



# CHAPTER 1

Purpose and Need for a General Management Plan



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# CHAPTER 1: PURPOSE AND NEED FOR A GENERAL MANAGEMENT PLAN

## A GUIDE TO THIS DOCUMENT

Organization of this document is in accordance with the Council on Environmental Quality's implementing regulations for the National Environmental Policy Act and the National Park Service's (hereafter referred to as NPS) Director's Order on "Environmental Analysis" (Director's Order 12). Each of the five chapters is briefly described below.

**Chapter 1: Purpose and Need for a General Management Plan** sets the framework for this document. The chapter provides a description of the national historic site, why the plan is being prepared, and what needs it must address. It gives guidance for the alternatives considered, which are based on the legislated purpose of Fort Raleigh National Historic Site, the significance of its resources, special mandates and administrative commitments, servicewide mandates and policies, and other planning efforts in the area. This chapter also details the planning opportunities and issues raised during public meetings and planning team efforts. This chapter concludes with a statement of the scope of the environmental impact analysis — specifically, what impact topics were or were not analyzed in detail.

**Chapter 2: Alternatives**, including the NPS Preferred Alternative, begins by describing the management prescriptions and zones developed for future management of the national historic site. An overview of how the alternatives were developed and a description of each alternative are provided. Alternative A is the continuation of current management and trends in the national historic site (or the No-action Alternative). Action Alternatives B and C respond to issues identified during scoping of the general management plan.

### In this chapter...

- Park Description
- Purpose, Need, and Scope of the Plan
- Foundation for Planning and Management, including the Park's Purpose, Significance, Fundamental Resources and Values, and Interpretive Themes
- Future Plans and Next Steps

Mitigation measures proposed to minimize or eliminate the impacts of some proposed actions are described just before the discussion of future studies and/or implementation plans that will be needed. Evaluation of the environmentally preferable alternative is followed by a summary table of the alternative actions and the environmental consequences of implementing those alternative actions.

**Chapter 3: Affected Environment** describes those areas and resources that would be affected by implementing actions in the various alternatives. The topics addressed include cultural resources, natural resources, visitor use and experience, and national historic site operations and facilities.

**Chapter 4: Environmental Consequences** analyzes the impacts of implementing the alternatives. Each impact topic described in chapter 3 is analyzed. Methods used for assessing the impacts in terms of the intensity, type, and duration of each impact topic are outlined.

**Chapter 5: Consultation and Coordination** describes the history of public involvement and agency coordination conducted during the planning effort. Agencies and organizations that received copies of the document are also listed.

The appendices present supporting information for the document, along with references, a glossary of terms, legislation, and other pertinent technical documentation.

## INTRODUCTION

This *Draft General Management Plan / Environmental Impact Statement* presents and analyzes two alternative directions for future management and use of Fort Raleigh National Historic Site in addition to the No-action Alternative. Alternative C is the NPS Preferred Alternative. The potential environmental impacts of all alternatives have been identified and assessed.

General management plans are intended to be long-term documents that establish and articulate a management philosophy and framework for decision-making and problem solving in national parks. General management plans are intended to provide guidance over a 15- to 20-year period.

The detailed actions directed by general management plans or in subsequent implementation plans are intended to be accomplished over time. Implementation of the approved plan will depend on future funding and servicewide priorities. Approval of this general management plan does not guarantee that funding and staffing needed to implement the plan will be forthcoming. It is not likely that all proposed capital improvements in this plan will be totally implemented during the 15- to 20-year life of the plan. Larger capital improvements may be phased over several years, and full implementation of this plan could be many years into the future.

The term park is used to refer to all units of the National Park System, including national historic sites.

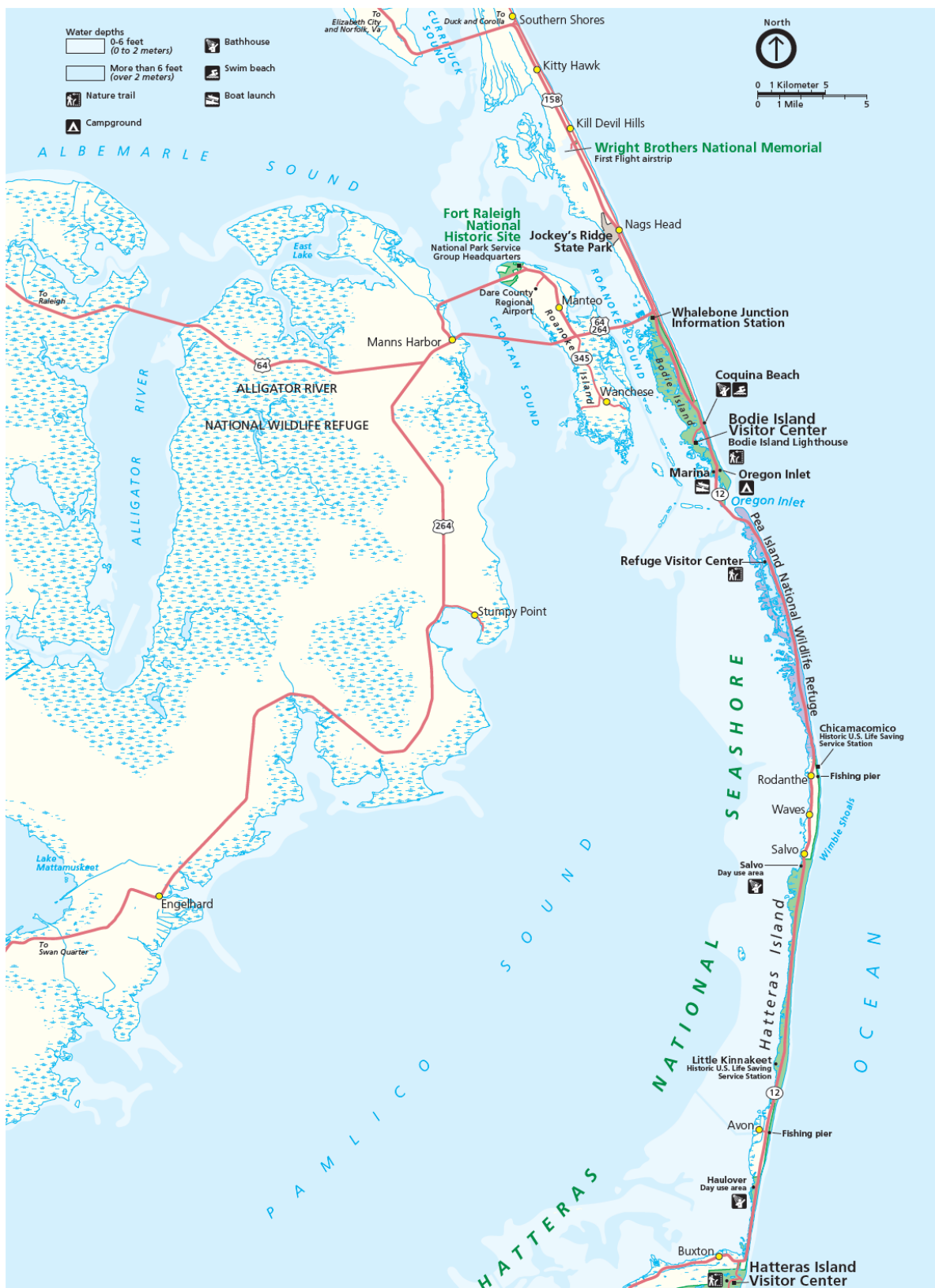
## BRIEF DESCRIPTION OF THE PARK

The national historic site is located on the north end of Roanoke Island, situated between the coastal mainland of northeastern North Carolina and the “Outer Bank” or barrier island known as Bodie Island (Figure 1). The national historic site’s authorized boundary contains 512.93 acres (stated throughout as a rounded value of 513 acres).

The State of North Carolina deeded Fort Raleigh State Park on the north end of Roanoke Island to the United States on July 14, 1939, contingent upon its approval by Assistant Secretary of the Interior Oscar L. Chapman. The Secretarial Order of April 5, 1941, established Fort Raleigh National Historic Site to preserve land declared to be of national significance as a portion of the colonial settlement or settlements established in America by Sir Walter Raleigh between 1587 and 1591. The Order also recognized the agreement made between the Roanoke Island Historical Association and the United States for the annual presentation of Paul Green’s symphonic drama, *The Lost Colony*, in the open-air amphitheater at the national historic site.



**Secretarial Order of April 5, 1941, established Fort Raleigh National Historic Site to preserve land declared to be of national significance.**



Regional Location Map

Fort Raleigh National Historic Site  
 U.S. Department of the Interior - National Park Service

Figure 1





Today, more than 70 years after the 1941 Secretarial Order, this public/private partnership continues with Roanoke Island Historical Association managing all aspects of *The Lost Colony* production while the NPS owns and maintains the Waterside Theatre, *The Lost Colony* administrative building, and all the other support buildings, facilities, paths, and parking areas.

The Secretarial Order of January 3, 1952 added two parcels to the national historic site as defined in the 1941 Secretarial Order. The Act of November 16, 1990 (Public Law [PL] 101-603) further expanded the authorized boundary of the national historic site to include an additional 335 acres, of which approximately 202 acres have been acquired. The remainder of these acres are either publicly owned by other state or Federal agencies or privately owned and the NPS has no authority to acquire private properties except from willing sellers or by donation. If future conditions made acquisitions of property desirable, and if donors or willing sellers and adequate funding were available, then additional land acquisition would be possible. The 1990 Act also broadened the purpose of the national historic site to include preservation and interpretation of: (1) the first English colony in the New World; and (2) the history of the Native Americans, European Americans, and African Americans who lived on Roanoke Island, North Carolina. Most of the land added to the park is forested and undeveloped. However, portions of the newly authorized area remain in private ownership and have been developed into a residential subdivision. The authorized boundary defines that area from which Fort Raleigh National Historic Site may purchase land from willing private owners if appropriated funds from Congress are made available. A map of the national historic site showing site boundaries is provided as Figure 2, Map of Fort Raleigh National Historic Site. Park legislation is provided in Appendix A.

