



National Park Service

**PURPOSE AND  
NEED FOR THE  
PLAN**



# CHAPTER 1 — PURPOSE AND NEED FOR THE PLAN

## INTRODUCTION

1 This draft general management plan /  
2 wilderness study / environmental impact  
3 statement presents and analyzes three  
4 alternative future directions for the  
5 management and use of Fort Pulaski National  
6 Monument. Alternative B is the National  
7 Park Service's preferred alternative. The  
8 potential environmental impacts of all  
9 alternatives have been identified and  
10 assessed. General management plans are  
11 intended to be long-term documents that  
12 establish and articulate a management  
13 philosophy and framework for decision  
14 making and problem solving in the parks.  
15 This general management plan will provide  
16 guidance for the next 20 years or more.

## BACKGROUND

17 On April 10, 1862, Union batteries opened  
18 fire on Fort Pulaski. Within 30 hours the  
19 southeastern wall had been breached and the  
20 Confederate garrison surrendered. The  
21 secret of the siege was the use of rifled  
22 cannon by the Union artillery. These new  
23 weapons were able to fire their elongated  
24 projectiles farther and with more accuracy  
25 than the smoothbore cannons that Fort  
26 Pulaski was built to withstand. The Battle of  
27 Fort Pulaski transformed all the masonry  
28 forts built as a part of the Third System of  
29 United States Coastal Defense from  
30 impenetrable bastions of ingenious  
31 engineering to obsolete symbols of American  
32 military defense (Hitchcock, 2009).

33 Fort Pulaski National Monument was  
34 established by Presidential Proclamation  
35 (Calvin Coolidge) No. 1713 (43 Stat. 1968) on  
36 October 15, 1924. The War Department  
37 administered the monument until it was  
38 transferred to the Department of the Interior,  
39 National Park Service, by Executive Order  
40 No. 6166 issued pursuant to the authority of  
41 Section 16 of the Act of March 3, 1933 (Public  
42 Law No. 428-47 Stat. 1517).

43 An Act of Congress (49 Stat. 1979), approved  
44 in June 26, 1936, expanded the boundaries of  
45 the national monument to include all of the  
46 lands on Cockspur Island, Georgia that were  
47 then or formerly under the jurisdiction of the  
48 Secretary of War. Furthermore, the  
49 legislation authorized the Secretary of the  
50 Interior to accept donated lands on  
51 McQueens and Tybee islands, in Chatham  
52 County, Georgia for addition to the  
53 boundary of Fort Pulaski National  
54 Monument.

## BRIEF DESCRIPTION OF THE PARK

55 Fort Pulaski National Monument is located  
56 between Savannah and Tybee Island on the  
57 Georgia coast. The site contains 5,365 acres  
58 on Cockspur and McQueens islands. Within  
59 this insular setting, the monument contains a  
60 broad range of significant historic and natural  
61 resources.

62 Fort Pulaski is a well-preserved, massive,  
63 brick fortification considered invincible  
64 when it was built in the first half of the 19th  
65 century. It was one unit in a protective chain  
66 of forts planned and built to protect the  
67 eastern seaboard cities after the British  
68 burned the city of Washington during the  
69 War of 1812. The bombardment of Fort  
70 Pulaski by rifled cannons during the Civil  
71 War resulted in the breach of its "invincible"  
72 walls and the surrender of its garrison to  
73 Union forces. The success of the  
74 bombardment proved that masonry forts  
75 could no longer provide an effective  
76 deterrent to a coastal assault.

77 Other historic resources include the John  
78 Wesley Memorial; dikes, ditches, and tidal  
79 gates built under the direction of Lt. Robert  
80 E. Lee; the Cockspur Island Lighthouse; Civil  
81 War era mortar batteries; gun emplacements  
82 on the demilune (a triangular piece of land  
83 designed to protect the rear of the fort);  
84 Battery Hambright, a Spanish-American War

era gun emplacement; and the artifacts and documents in the monument's collections and files.



