93 environmental assessment or environmental
94 impact statement. The alternatives in this plan
95 propose leaving facilities in floodplains or
96 removing them, so this topic is retained for
97 analysis.
98

99 100 **Visitor Use and Experience**

101 The Organic Act and NPS *Management*
102 *Policies 2006* direct the NPS to provide
103 visitors with enjoyment opportunities
104 appropriate to the superlative resources found
105 in the park. Actions in the alternatives could

1 affect the types of facilities available to park
2 visitors, as well as the ability of visitors to
3 engage in recreational activities. Actions in
4 the plan could also affect the degree of visitor
5 understanding and appreciation of park
6 resources. Therefore, this topic will be
7 retained for analysis.

8 **Socioeconomic Environment**

10 The National Environmental Policy Act
11 requires an examination of social and
12 economic impacts caused by federal actions
13 as part of a complete analysis of the potential
14 impacts of these actions on the “human
15 environment.” St. Johns County and the City
16 of St. Augustine make up the affected area for
17 the socioeconomic analysis. Private sector
18 businesses, including visitor service facilities
19 and operators (e.g., restaurants and motels)
20 could be affected by the actions proposed in
21 this management plan. Therefore, this topic
22 will be analyzed.

24 **Transportation**

25 Providing access to Fort Matanzas National
26 Monument is a public and park concern.
27 Alternatives proposed in this plan could affect
28 visitor access. Therefore, this impact topic
29 will be retained for analysis.

31 **Park Operations**

32 Staffing, funding needs, and park priorities
33 may change under some of the alternatives.
34 Therefore, the impacts that each alternative
35 may have on park operations will be
36 analyzed.

37 **Energy Requirements, Depletable 38 Resources, and Conservation 39 Potential**

40 The National Park Service strives to use
41 sustainable practices and technology and
42 reduce its impact on natural or depletable
43 resources. Under all of the alternatives,
44 ecological principles would be applied to
45 ensure that the park’s natural resources were
46 maintained and conserved. However, the use
47 and consumption of fuel and other non-
48 renewable resources for NPS operations,
49 activities, and development would continue

50 and vary among the alternatives. Therefore,
51 this topic was retained for further
52 consideration.

53 **Public Health and Safety**

54 Some actions in this plan could have effects
55 on human health or safety. Therefore, this
56 topic was retained for further analysis.

57 **Soundscape**

58 *NPS Management Policies 2006* (§4.9)
59 requires national park managers to preserve
60 the natural quiet and natural sounds
61 associated with the physical and biological
62 resources (for example, the sounds of birds
63 and the ocean surf). The natural soundscape
64 (i.e., natural quiet on Rattlesnake Island and
65 the sounds of the ocean and birds on
66 Anastasia Island) at Fort Matanzas National
67 Monument is a special resource to park
68 visitors. Some of the action alternatives in
69 this plan could result in long-term alteration
70 of the soundscapes in the park. Efforts to
71 preserve natural soundscapes in the
72 monument would continue. Some short-term
73 impacts from construction projects may occur
74 for brief periods in the future, but impacts
75 would be negligible. Accordingly, this topic
76 was retained for further analysis.

77 **IMPACT TOPICS CONSIDERED 78 BUT NOT ANALYZED IN DETAIL**

79 The following topics were considered for
80 detailed analysis, but dismissed for the
81 reasons indicated:

82 ***Ethnographic Resources***

83 Ethnographic resources are landscapes,
84 objects, plants and animals, or sites and
85 structures that are important to a people's
86 sense of purpose or way of life. These
87 peoples are the contemporary park neighbors
88 and ethnic or occupational communities that
89 have been associated with a park for two or
90 more generations (40 years), and whose
91 interests in the park’s resources began before
92 the park’s establishment. There are several
93 types of studies and research that the NPS

1 uses to determine the extent of ethnographic
2 resources in a particular park. The most
3 comprehensive background study, the
4 ethnographic overview and assessment,
5 reviews existing information on park
6 resources traditionally valued by
7 stakeholders. The information comes mostly
8 from archives and publications; interviews
9 with community members and other
10 constituents—often on trips to specific
11 sites—supply missing data. This study also
12 identifies the need for further research.

13
14 Fort Matanzas National Monument has not
15 yet been the subject of such an assessment
16 and therefore the existence (or nonexistence)
17 of ethnographic resources is undocumented.
18 However, it is highly unlikely that any of the
19 alternatives in this general management plan
20 would have greater than negligible impacts on
21 ethnographic resources, should they be
22 determined to exist. This topic has been
23 dismissed from further consideration.