The national historic site is unique in the NPS system because of the preservation and interpretation of the history of the first English attempts at colonization in the New World (from 1585 to 1587), and the history of Native Americans, European Americans, and African Americans on Roanoke Island. The Carolina Algonquians existed on Roanoke Island for nearly 1,000 years. Their culture and way of life diminished after contact with the English. Early colonization efforts, sponsored by Sir Walter Raleigh, ended with the disappearance of 116 men, women, and children (including two that were born in the New World). The fate of this “lost colony” remains a mystery to this day. Starting in 1862, Roanoke Island Freedmen’s Colony was established as a haven for a community of approximately 3,500 former slaves. It served as a living classroom designed to prepare former slaves for a new life of freedom, independence, self-governance, and integration into European-style community living. During the Civil War, the lives and livelihood of the people of Roanoke Island were affected by military presence and control. Although Roanoke Islanders were largely neutral during the Civil War, they could not escape its impacts, including war restrictions, changes in land ownership, and the increase in population due to the troops and Freedmen’s Colony. Roanoke Island’s rich history continued with the arrival in 1901 of Reginald Fessenden, an inventive pioneer who achieved his goal of quality wireless transmission and reception. Roanoke Island was selected as his base due to its central location for his experiments that ultimately changed the world forever.

The grounds of the national historic site include the physical location of headquarters for the NPS Outer Banks Group that consists of an administrative grouping of the following three park units: Cape Hatteras National Seashore, Fort Raleigh National Historic Site, and Wright Brothers National Memorial. Because of this administrative grouping, several of the facilities at the Fort Raleigh



Map of Fort Raleigh National Historic Site  
 Fort Raleigh National Historic Site  
 U.S. Department of the Interior - National Park Service

Figure 2

National Historic Site and staff are shared amongst the other units such as the Museum Resource Center which provides a secure environment for collections of the Outer Banks Group; the Outer Banks Group administrative building; and the maintenance yard.

The **Outer Banks Group** consists of...

- Cape Hatteras National Seashore
- Fort Raleigh National Historic Site
- Wright Brothers National Memorial

The national historic site also preserves the amphitheater and support facilities associated with the continuing production of the nation's first and longest running outdoor symphonic drama, *The Lost Colony*. The drama is entirely managed and produced by the Roanoke Island Historical Association, the National Park Service's principal partner in this continuing endeavor since the establishment of Fort Raleigh National Historic Site. The national historic site also works closely with The Elizabethan Gardens, an internationally known botanical organization whose public gardens are surrounded by national historic site lands. The Elizabethan Gardens are not within the national historic site boundaries but are accessible only by driving through the national historic site. The national historic site is responsible for all roads, parking, security, etc. leading to the gardens. While the Waterside Theatre and the associated support buildings are owned and maintained by the NPS, the theater is operated by a private, not-for-profit organization (the Roanoke Island Historical Association) and, like the Elizabethan Gardens, is accessible only by driving through the national historic site. The agreement with the Roanoke Island Historical Association provides for the Roanoke Island Historical Association

covering small repair costs necessary to the theater, while the national historic site is responsible for major infrastructure costs. Theater productions of *The Lost Colony* only occur during the summer season. Approximately 300,000 visitors come to the national historic site each year.

A residential development, called Heritage Point Community, occurs within the authorized national historic site boundary. While residents, workers, and other visitors must drive through the national historic site to access the subdivision, the road is not owned or maintained by the NPS.

## OVERVIEW OF THE NPS PLANNING PROCESS

The National Parks and Recreation Act of 1978 (PL 95-625) and the Redwood Amendment of 1978 (PL 95-250 Sec. 101(6) (b)) require the preparation and timely revision of general management plans for each unit of the national park system. The *NPS Management Policies 2006* call for each general management plan to "set forth a management concept for the park [and] establish a role for the unit within the context of regional trends and plans for conservation, recreation, transportation, economic development, and other regional issues." Congress has also specifically directed the NPS, as part of the planning process, to address the following elements (16 United States Code [USC] 1a-7[b]):

- Measures for preservation of the area's resources;
- Indications of types and general intensities of development (including visitor circulation and transportation patterns, systems, and modes) associated with public enjoyment and use of the area, including general locations, timing of implementation, and anticipated costs;
- Identification of an implementation commitment for visitor carrying



capacities [now called user capacity as detailed in chapter 2]; and

- Indications of potential modifications to the external boundaries of the unit, and the reasons therefore.

The plan also integrates requirements of the National Environmental Policy Act into a general management plan/environmental impact statement. The process requires early identification of issues associated with proposed federal actions through a process called “scoping,” a description of “existing conditions” (a baseline described in chapter 3 used to evaluate effects of alternative actions), and an assessment of the potential adverse effects of the alternatives (detailed in chapter 4), including the “No-action” alternative. Mitigation measures to avoid, minimize, or reduce potentially adverse effects are also summarized in chapter 2. The NPS integrates requirements of the National Environmental Policy Act with the process for completing a general management plan. This process is defined under Director’s Order 12.

The **National Environmental Policy Act** was established to foster and promote the general welfare, to create and maintain conditions under which man and nature can exist in productive harmony, and fulfill the social, economic, and other requirements of present and future generations of Americans.

## PURPOSE OF THE PLAN

The purpose of a general management plan is to ensure that each park has a clearly defined direction for resource preservation and visitor use. General management planning is the first tier of a staged planning process. It focuses on why the park was established and what resource conditions and visitor experiences should be achieved and maintained over time. Decisions about park site-specific actions will be deferred

to implementation planning. The approved general management plan will provide guidance for Fort Raleigh National Historic Site managers for 15 to 20 years, assuming that conditions affecting management and operations remain relatively unchanged during this period. The purposes of this general management plan are as follows:

- Confirm the purpose, significance, and special mandates of Fort Raleigh National Historic Site.
- Clearly define resource conditions and visitor uses and experiences to be achieved.
- Provide a framework for national historic site managers to use when making decisions about how to best protect national historic site 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 historic site.
- Ensure that this foundation for decision-making has been developed in consultation with interested stakeholders and adopted by NPS leadership after an adequate analysis of the benefits, impacts, and economic costs of alternative courses of action.

Legislation establishing the NPS as an agency and governing its management provides the fundamental direction for the administration of Fort Raleigh National Historic Site (and other units and programs of the national park system). This general management plan will build on these laws and the legislation that established Fort Raleigh National Historic Site to provide a vision for the national historic site’s future. The section entitled, “Servicewide Mandates and Policies” within this chapter calls the reader’s attention to topics that are important to understanding the management direction at the national

historic site. The alternatives in this general management plan address the desired future conditions that are not mandated by law and policy and must be determined through a planning process.

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 detailed, planning efforts. All future plans will tier from the approved general management plan.

This general management plan has been developed in consultation with NPS program managers; other federal agencies; American Indian tribes; state, local, and regional agencies; interested organizations and individuals; and the general public (see detailed description in chapter 5). It is based on an analysis of existing and potential resource conditions and visitor experiences, environmental (including natural, cultural, and socioeconomic) impacts, and costs of alternative courses of action.

### **NEED FOR A GENERAL MANAGEMENT PLAN**

A general management plan is needed to meet the requirements of the National Parks and Recreation Act of 1978 (PL 95-625) and NPS policy, which mandate development of a general management plan for each park. Fort Raleigh National Historic Site has never had a general management plan prepared in conformance with the requirements of PL 95-625 and current management policies and guidelines. The National Historic Site's 1964 Master Plan does not address many of the issues facing the national historic site today. PL 101-603, November 16, 1990 broadened the boundaries and purposes of the national historic site. Guidance is needed to provide management direction and address issues associated with a national historic site much different than that envisioned in the 1960s. Interpretive and protective efforts up to 1990 focused on the 16th century English colony and

its relationships with the local population. Today, the story of Fort Raleigh National Historic Site has expanded to include peoples and individuals whose lives and lifestyles span more than 420 years.

This General Management Plan provides broad direction for the national historic site's future. It is needed to assist site managers in making purposeful decisions based on a deliberate vision of the national historic site. General management planning is needed to:

- Clarify the levels of resource protection and public use that must be achieved for the national historic site, based on the site-specific purpose and significance, as well as the body of laws and policies directing national historic site 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 national historic site, the range of public expectations and concerns, resources occurring within the national historic site, effects of alternative management plans on existing natural, cultural, and social conditions, and long-term economic costs.
- Establish the degree to which the national historic site should be managed to preserve and enhance its cultural and natural resources, and provide appropriate visitor experiences and recreation opportunities.

### **FOUNDATION FOR PLANNING AND MANAGEMENT**

The general management planning process begins with development of a foundation statement based on the park's enabling legislation and documenting the

park purpose, significance, fundamental resources and values, and interpretive themes. The statement also includes a summary of any relevant laws and executive orders that apply to the national park system or to the individual park unit.