**DEMILUNE, MOAT, AND FLAGPOLE**

The vast majority of the land comprising Fort Pulaski National Monument consists of nearly 5,000 acres of salt marsh. These tidal marshes, which formed in conjunction with barrier island development, have delicate ecological characteristics including essential life support systems for shrimp, oysters, juvenile fish, and shellfish. Because its appearance has changed little in the last 150 years, the marsh provides the visitor with a historic scene that greatly enhances the appreciation of the fort and the significance of its location as a coastal defense.

Annual recreational visitation to the monument has averaged approximately 339,000 since 1995. The typical peak period of visitation at Fort Pulaski is April through July. The months with the lowest visitation levels are November, December, and January. Most of the monument's visitors participate in day use activities such as viewing exhibits and programs in the visitor center, exploring the fort, walking, fishing, and participating in educational programs.

## PURPOSE OF THE PLAN

The approved general management plan will be the basic document for managing Fort Pulaski National Monument for the next 20 years or more. The purposes of this general management plan are as follows:

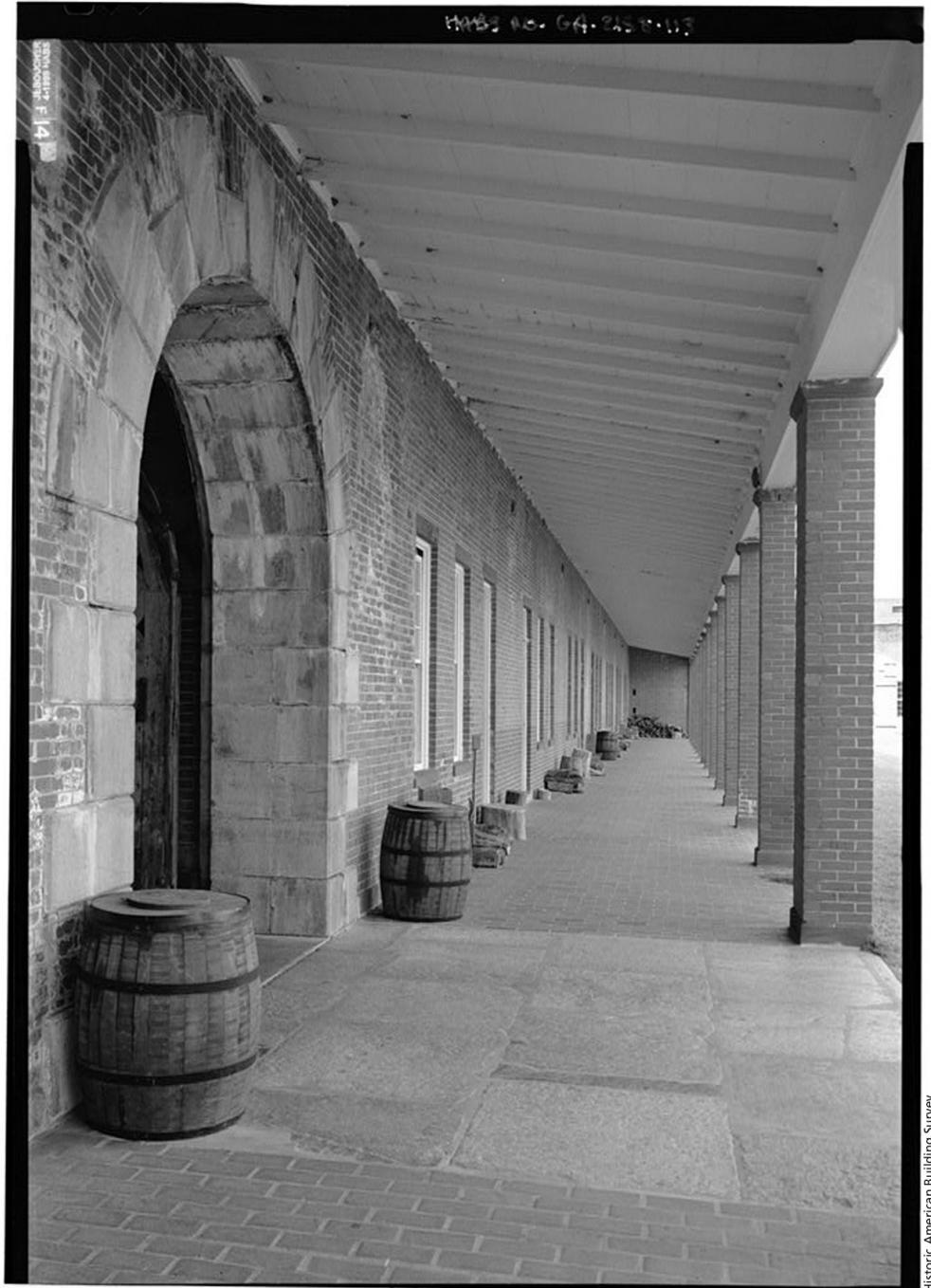
- Confirm the purpose, significance, and special mandates of Fort Pulaski National Monument.
- Clearly define resource conditions and visitor uses and experiences to be achieved in the national monument.
- Provide a framework for Fort Pulaski's managers to use when making decisions about how to best protect monument resources, how to provide quality visitor uses and experiences, how to manage visitor use, and what kinds of facilities, if any, to develop in/near the national monument.
- Ensure that this foundation for decision making has been developed in consultation with interested stakeholders and adopted by the NPS leadership after an adequate analysis of the benefits, impacts, and economic costs of alternative courses of action.