24 25 ***Air Quality***

26 The park is located in an area that has been
27 designated Class II under the Clean Air Act.
28 By policy, the NPS seeks to perpetuate the
29 best possible air quality in parks in order to
30 preserve natural and cultural resources, and to
31 sustain visitor enjoyment, human health, and
32 scenic vistas. See *NPS Management Policies*
33 *2006* § 4.7.1. The contribution of pollutants
34 resulting from implementing any of the
35 alternatives would be negligible compared to
36 current levels. Therefore, air quality has been
37 dismissed from further consideration.

38 39 ***Lightscape Management (Dark Night Sky*** 40 ***Preservation)***

41 The National Park Service strives to minimize
42 the intrusion of artificial light into the night
43 scene by limiting the use of artificial outdoor
44 lighting to basic safety requirements,
45 shielding the lights when possible, and using
46 minimal impact lighting techniques. The
47 level and type of new development and
48 lighting proposed in this plan is minimal. In
49 addition, the National Monument is
50 sufficiently distant from the center of the city
51 of St. Augustine that only a minor effect on
52 night skies from St. Augustine is present.
53 Furthermore, the effects of the actions in this

54 plan on natural lightscapes would be
55 negligible. Therefore, the topic of lightscapes
56 was dismissed from further analysis.

57 58 ***Urban Quality and Design of the Built*** 59 ***Environment***

60 The quality of urban areas is not a concern in
61 this planning project. Vernacular architecture
62 and park-compatible design would be
63 considered for any new structures built under
64 the alternatives. Emphasis would be placed
65 on designs, materials, and colors that blend in
66 and do not detract from the natural and built
67 environment. Therefore, adverse impacts are
68 anticipated to be negligible. No further
69 consideration of this topic is necessary.

70 71 ***Socially or Economically Disadvantaged*** 72 ***Populations***

73 Executive Order 12898 (“Federal Actions to
74 Address Environmental Justice in Minority
75 Populations and Low-Income Populations”)
76 requires all federal agencies to incorporate
77 environmental justice into their missions by
78 identifying and addressing disproportionately
79 high and adverse human health or
80 environmental effects of their programs and
81 policies on minorities and low-income
82 populations and communities. None of the
83 alternatives considered in this document
84 would result in any identifiable adverse health
85 effects, and none of the impacts to the natural
86 and physical environment would significantly
87 and adversely affect any minority or low-
88 income population or community. Therefore,
89 environmental justice was dismissed as an
90 impact topic.

91 92 ***Prime and Unique Agricultural Lands***

93 Council on Environmental Quality
94 regulations require that federal agencies
95 assess the effects of their actions on farmland
96 soils classified by the U.S. Natural Resource
97 Conservation Service (NRCS) as prime or
98 unique. According to NRCS, none of the
99 soils in the project area are classified as prime
100 or unique. Therefore, this topic was
101 dismissed from further consideration.

102 103 ***Indian Sacred Sites and Indian Trust*** 104 ***Resources***

105 Executive Order 13007 (“Indian Sacred
106 Sites”) requires all federal agencies to

1 determine whether their proposed actions
2 would restrict access to or ceremonial use of
3 Indian sacred sites by Indian religious
4 practitioners or adversely affect the integrity
5 of such sacred sites. Secretarial Order 3175
6 requires that any anticipated impacts to Indian
7 trust resources from a proposed action or
8 project by a Department of the Interior bureau
9 be explicitly addressed in environmental
10 compliance documents.

11
12 None of the alternatives considered in this
13 document would restrict access to any sites
14 sacred to American Indians or limit
15 ceremonial use of any such sites. None of the
16 alternatives would affect Indian trust

17 resources. Therefore, this topic was
18 dismissed from further consideration in this
19 document.

20
21 ***Conformity with Local Land Use Plans***
22 Land use at Fort Matanzas National
23 Monument is consistent with St. Johns
24 County, Florida land use plans and
25 regulations. The creation of additional visitor
26 use opportunities in the park as proposed in
27 the alternatives would be consistent with
28 existing land uses or local (non-NPS) land
29 use plans, policies, or controls for the area.
30 Therefore, this topic was dismissed from
31 further consideration.



Fort Matanzas Dunes and Ocean Beach