The foundation statement defines the legal and policy requirements that mandate the park's basic management responsibilities, and describes the resources and values that are fundamental to achieving the national historic site's purpose as well as those that are otherwise important. Although all units of the national park system must be managed in compliance with a large body of federal laws and policies, each park has its own specific purpose, established by Congress or the president, which provides the context for park management. The foundation statement is therefore a vital element of park planning and management.

The following paragraphs provide a summary of the elements of the foundation statement for Fort Raleigh National Historic Site, including park purpose, significance statements, fundamental and other important resources and values, interpretive themes, special mandates and administrative commitments that must be met, and a summary of laws and policies that must be considered.

### **Park Purpose**

The park purpose defines the specific reason(s) for its establishment. Statements of the park's purpose are based on a thorough analysis of the park's legislation, presidential proclamation or executive order, and any studies prepared prior to its authorization. The park's purpose may only be changed by Congress. The purpose of Fort Raleigh National Historic Site was defined by Congress in Public Law 101-603, November 16, 1990, as follows:

"The purpose of Fort Raleigh National Historic Site shall be the preservation and interpretation of –

- (1) the first English colony in the New World; and
- (2) the history of the Native Americans, European Americans, and African Americans who lived on Roanoke Island, North Carolina."

Section 3 of Public Law 101-603 directs the Secretary to undertake research on the history and archeology of the park in consultation with scholarly and other historic organizations.

### **Park Significance**

Significance statements capture the essence of Fort Raleigh National Historic Site's importance to the nation's cultural and natural heritage. Significance statements describe the park's distinctiveness and help to place the park within its regional and national contexts. Defining the significance of the park's resources helps managers make decisions that preserve the resources and values necessary to accomplish the park's purpose. The following statements discuss why Fort Raleigh National Historic Site's resources and values are important as a unit of the national park system. These statements were developed by the NPS planning team members during the course of preparation of the general management plan using available information. Fort Raleigh National Historic Site is significant because:

- The park protects and preserves the site where English explorers attempted to create England's first colonial settlement in the New World (as well as the birthplace of Virginia Dare, the first English child born in the New World), preserves archeological evidence of these efforts, and provides for ongoing archeological efforts to resolve the mystery of the lost colony of 1587.
- The park is the site of the first sustained interaction between

Native Americans and the English; this interaction resulted in the first written cultural/ethnographic information on the Algonquian people and the first English-language documentation of the North Carolina coastal region.

**Ethnography**, part of cultural anthropology, is concerned with the peoples associated with parks, with their cultural systems or ways of life, and with the related technology, sites, structures, other material features, and natural resources. (NPS Director's Order 28)

- The park is the birthplace and home of *The Lost Colony* theatrical production, the nation's first outdoor and longest-running symphonic drama, produced and performed by Roanoke Island Historical Association since 1937.
- The park surrounds and partners with The Elizabethan Gardens, an internationally known botanical organization that expands Fort Raleigh National Historic Site's English colonial themes with replicated 16<sup>th</sup> century English gardens.
- The park interprets Roanoke Island as the site of an innovative Freedmen's Colony settled by 3,500 former slaves during and after the United States Civil War (1861-1865) and was listed as a National Underground Railroad Network to Freedom site in 2002.
- The park preserves the site of early wireless radio experiments (including the first quality wireless transmission and reception) by Reginald Fessenden on the north end of Roanoke Island between 1901 and 1902.
- The park, as a unit of the National Park System, is an active educational resource offering unique opportunities for visitors and educational groups to learn about past and present island geology and ecology, environmental stewardship, and preservation of natural and cultural resources.
- The park has a Significant Natural Heritage Area within its boundaries: a maritime deciduous forest. Significant Natural Heritage Areas are lands listed by the State of North Carolina Natural Heritage Program as being important for conservation of the state's biodiversity. Significant Natural Heritage Areas contain one or more Natural Heritage elements – high-quality or rare natural communities, rare species, and special animal habitats.
- The park was listed on the National Register of Historic Places in 1966. Contributing elements of this designation include the Fort Raleigh Reconstructed Earthwork Fort, the Raleigh Colony/Virginia Dare Monument, the F.D.R. [Franklin Delano Roosevelt] Marker, Dough Cemetery headstones, and the Franklin D. Roosevelt Theater Marker.

The **National Register of Historic Places** is the official list of the Nation's historic places worthy of preservation. Authorized by the National Historic Preservation Act of 1966, the National Park Service's National Register of Historic Places is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archeological resources.



## **Fundamental Resources and Values**

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

### ***Archeological Resources & Museum Collections***

Currently known archeological resources provide information and artifacts that are important to understanding the national historic site's significance. The preservation, protection, and interpretation of these objects are critical to understanding the national historic site's prehistory and history. Fort Raleigh National Historic Site's as yet undiscovered archeological resources have the capacity to reveal further insights about the cultures and people that have occupied the national historic site's boundaries. Fort Raleigh National Historic Site is, in essence, a significant archeological site with incomplete survey; consequently, the extent of the archeology is unknown, yet incredibly important to protect. Known and recovered resources include the following:

- Implements from Ganz's Lab, crucibles, weights, glassware, and other artifacts.
- Location of Ganz's Lab within the national historic site.
- Preeminent artifacts found on the site include:
  - Algonquian – elongated clay pot
  - Roanoke Voyages – red clay tile/shingle
  - Roanoke Voyages – large broadaxe
  - Roanoke Voyages – barrel well
  - Roanoke Voyages – concave brick
  - Roanoke Voyages – aglet
  - Roanoke Voyages\* – copper necklace (\*possible, but unproven link; could be from later contact)
  - Civil War – minie balls, bullets
- The Waterside Theatre and associated buildings and structures.

### ***Ganz's Lab***

- Ganz's Lab location and the associated archeological resources indicate a scientific interest in North America by the first English colony at Roanoke Island.

### ***The Lost Colony Drama***

- *The Lost Colony* drama, created by Paul Green, is the first outdoor symphonic drama in the United States.
- The history of the production and the resulting museum collections, including a festival and a movie, are housed at the park.
- Strong ties to the community, State of North Carolina, and actors' lineage are present and have persevered - continuing production despite hurricanes, fires, and suspension of the program during World War II.

### ***The Story of the Civil War, Underground Railroad, and the Freedmen's Colony***

- The stories of African Americans, including the Underground Railroad and Freedmen's Colony on Roanoke Island.

- The stories of Civil War-related activities on Roanoke Island.
- Records and accounts that document the stories.
- Archeological resources, museum collections, and scientific value of the park that may pertain to these stories.

### ***Freedmen's Colony***

- Items from recently donated collection (slate pencils, buttons, etc.).

### ***The Story of Reginald Fessenden***

- Boiler foundation.
- Stories of Fessenden's experimentation.

### ***The Story of the First Attempted English Settlement in the New World***

- The stories of the first attempts at English colonization in the New World (commercial ventures, search for northwest passage, lumber, gold).
- The mystery surrounding the fate of the Roanoke voyages colonists, including Virginia Dare.
- The stories and resources relating to the first contact and interactions between Native Americans and English explorers and impact on both cultures (including the John White drawings and religious beliefs).
- Proximity of the Roanoke voyages colony and the characteristics and topography of the park that were chosen to attempt "colonization."
- The impacts that English contact had on the Algonquian population locally and regionally.

## **Other Important Resources and Values**

Other important resources and values that may not be fundamental to the park's purpose and significance but are nevertheless determined to be particularly important considerations for general management planning are summarized in this section. Resources and values addressed include natural and cultural resources, recreational opportunities, and partnerships.

### ***Natural Resources***

- Salt Marsh: Portions of the park include productive salt marsh habitats that are important as nursery and spawning grounds for various types of commercially important fish and shellfish, as well as many species of birds, mammals, and other animals.



**Great Egret (*Casmerodius albus*)**

- Swamp Forest: This is a type of highly diverse and productive forested wetland that is part of the mosaic of interrelated wetland and upland habitats on Roanoke Island.

- **Atlantic Coast Intracoastal Marine Environment:** This includes extensive shallow water tidal channels, mud flats, and aquatic habitats teeming with fish and shellfish that serve as important feeding habitat for marine mammals and birds.
- **Maritime Evergreen Forest:** This is an extremely rare natural community dominated by oak and pine trees that occurs only in the most stable, sheltered parts of barrier islands. The area within and adjacent to the Thomas Hariot Nature Trail of Fort Raleigh National Historic Site is being designated as a Significant Natural Heritage Area by the North Carolina Natural Heritage Program, which describes the forest as “one of the best maritime evergreen forests in the region.”
- **Night Sky.**
- **Natural Soundscape.**

### ***Cultural Resources***

- **Works Progress Administration campsites.**
- **Dough Cemetery.**
- **Civilian Conservation Corps campsites, Camp Wirth.**
- **F.D.R. [President Franklin Delano Roosevelt] Marker.**
- **Franklin D. Roosevelt Theater Marker (viewing of *The Lost Colony* production).**
- **Raleigh Colony/Virginia Dare Monument.**
- **First Light of Freedom Memorial.**

### ***Recreational Opportunities***

- **Trails:** The national historic site includes several trails (Thomas Hariot Nature Trail, Freedom Trail) that allow visitors to view and experience a wide variety of coastal North Carolina wetland, upland, and aquatic habitats.
- **Shoreline activities:** The national historic site provides opportunities to visit the shoreline of Roanoke Island, and view and experience a variety of coastal habitats.
- **Nature viewing:** Visitors can view wildlife in a variety of wetland, upland, and aquatic habitats.