Legislation establishing the National Park Service as an agency and governing its management provides the fundamental direction for the administration of Fort Pulaski National Monument (and other units and programs of the national park system). This general management plan will build on these laws and the presidential proclamation that established Fort Pulaski National Monument to provide a vision for the monument's future.

The "Servicewide Mandates and Policies" section calls the reader's attention to topics that are important to understanding the management direction at the national monument. The alternatives presented in this draft general management plan comprise a variety of strategies intended to attain and maintain a set of desired future conditions in the monument which have not previously been mandated by either law or policy.

The general management plan does not describe how particular programs or projects should be prioritized or implemented. Those decisions will be addressed in future more

- 1 detailed planning efforts. All future plans will
- 2 tier from the approved general management
- 3 plan.

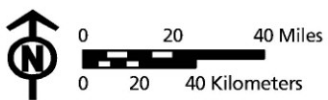


**INTERIOR WALKWAY WITH ARCHES**



## FORT PULASKI NATIONAL MONUMENT

### Area Map

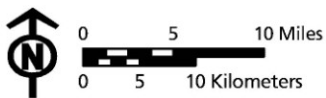


### REGION

Fort Pulaski National Monument  
United States Department of the Interior • National Park Service  
October 2010

## FORT PULASKI NATIONAL MONUMENT

### Vicinity Map



### VICINITY

Fort Pulaski National Monument  
United States Department of the Interior • National Park Service  
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# FORT PULASKI NATIONAL MONUMENT

## Site Map





## NEED FOR THE PLAN

A general management plan is needed to meet the requirements of the National Parks and Recreation Act of 1978 (P.L. 95-625) and the 1978 Redwood Act which specified that management of the national parks "shall be conducted in light of the high public value and integrity of the National Park System and shall not be exercised in derogation of the values and purposes for which these various areas have been established." National Park Service policy, at Section 2.3.1.1 of *Management Policies 2006*, also mandates development of a general management plan for each national park system unit. Fort Pulaski has never had a general management plan prepared in conformance with the requirements of P.L. 95-625 and current management policies and guidelines. The 1971 Fort Pulaski master plan does not address many of the issues facing the monument today. Therefore this *Draft General Management Plan / Wilderness Study / Environmental Impact Statement* has been prepared to comply with those legal and policy requirements.