### ***Partnerships***

- **Roanoke Island Historical Association.**
- **The Elizabethan Gardens.**

### ***Interpretive Themes***

Interpretive themes are ideas, concepts, or stories central to the park’s purpose, significance, identity, and visitor experience. The interpretive themes define concepts that every visitor should have the opportunity to learn. themes also provide the framework for the park’s interpretive and educational programs, influence visitor experience, and provide direction for planners and designers of the park’s exhibits, publications, and audiovisual programs. Subsequent interpretive planning may elaborate on these themes. Interpretive themes are related to the general management planning process in the following ways:

- **Help form the basis for alternatives and management zones that prescribe resource conditions and visitor experiences.**

- Provide the foundation on which the park's educational and interpretive program is based.
  - Lead to the identification of services, resources, and experiences that should be accessible to visitors and the public.
  - Help focus orientation services by identifying important experiences and resources that support themes.
  - Lead to recommendations for interpretive and educational facilities, media, and services that are core to park purpose and facilitate emotional and intellectual connections with park resources and values.
  - 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.
  - Provide a framework for shared perspectives among visitors, stakeholders, and the public.
- the Roanoke Island region, one in 1584 and one in 1585.
  - Roanoke Island is the location of England's first, and failed, attempt at colonization (including families) in North America in 1587.
  - These colonizing efforts resulted in the first extended contact between Native Americans and English people.
  - Two significant accomplishments of the Roanoke Voyages are the first extensive survey of the natural resources of the New World and the only first-hand, contemporary record of the Carolina Algonquian culture and people of the Roanoke Island region.
  - Archeological evidence, supplemented by primary documents associated with the national historic site, increases our understanding of English activities on Roanoke Island, including English efforts to discover and profit from the region's natural resources (plants, animals, minerals/metals).

The following is a summary of the interpretive themes for the national historic site based on the *Fort Raleigh National Historic Site Long -Range Interpretive Plan* (NPS 2010a):

**English Colonization.** The 16th century voyages to Roanoke Island and the associated human losses were among England's first steps, and failures, in the European race to increase power and wealth by capitalizing on the unknown resources of the New World in hopes of determining the course of Europe's political and economic power.

- With the intent to gain a foothold in North America, England sent two scouting and exploration voyages to
- The ethnographical observations of Thomas Hariot and the detailed watercolor paintings by John White imprinted on many Europeans the first concept of native peoples of the New World.
- Although searched for in 1590, 1602, and intermittently over the next four centuries, little evidence has been found regarding the disappearance of the Roanoke voyages colonists of 1587, making it one of the greatest mysteries of American history.
- Virginia Dare was the first child born to English parents in the New World.



- To make room on his ships for the 1586 settlers return to England, Sir Francis Drake may have unloaded several hundred black and Central American Indian slaves – the fate of these people is yet unknown.

***The Carolina Algonquians.*** The Carolina Algonquian, a unique and viable culture that had existed for nearly 1,000 years, fell victim to both intended and unintended impacts of the European race to capitalize on the New World, to the point that the culture and its people were eventually extirpated except for archeological evidence and Roanoke Voyages-related narrative, ethnography, and art.

- After contact with the English, the Carolina Algonquian culture and way of life was diminished, largely due to disease and social disorder.
- The Carolina Algonquians' way of life, family structure, physical appearance, style of dress, philosophical/religious beliefs, social structure, farming techniques, and land use, as well as their views of the English newcomers, have been preserved by the ethnographical observations of Thomas Hariot and the detailed watercolor paintings by John White.
- Continuing archeological and historical research on Roanoke Island confirms and builds upon the information gathered by Hariot, White, and others regarding Native American cultures, Native/English interactions, and cross-cultural influences.

***The Lost Colony Drama.*** *The Lost Colony* drama, nurtured and treasured by the people of Roanoke Island since its inception, has endured as a dramatic commemoration of the Roanoke Voyages and as the nation's longest-running outdoor symphonic drama.

- *The Lost Colony*, which was created in 1937 to memorialize the 1587 colony, is the nation's first and longest-running outdoor symphonic drama.
- Authored by Pulitzer Prize winner Paul Green, the play is itself of historical interest as it mirrors the attitudes, fears, and beliefs of the Great Depression.
- Community efforts by grassroots organizations such as the Roanoke Island Historical Association led to the creation of the play, the building of the Waterside Theatre, and the sustained continuation of the drama through the decades.
- Founders of The Elizabethan Gardens, inspired by *The Lost Colony*, developed The Elizabethan Gardens as a living memorial to the Roanoke Voyages colonists on property leased by the Roanoke Island Historical Association.
- Working with local leaders, the federal government's Depression-era Works Progress Administration and Civilian Conservation Corps provided substantial funding and work crews to construct the Waterside Theatre and other buildings housing *The Lost Colony* production.
- *The Lost Colony* symphonic drama occupies a notable place in the history of theater, music, and fine arts created for memorialization, remembrance, or commemoration.
- Today, *The Lost Colony* is a formal and informal training ground for young actors, costume designers, and theatrical students throughout the nation.

***The Freedmen's Colony.*** The Roanoke Island Freedmen's Colony was a living classroom designed to prepare former slaves for a new life of freedom, independence, self-governance, and integration into European-style community living.

- Starting in 1862, Roanoke Island became a refuge for former slaves from throughout the region.
- In 1863, a formal Freedmen's Colony was established on Roanoke Island by the Bureau of Refugees, Freedmen, and Abandoned Lands to train and educate the former slaves for a free and independent community.
- The Freedmen's Colony on Roanoke Island, which by 1865 became a community of 3,500 men, women, and children, was a model colony because of its initial success as a fully functioning, planned community with a school, nuclear-family housing, skilled craftsmen, a boating and fishing economy, agriculture, local governance, places of worship, and more.
- The Colony was the collective effort of many individuals, black and white, including numerous freedmen who served the Union Army in the North Carolina Colored Troops, their families, the Congregational minister Horace James, teachers from the American Missionary Association, and donors and supporters who sent clothes, books, and other supplies.
- A vital aspect of the Freedmen's Colony was the education of former slaves, including reading, writing, math, and trade skills, which provided them with the tools needed to be truly free and independent.
- Though the Colony was disbanded in 1867, many descendents of

Freedmen's Colony residents remain on Roanoke Island and help shape its culture.

***The Civil War.*** As Civil War battles and activities associated with command of eastern North Carolina encroached upon the Outer Banks, the physical and philosophical isolation initially provided by the remoteness of Roanoke Island was broken, and the lives and livelihood of the people of Roanoke Island were impacted by military presence and control.

- The Union Army targeted Roanoke Island in its strategy to take the Outer Banks from the Confederates, close the sounds and inlets to commerce, and destroy railroad lines between Wilmington, North Carolina and Richmond, Virginia.
- After the Battle of Roanoke Island, the Union Army formed regiments of the U.S. Colored Troops from members of the local Freedmen's Colony.
- Although Roanoke Islanders were largely neutral in the Civil War, they could not escape its impacts on their lives, such as war restrictions, changes in land ownership, and the increase in population due to the troops and Freedmen's Colony.
- The history of Civil War-era Roanoke Island is enriched by the stories of military regiments like the Zouaves and individuals such as soldier artists, Confederate prisoners, and relic-hunting Union soldiers.

***Reginald Fessenden.*** The large low-lying expanse of water and land and the childhood dream of voice over the air brought Reginald Fessenden to Roanoke Island, where, with perseverance and original experimentation, this inventive pioneer achieved his goal of quality wireless

transmission and reception; what he did here changed the world forever.

- The U.S. Weather Bureau hired Fessenden to improve wireless communication so as to provide better early storm warnings for ocean going vessels.
- Fessenden moved his family to Manteo while conducting his wireless radio experiments for 18 months from 1901 to 1902.
- Fessenden tested signal transmissions from a tower he erected on Roanoke Island to two of his other towers (one on Cape Henry, Virginia, and the other on Cape Hatteras, North Carolina); Roanoke Island was selected as his base because it was the center-point location.
- Fessenden's success in sending and receiving a continuous wave voice radio transmission between Roanoke Island and Cape Hatteras in 1902 was crucial in developing a new technology to regulate electromagnetic signals – called amplitude modulation or AM – that eventually enabled clear voice transmissions over the airwaves.



**Reginald Fessenden, pioneer of wireless communication.**

**Roanoke Island.** The natural systems and processes of Roanoke Island, such as the “mother vine” from which the island’s culture and stories grew, greatly impacted human success or failure here.

- Roanoke Island is part of a natural system with distinct ecological communities of plants and animals and geologic processes characterized by change.
- The changing shoreline and forces of nature upon the island’s north end have both defined and complicated the research and understanding of the various stories of Fort Raleigh National Historic Site.
- The national historic site contains valued maritime evergreen forests and maritime deciduous forests that are important for conservation of the state’s biodiversity.
- The north end of Roanoke Island has served as the historic habitation area for humans due to the higher elevation.
- Buffered from the forces of the Atlantic Ocean’s wave energy and salinity, Roanoke Island offers a viable habitation zone for several species of hardwood trees, mammals, fresh water reptiles, birds, and flora.
- Roanoke Island is an important stop-over for migratory birds along the Atlantic Coastal Flyway.

**Archeology.** Tangible evidence unearthed through archeology serves as connections to the stories of past cultures and peoples of Roanoke Island, helps us more accurately place pieces in the national historic site’s multiple puzzles, and provides hope in the resolution of long-standing mysteries.

- Archeological projects (excavations or surveys) attempting to uncover

evidence of the Roanoke Voyages colonists at Fort Raleigh have occurred intermittently at the national historic site from 1887 to the present day.