This general management plan provides broad direction for the monument's future. It is needed to assist monument managers in making purposeful decisions based on a deliberate vision of the park. Also, because the population of the Savannah area and Tybee Island has increased dramatically in recent decades and because the demand to broaden the infrastructure serving this population has risen, the integrity of the monument's resources may be compromised.

General management planning is needed to

- Clarify the levels of resource protection and public use that must be achieved for the park, based on the park-specific purpose and significance, plus the body of laws and policies directing park management.
- Determine the best mix of resource protection and visitor experiences beyond what is prescribed by law and policy based on the:

- Purposes of the park.
- Range of public expectations and concerns.
- Resources occurring within the park.
- Effects of alternative management plans on existing natural, cultural, and social conditions.
- Long-term economic costs.
- Establish the degree to which the park should be managed to:
  - Preserve and enhance its cultural and natural resources.
  - Provide appropriate visitor experiences and recreation opportunities.

## Purpose and Need for the Wilderness Study

When Congress passed the Wilderness Act of 1964, it declared a policy of securing for present and future generations the benefits of an enduring resource of wilderness. 16 U.S.C. §§ 1131-1136, the Wilderness Act, established the National Wilderness Preservation System, a collection of federally managed lands formally designated as "wilderness areas." The purpose of wilderness designation is to preserve and protect the wilderness character and wilderness values of wild lands in perpetuity, including opportunities for solitude or primitive and unconfined recreation. Only Congress can designate lands for inclusion in the National Wilderness Preservation System.

To fulfill its responsibilities under the Wilderness Act, the National Park Service evaluates all of its lands to determine whether they are eligible for inclusion in the National Wilderness Preservation System (see NPS *Management Policies* section 6.2.1). Individual parks with extensive roadless and undeveloped areas are responsible for preparing a wilderness eligibility assessment, which consists of a brief memorandum making a managerial determination as to the eligibility of park lands for wilderness designation. If any lands are found eligible, a formal wilderness study is subsequently

prepared. Wilderness studies assess the wilderness character of eligible lands in more detail and develop a recommendation to Congress for wilderness designation. Wilderness studies can propose that all, some, or no eligible lands be designated as wilderness.

### McQueens Island at Lazaretto Creek

During the formulation of the management alternatives that are described in chapter 2, the planning team evaluated the wilderness character of the 5,000-acre salt marsh that comprises the McQueens Island section of the National Monument. This evaluation constituted the wilderness eligibility assessment required by policy. The importance of this marsh to the region's natural resources is high and will continue to grow as fisheries and bird habitat become more threatened. The aesthetic value is also high as it provides an unspoiled scenic vista that is nearly impossible to obtain in the city of Savannah or nearby.

The planning team found that most of the salt marsh area retains its primeval character and appears to have been affected primarily by the forces of nature, with the imprint of humans' work largely unnoticeable. It is only accessible by water and its marshy nature makes it nearly impossible for humans to walk on its surface. Accordingly, most of the salt marsh was found eligible for designation as wilderness (see wilderness eligibility assessment, appendix B).

After eligible lands were identified in the monument, the National Park Service initiated a formal wilderness study, as required by NPS *Management Policies 2006*, section 6.2.2. An official announcement of intent to prepare a wilderness study was published in the Federal Register on July 2, 2007. As part of this study, the National Park Service evaluated various options for designating wilderness at Fort Pulaski. Based on this evaluation, the National Park Service has developed a proposal that Congress designate all eligible lands at the monument

as wilderness. Details of the wilderness proposal are included in the wilderness study section of chapter 2. The public is invited to comment on the draft wilderness proposal.

### The Next Steps

The draft general management plan / wilderness study / environmental impact statement will include a 60-day public review and comment period after which the NPS planning team will evaluate comments from other federal agencies, tribes, organizations, businesses, and individuals regarding the draft plan and incorporate appropriate changes into a final general management plan / wilderness study / environmental impact statement. The final plan will include letters from governmental agencies, any substantive comments on the draft document, and NPS responses to those comments. Following distribution of the final general management plan / wilderness study / environmental impact statement and a 30-day no-action period, a record of decision approving a final plan will be signed by the NPS regional director. The record of decision documents the NPS selection of an alternative for implementation. With the signing of the record of decision, the plan can then be implemented.

### IMPLEMENTATION OF THE PLAN

The implementation of the approved plan will depend on future funding. The approval of a plan does not guarantee that the funding and staffing needed to implement the plan will be forthcoming. Full implementation of the approved plan could be many years in the future.

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

1 For example,

- 2 • Appropriate permits would be  
3 obtained before implementing  
4 actions that would impact wetlands.
- 5 • Appropriate federal and state  
6 agencies would be consulted  
7 concerning actions that could affect  
8 threatened and endangered species.
- 9 • The state historic preservation  
10 division would be consulted.
- 11 • The park will comply with Sections  
12 106 (requires federal agencies to  
13 consult with the Advisory Council on  
14 Historic Preservation) and 110  
15 (requirements for the preservation  
16 and use of historic buildings by  
17 federal agencies) of the National  
18 Historic Preservation Act.
- 19 • Appropriate documentation would  
20 be prepared under the National  
21 Environmental Policy Act of 1969.  
22 The general management plan does  
23 not describe how particular programs

24 or projects should be prioritized or  
25 implemented. Those decisions will be  
26 addressed during the more detailed  
27 planning associated with strategic  
28 plans, implementation, plans, etc. All  
29 of those future more detailed plans  
30 will tier from the approved general  
31 management plan and will be based  
32 on the goals, future conditions, and  
33 appropriate types of activities  
34 established in the approved general  
35 management plan. Actions directed  
36 by general management plans or in  
37 subsequent implementation plans are  
38 accomplished over time. Budget  
39 restrictions, requirements for  
40 additional data or regulatory  
41 compliance, and competing national  
42 park system priorities could prevent  
43 immediate implementation of many  
44 actions. Major or especially costly  
45 actions could be implemented 10 or  
46 more years into the future.



David Lilman, National Park Service

**FORT PULASKI MOAT**

## FOUNDATION STATEMENT

1 Legislative Foundation, Purpose,  
2 Significance, Special Mandates and  
3 Administrative Commitments, Fundamental  
4 and Other Important Resources and Values,  
5 Primary Interpretive Themes, and Analysis of  
6 Fundamental and Other Important  
7 Resources and Values

### Legislative Foundation

8  
9 Fort Pulaski National Monument was  
10 established by Presidential Proclamation No.  
11 1713 (43 Stat. 1968) on October 15, 1924. The  
12 War Department administered the  
13 monument until it was transferred to the  
14 Department of the Interior, National Park  
15 Service, by Executive Order No. 6166 issued  
16 pursuant to the authority of Section 16 of the  
17 Act of March 4, 1933 (47 Stat. 1517).

18 An Act of Congress (49 Stat. 1979), approved  
19 on June 26, 1936, expanded the boundaries of  
20 the national monument to include all of the  
21 lands on Cockspur Island, Georgia, that were  
22 then or formerly under the jurisdiction of the  
23 Secretary of War. Furthermore, the  
24 legislation authorized the Secretary of the  
25 Interior to accept donated lands on  
26 McQueens and Tybee islands, in Chatham  
27 County, Georgia for addition to the  
28 boundary of Fort Pulaski National  
29 Monument.

30 A Presidential Proclamation (72 Stat.1) dated  
31 August 14, 1958 expanded Fort Pulaski  
32 National Monument to include the Cockspur  
33 Island Lighthouse and the small island  
34 (Daymark Island) containing the lighthouse  
35 near the southeasterly shore of Cockspur  
36 Island.