- Talcott William of the University of Pennsylvania completed the earliest archeological work at the national historic site in 1887 and 1895.
- Archaeological investigation by Jean C. Harrington (considered by many to be the “Father of Historical Archeology”) from 1947 to 1950, and again in 1953, provided the first archeological survey completed in the national historic site, and the discovery, confirmation, and construction of the earthwork believed at the time, but never confirmed, to be “Lane’s Fort.”
- Additional archeological investigation by Jean C. Harrington from 1963 to 1965 led to the discovery of a 16th-century “outwork” of unknown purpose.
- Archeological investigation by the NPS Southeast Archeological Center from 1981 to 1985 was inconclusive in locating the settlement site, but determined that the “outwork” was not the main fortification.
- Archeological investigation from 1991 to 1993 by Ivor Noel-Hume of the Virginia Company Foundation and the NPS Southeast Archeological Center led to discovery of the 1585-1586 “science center.” This led to speculation that the English colony settlement site is now beneath the sound, and led most researchers to conclude that the reconstructed earthwork is not “Lane’s Fort.”
- Archeological investigation by Nicholas Lucchetti in 1995 suggested that the earthworks were possibly

built to protect the science center or Grenville’s fifteen men.

- Recent archeological investigations conducted by the First Colony Foundation resulted in the discovery of one of the earliest (17th century) permanent English-use sites yet found on the Outer Banks. This was provided through technological scans and assessments of national historic site grounds, and yielded objects from circa 800 A.D. to circa 1607.
- These archeological investigations have unearthed objects associated with other national historic site stories: Native Americans, Civil War, and early colonial times.
- The historical context, form, and function of the “Fort Raleigh” earthworks are subject to reevaluation and reinterpretation as developments progress by archeologists and ongoing research.

#### ***Preservation and Stewardship.***

Preservation and stewardship of Fort Raleigh National Historic Site’s natural and cultural resources is critical so that future generations can access, enjoy, value, and learn from these valued resources.

- The national historic site’s vital archeological resources require preservation and stewardship by the national historic site, its partners, and the local community.
- Preservation and stewardship are accomplished through wise management practices, dedicated national historic site staff, cooperating partnerships, and national historic site neighbors who instill appreciation, pride, and responsibility in today’s visitors for the national historic site’s resources.



- The public is encouraged to support stewardship of Fort Raleigh National Historic Site by becoming educated about its natural and cultural resources and informed on national historic site issues as well as by providing comments during national historic site planning processes.
- Preservation and maintenance programs for the national historic site's cultural resources are complemented by partner and public involvement.
- All people, especially those in the local community, can be stewards and help make a positive impact on the national historic site.
- The national historic site is a unit of the National Park System, which preserves and protects our nation's cultural and natural heritage and special places.

### 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. The following are two special mandates that apply to the Fort Raleigh National Historic Site:

- The Secretarial Order of April 5, 1941 that established Fort Raleigh National Historic Site also recognized the agreement made between the Roanoke Island Historical Association and the United States to continue the annual presentation of Paul Green's symphonic drama, *The Lost Colony*, in the open-air amphitheater at the national historic site. To meet this mandate, the Waterside Theatre and the associated buildings are owned and maintained by the NPS with Roanoke Island Historical

Association coordination. The facilities are used by Roanoke Island Historical Association for several months (approximately from the first of May to late August) for *The Lost Colony* production. In addition to continuing to produce *The Lost Colony*, the Roanoke Island Historical Association produces and presents a variety of theatrical, musical, interpretive, and educational programs on-site in order to inspire, educate, and entertain the public; to enhance public awareness and support of the Roanoke Island Historical Association and *The Lost Colony*; and to generate the revenues necessary to support their primary production, *The Lost Colony*. Fort Raleigh National Historic Site would continue to work with Roanoke Island Historical Association under their cooperative agreement (H5191100020; United States Department of Interior 2010) regarding NPS-use of the Waterside Theatre and the associated buildings.

- Section 3 of PL 101-603 directs the Secretary of the Interior (through the NPS) to undertake research on the history and archeology of the historic site and its associated peoples and events, in consultation with scholarly and other historical organizations.

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 Raleigh National Historic Site that meet this definition.

## **Summary of NPS Legal and Policy Requirements / Servicewide Laws and Policies**

This section (expanded in Appendix B) identifies what must be done at Fort Raleigh National Historic Site 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); and laws about providing public services (such as the Americans with Disabilities Act), to name only a few. NPS management framework identified in 36 Code of Federal Regulations (CFR) §2 provides regulations regarding resource protection, public use, and recreation. 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 museum collections, or provide for handicap access. Laws and policies are already in place for those types of issues. Although attaining some conditions set forth in these laws and policies may have been temporarily deferred in the national historic site 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 NPS Organic Act that created the NPS, the General Authorities Act of 1970, the Act of March 27, 1978, relating to 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 addresses the protection of wetlands (see Appendix B).

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

The service thus established shall promote 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 wild life 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 National Park System General Authorities Act (16 USC §1a-1, et seq.) affirms that while all national park system units remain “distinct in character,” they are “united through their interrelated purposes and resources into one national park system as cumulative expressions of a single national heritage.” The act makes it clear that the NPS Organic Act and other protective mandates apply equally to all units of the system. Further, NPS management of park units should not “derogat[e] . . . the purposes and values for which these various areas have been established.”

The NPS also established policies for all units under its stewardship. These are identified and explained in a guidance manual entitled *NPS Management Policies 2006*. The “action” alternatives (Alternatives B and C) considered in this document incorporate and comply with the provisions of these mandates and policies.

Public Law 95-625, the National Park and Recreation Act, requires preparation and timely revision of a general management plan for each unit of the national park system. Section 604 of the National Park and

Recreation Act outlines several requirements for general management plans, including measures for the protection of the area's resources and "indications of potential modifications to the external boundaries of the unit and the reasons therefore." NPS *Management Policies 2006* adopted in 2006 reaffirm this legislative directive.

To understand the implications of an alternative, it is important to combine the servicewide mandates and policies with the management actions described in an alternative. Table 1 shows some of the most pertinent servicewide mandates and policy topics related to planning and managing Fort Raleigh National Historic Site. Across from each topic are the desired conditions the staff is striving to achieve for that topic; therefore, the table is written in the present tense. Appendix B expands on this information by citing the law or policy directing these actions and giving examples of the types of actions being pursued by NPS staff. The alternatives in this general management plan address the desired future conditions not mandated by law and policy, and must be determined through a planning process.

## PUBLIC SCOPING

The National Environmental Policy Act requires that federal agencies engage in identification of issues with interested parties prior to initiating any project, such as preparation of a general management plan, which qualifies as a "major federal action." Scoping is the solicitation of comments from agency staff, the public, and other government entities to identify significant issues related to the proposed action. An issue is defined as an opportunity,

conflict, or problem regarding the use or management of public lands. Issues identified during scoping are used by NPS to determine the impact topics that need to be analyzed and to develop a reasonable set of alternatives to address these issues and concerns. A list of impact topics is provided in the next section, Impact Topics (Including Topics Considered and Dismissed). The scoping process undertaken during development of this document is described in "Chapter 5: Consultation and Coordination".

The Fort Raleigh National Historic Site planning team completed the initial scoping phase of the planning process by meeting or corresponding with federal agencies, American Indian tribes, state and local agencies, and a variety of partners, stakeholders, and other interested parties. The result was a wide-ranging list of concerns and suggestions for NPS to consider in developing the general management plan. The full list was analyzed and issues and concerns identified during scoping that are carried forward for further analysis in the general management plan / environmental impact statement as well as those that will not be addressed are presented in the sections that follow.

The primary goal of **scoping** is to identify issues and determine the range of alternatives to be addressed. During scoping, the NPS staff provides an overview of the proposed project, including purpose and need and alternatives. The public is asked to submit comments, concerns, and suggestions relating to these goals.

**Table 1: Desired Conditions and Applicable Laws and Policies Summarized by Impact Topic**

TOPIC	Desired Conditions	Applicable Laws and Policies
<b>Relations with Private and Public Organizations, Owners of Adjacent Land, and Governmental Agencies</b>	<p>Fort Raleigh National Historic Site is managed as part of a greater ecological, social, economic, and cultural system.</p> <p>Good relations are maintained with adjacent land-owners, surrounding communities, and private and public groups that affect, and are affected by, the national historic site. The national historic site is managed proactively to resolve external issues and concerns and ensure that national historic site values are not compromised.</p> <p>Because the national historic site is an integral part of a larger regional environment, the NPS works cooperatively with others to anticipate, avoid, and resolve potential conflicts, protect national historic site 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.</p>	<p>NPS Organic Act</p> <p>NPS Management Policies 2006</p> <p>40 CFR 1500 (regulations for implementing National Environmental Policy Act), sections 1502.16, 1506.2(d))</p> <p>Director's Order 17: Tourism</p> <p>Director's Order 75A: Civic Engagement and Public Involvement</p>
<b>Natural Resources</b>		
<b>Soils</b>	<p>The NPS actively seeks to understand and preserve the soil resources of Fort Raleigh National Historic Site, 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>	<p>NPS Organic Act</p> <p>NPS Management Policies 2006</p> <p>Coastal Zone Management Act</p> <p>North Carolina General Statutes, Chapter 113A: Pollution Control and Environment</p> <p>North Carolina General Statutes, Chapter 139: Soil and Water Conservation Districts</p> <p>Reference Manual 77: Natural Resource Management</p>



**Table 1: Desired Conditions and Applicable Laws and Policies Summarized by Impact Topic  
(Continued)**

TOPIC	Desired Conditions	Applicable Laws and Policies
<b>Hydrology/Water Quality</b>	<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>	<p>NPS Organic Act</p> <p>NPS Management Policies 2006</p> <p>Federal Water Pollution Control Act [The Clean Water Act of 1972 (as amended in 1977)]</p> <p>Executive Order 11514: Protection and Enhancement of Environmental Quality</p> <p>Executive Order 11990: Protection of Wetlands</p> <p>Executive Order 12088: Federal Compliance with Pollution Control Standards</p> <p>Director's Order 83: Public Health</p> <p>Title 15 A, Subchapter 4B and Subchapter 06H of the North Carolina Administrative Code</p> <p>North Carolina General Statutes, Chapter 113: Conservation and Development</p> <p>Reference Manual 77: Natural Resource Management</p>
<b>Floodplains</b>	<p>Natural floodplain values are preserved or restored.</p> <p>Long-term and short-term environmental effects associated with the occupancy and modifications of floodplains are 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"> <li>• Prepares and approves a statement of findings in accordance with Director's Order 77-2.</li> <li>• Uses nonstructural measures as much as practicable to reduce hazards to human life and property while minimizing impacts on the natural resources of floodplains.</li> <li>• 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).</li> </ul>	<p>NPS Organic Act</p> <p>NPS Management Policies 2006</p> <p>Clean Water Act Section 404</p> <p>Federal Coastal Zone Management Act</p> <p>Executive Order 11990: Protection of Wetlands</p> <p>Executive Order 11988: Floodplain Management</p> <p>Director's Order 77-2: Floodplain Management</p> <p>Reference Manual 77: Natural Resource Management</p>

**Table 1: Desired Conditions and Applicable Laws and Policies Summarized by Impact Topic  
(Continued)**

TOPIC	Desired Conditions	Applicable Laws and Policies
<b>Coastal Processes</b>	<p>Natural shoreline processes (such as erosion, deposition, overwash, shoreline migration) will be allowed to continue without interference. Where human activities or structures have altered the nature or rate of natural shoreline processes, the NPS will, in consultation with appropriate state and federal agencies, investigate alternatives for mitigating the effects of such activities or structures and for restoring natural conditions.</p> <p>The NPS will comply with the provisions of Executive Order 11988 (Floodplain Management) and North Carolina coastal zone management plans prepared under the Coastal Zone Management Act.</p> <p>Any shoreline manipulation measures proposed to protect cultural resources may be approved only after an analysis of the degree to which such measures would impact natural resources and processes, so that an informed decision can be made through an assessment of alternatives.</p>	<p>NPS Organic Act</p> <p>NPS Management Policies 2006</p> <p>Coastal Zone Management Act of 1972</p> <p>Executive Order 11988: Floodplain Management</p> <p>Director's Order 77-2: Floodplain Management</p> <p>North Carolina Coastal Area Management Act of 1972</p> <p>Reference Manual 77: Natural Resource Management</p>
<b>Wetlands</b>	<p>The natural and beneficial values of wetlands are preserved and enhanced. The NPS 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 NPS 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 NPS compensates for remaining unavoidable adverse impacts on wetlands by restoring wetlands that have been previously degraded.</p>	<p>NPS Organic Act</p> <p>NPS Management Policies 2006</p> <p>Clean Water Act Section 404</p> <p>Coastal Zone Management Act of 1972</p> <p>Executive Order 11514: Protection and Enhancement of Environmental Quality</p> <p>Executive Order 11990: Protection of Wetlands</p> <p>Executive Order 11988: Floodplain Management</p> <p>Director's Order 77-1: Wetland Protection</p> <p>North Carolina General Statutes, Chapter 113: Conservation and Development</p> <p>Reference Manual 77: Natural Resource Management</p>

**Table 1: Desired Conditions and Applicable Laws and Policies Summarized by Impact Topic (Continued)**

TOPIC	Desired Conditions	Applicable Laws and Policies
<b>Endangered and Threatened Plants and Animals and their Habitats</b>	<p>Federal and state-listed threatened and endangered species and their habitats are protected and sustained.</p> <p>Native threatened and endangered species populations that have been severely reduced in or extirpated from Fort Raleigh National Historic Site are restored where feasible and sustainable.</p>	<p>NPS Organic Act</p> <p>NPS Management Policies 2006</p> <p>Endangered Species Act of 1973</p> <p>40 CFR 1500 (regulations for implementing the National Environmental Policy Act)</p> <p>North Carolina General Statutes, Chapter 113: Conservation and Development</p> <p>North Carolina General Statutes, Chapter 113A: Pollution Control and Environment</p> <p>Reference Manual 77: Natural Resource Management</p>
<b>Fire Management</b>	<p>Fort Raleigh National Historic Site fire management programs are designed to meet resource management objectives prescribed for the various areas of the national historic site and to ensure that the safety of firefighters and the public are 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>	<p>NPS Organic Act</p> <p>NPS Management Policies 2006</p> <p>Federal Wildland Fire Management Policy (January 2001)</p> <p>Director's Order 18</p> <p>North Carolina General Statutes, Chapter 113: Conservation and Development</p> <p>Reference Manual 77: Natural Resource Management</p>
<b>General Natural Resources/ Restoration</b>	<p>Native species populations that have been severely reduced in or extirpated from Fort Raleigh National Historic Site are restored where feasible and sustainable.</p> <p>Populations of native plant and animal species function in as natural condition as possible except where special considerations are warranted.</p> <p>Migratory birds are important components of biological diversity. They are also important economically, and recreational activities associated with migratory birds contribute to the support of many communities. It is important for the NPS to: 1) focus on bird populations; 2) focus on habitat restoration where actions can benefit specific ecosystems and the migratory birds dependent on them; 3) focus on reducing the effects of climate change on migratory birds and their habitats; and 4) recognize that actions that may provide long-term benefits to migratory bird populations as a whole may result in short-term negative impacts on individual birds.</p>	<p>NPS Organic Act</p> <p>NPS Management Policies 2006</p> <p>Directors Order 77: Wetland Protection</p> <p>North Carolina General Statutes, Chapter 113: Conservation and Development</p> <p>North Carolina General Statutes, Chapter 113A: Pollution Control and Environment</p> <p>Reference Manual 77: Natural Resource Management</p> <p>Migratory Bird Treaty Act of 1918</p> <p>Memorandum of Understanding between the U.S. Department of the Interior National Park Service and the U.S. Fish and Wildlife Service to Promote the Conservation of Migratory Birds, April 12, 2010</p>

**Table 1: Desired Conditions and Applicable Laws and Policies Summarized by Impact Topic  
(Continued)**

TOPIC	Desired Conditions	Applicable Laws and Policies
<b>Ecologically Critical Areas or other Unique Natural Resources</b>	The NPS will maintain, as parts of the natural ecosystems of the national historic site, all plants and animals native to the national historic site's ecosystems.	<p>NPS Organic Act</p> <p>NPS Management Policies 2006</p> <p>Directors Order 77: Wetland Protection</p> <p>North Carolina General Statutes, Chapter 113: Conservation and Development</p> <p>North Carolina General Statutes, Chapter 113A: Pollution Control and Environment</p> <p>Reference Manual 77: Natural Resource Management</p>



**Table 1: Desired Conditions and Applicable Laws and Policies Summarized by Impact Topic  
(Continued)**

TOPIC	Desired Conditions	Applicable Laws and Policies
<b>Cultural Resources</b>		
<b>Archeological Resources</b>	Archeological sites are identified and inventoried and their National Register of Historic Places 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 North Carolina State Historic Preservation Office. Mitigation may include a variety of measures ranging from avoidance to data recovery. 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>NPS Organic Act</p> <p>NPS Management Policies 2006</p> <p>National Historic Preservation Act</p> <p>National Environmental Policy Act</p> <p>The Antiquities Act of 1906</p> <p>Archeological and Historic Preservation Act; Standards and Guidelines for Federal Agency Historic Preservation Programs pursuant to the National Historic Preservation Act (63 FR 20495-20508)</p> <p>Archeological Resources Protection Act</p> <p>Native American Graves Protection and Repatriation Act</p> <p>Executive Order 11593</p> <p>Executive Order 13007</p> <p>36 CFR 800</p> <p>36 CFR 79</p> <p>Director's Order 4: Diving Management</p> <p>Director's Order 12: Conservation Planning, Environmental Impact Analysis, and Decision-making and its accompanying Handbook</p> <p>Director's Order 28: Cultural Resource Management Guideline</p> <p>Programmatic agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008)</p> <p>Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation (1983)</p> <p>North Carolina General Statutes Chapter 70: Indian Antiquities, Archeological Resources and Unmarked Human Skeletal Remains Protection</p>