37 An amendment (110 Stat. 4188, Public Law  
38 104-333) to 49 Stat. 1979 cancelled the  
39 reservation of the U. S. Army Corps of  
40 Engineers on the north shore of Cockspur  
41 Island that allowed for the deposition of  
42 dredge spoil.

## Purpose

43  
44 Purpose statements are based on the national  
45 monument's legislation and legislative history  
46 and NPS policies. The statements reaffirm  
47 the reasons for which the national monument  
48 was set aside as a unit of the national park  
49 system and provide the foundation for the  
50 monument's management and use.

51 The purposes of Fort Pulaski National  
52 Monument are to preserve and protect

- 53 • the 19th century masonry fort and its  
54 associated structures, and interpret its  
55 roles in coastal fortifications, military  
56 technology and the Civil War.
- 57 • other military structures, other  
58 government structures, and  
59 archeological resources associated  
60 with various military developments  
61 and fortifications on Cockspur  
62 Island.
- 63 • approximately 5,000 acres of nearly  
64 pristine salt marsh on McQueens and  
65 Cockspur islands that constitute the  
66 largest portion of the national  
67 monument and interpret this  
68 important coastal ecology for the  
69 education, inspiration, and  
70 enjoyment of the visitor.

## Significance

71 Significance statements capture the essence  
72 of the park's importance to the nation's  
73 natural and cultural heritage. They are  
74 statements of why, within a national,  
75 regional, and system-wide context, the park's  
76 resources and values are important enough to  
77 warrant national park designation.

78 Significance statements describe the park's  
79 distinctiveness and provide direction for park  
80 managers to make decisions that preserve  
81 resources and values consistent with the  
82 national monument's purpose.

83 Fort Pulaski National Monument is  
84 nationally significant because

- 85 • It is the site of Robert E. Lee's first  
86 assignment, as assistant project



engineer, after receiving his commission at West Point.

- Fort Pulaski National Monument is the site where an innovative use of rifled cannons resulted in the first successful breach of masonry fortifications at long range, leading to the eventual abandonment of brick and stone coastal defenses.
- Fort Pulaski illustrates a historical continuum of coastal defenses on Cockspur Island, and reflects many of the architectural features of other Third System forts.
- This battle led to the closure of the Port of Savannah, which lessened the ability of the Confederacy to wage war and contributed to the ultimate preservation of the United States.
- Fort Pulaski is the site of a tragic example of inhuman treatment of Confederate prisoners of war (*Often referred to as the "Immortal 600"*) in retaliation for the mistreatment of Union prisoners at Andersonville.
- Fort Pulaski is the site where, following its capture by the Union Army, General David Hunter issued General Orders # 7 freeing those enslaved on Cockspur Island. President Abraham Lincoln later rescinded these orders but ultimately issued his own emancipation proclamation on January 1, 1863.
- The monument preserves nearly 5,000 acres of virtually undisturbed coastal salt marsh, a rich and diverse ecosystem that is critically important to the health of the coastal environment and the coastal economy.

### 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) the 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 Pulaski has two long-standing administrative commitments.

- The monument has issued a long-term special use permit to the U.S. Coast Guard for a life-saving station on Cockspur Island encompassing about 6 acres of land with buildings, a dock, and communications equipment.
- The monument has also issued to the Savannah Bar Pilots Association a special use permit for a dock and dormitory facility on Cockspur Island a short distance east of the Coast Guard Station. However, based on research and a recent Office of Inspector General report, the legality of continuing to authorize the use by the permit is now subject to question. On March 9, 2011, the two Senators from the state of Georgia introduced S.535, a bill to authorize Fort Pulaski to issue a noncompetitive lease to the Savannah Bar Pilots Association in order to continue the longstanding relationship.