**Table 1: Desired Conditions and Applicable Laws and Policies Summarized by Impact Topic  
(Continued)**

TOPIC	Desired Conditions	Applicable Laws and Policies
<b>Ethnographic Resources</b>	<p>Appropriate cultural anthropological research is conducted in cooperation with groups associated with Fort Raleigh National Historic Site.</p> <p>All ethnographic resources determined eligible for listing or listed on the National Register of Historic Places are protected. If disturbance of such resources is unavoidable, formal consultation with the state historic preservation officer, the Advisory Council on Historic Preservation, and with American Indian tribes as appropriate, is conducted.</p>	<p>NPS Organic Act</p> <p>NPS Management Policies 2006</p> <p>National Historic Preservation Act</p> <p>Archeological Resources Protection Act</p> <p>National Environmental Policy Act</p> <p>Native American Graves Protection and Repatriation Act</p> <p>American Indian Religious Freedom Act</p> <p>Programmatic agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008)</p> <p>Director's Order 28B: Ethnography Program</p> <p>North Carolina General Statutes Chapter 70: Indian Antiquities, Archeological Resources and Unmarked Human Skeletal Remains Protection</p>
<b>Cultural Landscapes</b>	<p>Cultural Landscape Inventories are conducted to identify landscapes potentially eligible for listing in the National Register of Historic Places, and to assist in future management decisions for landscapes and associated resources, both cultural and natural.</p> <p>Cultural Landscape Reports are prepared to minimize loss of significant characteristics, features, and materials when existing information about the physical history and condition of a cultural landscape is inadequate to address anticipated management objectives, when impending development alternatives could have adverse effects, or to record actual treatment.</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>NPS Organic Act</p> <p>NPS Management Policies 2006</p> <p>National Historic Preservation Act</p> <p>Executive Order 11593</p> <p>36 CFR 800</p> <p>Director's Order 28: Cultural Resource Management Guideline</p> <p>Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Treatment of Cultural Landscapes (1992)</p> <p>Programmatic agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008)</p>

**Table 1: Desired Conditions and Applicable Laws and Policies Summarized by Impact Topic (Continued)**

TOPIC	Desired Conditions	Applicable Laws and Policies
<b>Museum Collections</b>	<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>	<p>NPS Organic Act</p> <p>NPS Management Policies 2006</p> <p>Museum Properties Management Act of 1955 as amended, 16 USC 18f, 18f-2—18f-3</p> <p>American Indian Religious Freedom Act</p> <p>Archeological and Historic Preservation Act</p> <p>Archeological Resources Protection Act</p> <p>Native American Graves Protection and Repatriation Act</p> <p>36 CFR 79 – Curation of Archaeological Collections</p> <p>36 CFR 800 – Advisory Council on Historic Preservation Regulations for the Protection of Historic Properties</p> <p>Director’s Order 24: NPS Museum Collections Management (2008)</p> <p>Director’s Order 28: Cultural Resource Management Guideline (1998)</p> <p>NPS Museum Handbook, Parts I, II and III</p> <p>Programmatic agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008)</p> <p>ICMS User Manual</p>

**Table 1: Desired Conditions and Applicable Laws and Policies Summarized by Impact Topic  
(Continued)**

TOPIC	Desired Conditions	Applicable Laws and Policies
<b>Historic Structures</b>	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 of Historic Places are protected in accordance with the <i>Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i> .	NPS Organic Act NPS Management Policies 2006 National Historic Preservation Act National Environmental Policy Act The Antiquities Act of 1906 Archeological and Historic Preservation Act; Standards and Guidelines for Federal Agency Historic Preservation Programs pursuant to the National Historic Preservation Act (63 FR 20495-20508) Executive Order 11593 Executive Order 13007 36 CFR 800 Director's Order 4: Diving Management Director's Order 28: Cultural Resource Management Guideline Programmatic agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008) Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation (1983)
<b>Other Topics</b>		
<b>Utilities and Communication Facilities</b>	Neither Fort Raleigh National Historic Site resources nor public enjoyment of the national historic site are denigrated by nonconforming uses. No new nonconforming use or rights-of-way are permitted through the national historic site 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. Telecommunication structures may be permitted in the national historic site to the extent that they do not jeopardize the national historic site's purpose and resources.	NPS Organic Act NPS Management Policies 2006 Telecommunications Act 16 USC 5 16 USC 79 23 USC 317 36 CFR 14 Directors Order 53 and Reference Manual 53, Special Park Uses

**Table 1: Desired Conditions and Applicable Laws and Policies Summarized by Impact Topic  
(Continued)**

TOPIC	Desired Conditions	Applicable Laws and Policies
<b>Transportation to and within the Park</b>	<p>Visitors have reasonable access to the national historic site, and there are connections from the site to regional transportation systems as appropriate. Transportation facilities in the national historic site provide access for the protection, use, and enjoyment of site resources. They provide integrity of the surroundings, respect ecological processes, protect national historic site resources, and provide the highest visual quality and a rewarding visitor experience.</p> <p>The NPS participates in transportation planning forums that may result in links to the national historic site or impact site resources. Working with federal, tribal, state, and local agencies on transportation issues, the NPS seeks reasonable access to the national historic site, and connections to external and alternative transportation systems. When participating in transportation planning forums, NPS considers and evaluates the potential impacts of any proposed actions on the natural and cultural soundscape resources of the national historic site.</p>	<p>NPS Organic Act</p> <p>NPS Management Policies 2006</p> <p>National Park System General Authorities Act</p> <p>Directors Order 87, A, B, and D</p>



**Table 1: Desired Conditions and Applicable Laws and Policies Summarized by Impact Topic  
(Continued)**

TOPIC	Desired Conditions	Applicable Laws and Policies
<b>Visitor Use and Experience</b>	<p>Fort Raleigh National Historic Site resources are conserved “unimpaired” for the enjoyment of 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 national historic site. No activities occur that would cause derogation of the values and purposes for which the national historic site was established.</p> <p>For all zones, districts, or other logical management divisions within Fort Raleigh National Historic Site, 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>National historic site visitors will have opportunities to understand and appreciate the significance of the national historic site 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 national historic site are accessible to and usable by all people, including those with disabilities within an inviting atmosphere accessible to every segment of American society.</p>	<p>NPS Organic Act</p> <p>NPS Management Policies 2006</p> <p>National Park System General Authorities Act</p> <p>Americans with Disabilities Act</p> <p>Architectural Barriers Act of 1968</p> <p>Rehabilitation Act of 1973</p> <p>Americans with Disabilities Act of 1990</p> <p>Americans with Disabilities Act Accessibility Guidelines (2004)</p> <p>Director’s Order 12: Conservation Planning, Environmental Impact Analysis, and Decision Making</p> <p>Director’s Order 42: Accessibility for Visitors with Disabilities in National Park Service Programs and Services</p> <p>28 CFR, Part 36</p> <p>43 CFR, Part 17 - Nondiscrimination in Federally Assisted Programs of the Department of the Interior. Subpart B: Nondiscrimination on the Basis of Handicap</p> <p>Title 36 CFR</p> <p>Draft Final Accessibility Guidelines for Outdoor Developed Areas (2009)</p>
<b>Public Health and Safety</b>	<p>While recognizing that there are limitations on its capability and constraints imposed by the NPS 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 national historic site staff will strive to identify recognizable threats to safety and health and protect property by applying nationally accepted standards. Consistent with mandates and nonimpairment, the national historic site staff will reduce or remove known hazards and/or apply appropriate mitigative measures, such as closures, guarding, gating, education, and other actions.</p>	<p>NPS Organic Act</p> <p>NPS Management Policies 2006</p> <p>Council on Environmental Quality Regulations as part of the National Environmental Policy Act</p> <p>OSHA 29 CFR</p> <p>Director’s Order 30 and RM-30: Hazard and Solid Waste Management</p> <p>Director’s Order 50 and RM-50: Safety and Health</p> <p>Director’s Order 51 and RM-51: Emergency Medical Services</p> <p>Director’s Order 58 and RM-58: Structural Fire Management</p> <p>Director’s Order 83 and RM-83: Public Health</p>

## General Management Plan Issues/ Concerns to be Addressed

The NPS received approximately 122 comments and suggestions during scoping. Many of the comments and suggestions fell into the following 12 categories:

- Adequacy of administrative and visitor facilities.
- Management and coordination with Roanoke Island Historical Association on *The Lost Colony* production.
- Interpretation of the historical Freedmen's Colony and Underground Railroad stops at Fort Raleigh National Historic Site.
- Cultural resource management in the form of archeological research.
- Management of the landscape at Fort Raleigh National Historic Site, including its boundaries and shorelines.
- Partnerships.
- The Elizabethan Gardens.
- Interpretation, programs, special events.
- African American history.
- Research needs.
- Shoreline erosion.
- Commercial services.

## Issues and Concerns Not Addressed

Questions raised during scoping regarding possible expansion of Fort Raleigh National Historic Site were considered. The boundary was legislatively expanded by the 1990 legislation and much of the land under that

expanded authorized boundary is either being developed as private residential subdivisions or is part of the U.S. Fish and Wildlife Service property on the southwest side of Highway 64 that has subsequently been developed for its administrative and visitor center facilities. During scoping, the U.S. Fish and Wildlife Service suggested a partnership to have a combined visitor center/administrative facility at the location; however, major enhancements to the existing NPS administrative and visitor center facilities at Fort Raleigh National Historic Site and establishment of a U.S. Fish and Wildlife Service facility eliminated that proposal from further consideration.

Not all issues or concerns raised by the public are included in this document. Some issues raised by the public were not considered because they:

- Are already prescribed by law, regulation, or policy.
- Would be in violation of laws, regulations, or policies.
- Were at a level that was too detailed for a general management plan and are more appropriately addressed in subsequent planning documents.

## IMPACT TOPICS (INCLUDING TOPICS CONSIDERED AND DISMISSED)

Discussions during the early planning phases of preparation of this General Management Plan / Environmental Impact Statement identified the range of potential cultural and natural resources and elements of the human environment that might be of concern or might be affected by implementation of the plan. This review led to the selection of impact topics to be analyzed. The impact topics that were retained and dismissed, along with rationales, are presented in the following paragraphs. Relevant laws, regulations, and policies for each impact topic retained

are described in Appendix B and are summarized in Table 1. The impact topics are described in accordance with Council on Environmental Quality guidelines for implementing the National Environmental Policy Act and NPS *Management Policies* 2006.

### **Impact Topics Considered and Analyzed in Detail**

The range of planning issues and concerns that were discussed with the national historic site staff, stakeholders, and the general public during the planning process include those described as follows:

**Floodplains** – Construction of new facilities in floodplains could affect floodplain functions and values. These activities could include trail construction or maintenance activities, or other minor construction activities.

**Wetlands** – Freshwater and saltwater wetlands are located within national historic site boundaries and, therefore, could potentially be affected by management alternatives involving construction of new facilities. Avoidance of wetland impacts would be required.

**Vegetation** – Alteration to vegetation may occur where ground disturbance occurs, such as during trail construction or maintenance activities, expansion of parking at headquarters (equestrian spaces), or other minor construction activities.

**Endangered or Threatened Plants and Animals and Their Habitats (including those proposed for listing, or on state lists) (40 CFR 1508.27)** – Management alternatives involving construction activities have a potential to affect these resources. Several marine species that are federally listed in or near Fort Raleigh National Historic Site, including the West Indian manatee (*Trichechus manatus*), loggerhead sea turtle (*Caretta caretta*),

and the shortnose sturgeon (*Acipenser brevirostrum*) would not be affected by management actions proposed in this general management plan. While these marine species of concern may have been historically known, presently known, or potentially occur in or near the national historic site, actions proposed under this general management plan would not directly or indirectly affect these listed species or adversely modify designated critical habitat of these special status species. Therefore, these species were not retained for further analysis. Additional information on dismissed species of concern is provided in Appendix C. State listed species are addressed.

**Visitor Use and Experience** – The proposed action would afford important new recreational opportunities and would have a measurable beneficial effect on visitor use and experience.

**Important Scientific, Archeological, and Other Cultural Resources, Including Historic Properties Listed or Eligible for the National Register of Historic Places (40 CFR 1508.27)** – This impact topic is subdivided as follows: archeological resources, ethnographic resources, cultural landscapes, museum collections, and historic structures. Actions associated with management alternatives could affect these resources. Any actions, including archeological investigations, that have the potential to affect cultural resources listed on or eligible for listing on the National Register of Historic Places would be undertaken after appropriate consultations with the NPS Regional Archeologist, the North Carolina State Historic Preservation Office, any American Indian tribes traditionally associated with park lands, other interested agencies or organizations, and the general public.

**Urban Quality, Historic and Cultural Resources, and Design of the Built Environment (40 CFR 1502.16)** – The National Environmental Policy Act and NPS

Director's Order 12 require that this impact topic be included in all environmental impact statements. Cultural resources are addressed as identified above.

**Park Operations and Facilities** – Park operations in terms of proposed personnel and facilities would change as a result of the proposed action. There is potential for impacts to park operations under the proposed alternatives.

**Energy Requirements and Conservation Potential (40 CFR 1502.16); Natural or Depletable Resource Requirements and Conservation Potential (40 CFR 1502.16)**

- The National Environmental Policy Act requires that this impact topic be included in all environmental impact statements. The NPS reduces energy costs, eliminates waste, and conserves energy resources by using energy-efficient and cost-effective sustainable technologies. Energy efficiency is incorporated into the decision-making process during the design and acquisition of buildings, facilities, and transportation systems that emphasize the use of renewable energy sources. Actions proposed are minor in nature and require minimal commitment of depletable resources.

**Impact Topics Considered but Not Analyzed in Detail**

Some impact topics commonly considered during the planning process were not relevant to the development of the general management plan because: (a) implementing the alternatives would have no effect, beneficial effects, or a negligible effect on the topic or resource, or (b) the resource does not exist in the park. The impact topics considered, but not analyzed in detail are listed below with a brief rationale for each topic.

**Natural Soundscape/Cultural Soundscape/Noise** – Minor, temporary impacts to the natural soundscape would occur during any construction activity; however, long-term adverse

impacts would be negligible. Existing conditions include human-made noise such as sounds from rehearsals and during productions of *The Lost Colony*, electric saws and other set construction activities, vehicle-related noises, speakers, etc. The existing environment has routine human disturbances to the natural and cultural soundscape. These disturbances are not expected to change during the next 15 to 20 years as the production of *The Lost Colony* continues into the future and support activities for this production would also continue into the foreseeable future. The natural soundscape consists primarily of bird calls, the wind, and water lapping along the shoreline. The cultural soundscape consists primarily of sounds from rehearsals and during productions of *The Lost Colony*, electric saws and other set construction activities, etc. The management actions proposed would not change existing conditions over the long term. Similarly, the minor expansions in footprint proposed (i.e., expansion of parking lot at headquarters [eight spaces]) are not expected to change existing conditions over the long term. Only negligible to minor effects would be likely to the natural and cultural soundscapes. Therefore, these impact topics were not further assessed.

**Hydrology and Water Quality** – Limited construction would result in a very limited amount of ground-disturbing activity and the associated potential for soil erosion and storm water runoff. Best management practices would be implemented to avoid potential effects to water quality and hydrology. Only negligible to minor effects would be likely.

**Wildlife** – Wildlife may avoid areas during periods where disturbances would occur during construction, play production, or noises associated with human activity. Where ground disturbance would occur, such as during trail construction or maintenance activities, expansion of parking at headquarters (eight spaces) or other minor construction activities, wildlife



may temporarily move away from activity conducted. Best management practices would ensure that wildlife was protected. Impacts would be considered temporary and negligible. Therefore, the wildlife impact topic was dismissed from further analysis.

**Coastal Processes** – In general, natural shoreline processes (such as erosion, deposition, overwash, shoreline migration) will be allowed to continue without interference by national historic site management activities. There would be alteration of the coastal environment related to storms, hurricanes, other natural events, and climate change. Where human activities or structures have altered the nature or rate of natural shoreline processes, the NPS will, in consultation with appropriate state and federal agencies, investigate alternatives for mitigating the effects of such activities or structures and for restoring natural conditions. The NPS will comply with the provisions of Executive Order 11988 (Floodplain Management) and North Carolina coastal zone management plans prepared under the Coastal Zone Management Act. As defined by the Coastal Zone Management Act, the actions subject to the enforceable policies of approved state management programs are any actions that (1) cause changes in the manner in which land, water, or other coastal zone natural resources are used, (2) cause limitations on the range of uses of coastal zone natural resources, or (3) cause changes in the quality or quantity of coastal zone natural resources.

Additional studies would be required to comprehensively address coastal processes in the national historic site. A separate evaluation of coastal erosion and the processes that cause erosion is needed to address this impact topic, and are included under future plans proposed by the national historic site.

Any shoreline manipulation measures proposed to protect cultural resources may be approved only after an analysis of the degree to which such measures would

impact natural resources and processes, so that an informed decision can be made through an assessment of alternatives. Impacts to cultural resources are addressed under the appropriate cultural resources impact topics.

As climate changes occur over the coming decades, the globally averaged sea level may rise between 0.19 and 0.58 meters (7.5 inches and 1.9 feet) by the year 2100 (Meehl et al. 2007; Karl et al. 2009). Sea level rise in the vicinity of the Outer Banks is estimated to be 3 millimeters per year (USOCS 2011). The effects of climate change are addressed by impact topic in Chapter 3, “Affected Environment.”

**Aquatic Resources** – Aquatic resources in the adjacent estuary would not be adversely affected by construction activities or management actions associated with the proposed alternatives. The NPS would implement erosion and sediment control measures and use best management practices to control runoff from any soil disturbing activities. Management actions proposed would not adversely affect aquatic resources. (See also Coastal Processes.)

**Wilderness** - There are no designated or potential wilderness lands at Fort Raleigh National Historic Site. Therefore, this impact topic was dismissed from further analysis.

**Ecologically Critical Areas, Wild and Scenic Rivers, or Other Unique Natural Resources (40 CFR 1508.27)** – The majority of the national historic site has pending classification as a North Carolina designated Significant Natural Heritage Area. The North Carolina designated Significant Natural Heritage Area and habitat is assessed under the impact topic, Vegetation. Existing facilities are located within the draft boundaries of this area. There are no Wild and Scenic Rivers or other unique natural or ecologically critical resources identified within the national historic site.



**Land Use** – Management actions proposed are consistent with local land use plans as described under the Regional Plans subsection of this chapter. Therefore, this impact topic was dismissed from further analysis.

**Geology** – No significant or unique geologic features are located in or near the national historic site; therefore, there is no potential to affect geological resources.

**Soils** – Soils conditions would be changed where ground disturbance occurs, such as during trail construction or maintenance activities, expansion of parking at headquarters (eight spaces), or other minor construction activities. Best management practices would ensure that soil resources were protected and soil losses were negligible, therefore this impact topic was dismissed from further analysis.

**Air Quality** – The management alternatives involve minor and temporary construction activities and no change in air quality would result. Therefore, this impact topic was dismissed from further analysis. Under the alternatives, limited or no new facilities would be constructed and limited increases in staff are proposed. Emission sources at the national historic site would primarily be associated with operation of NPS vehicles, secondary emissions associated with operations of the Outer Banks Group Administrative Headquarters, visitor center facilities, and operation of the Waterside Theatre and support buildings. Greenhouse gas emissions occurring as a result of management actions under the alternatives have small potential effects. Therefore, the management alternatives contribution to greenhouse gas emissions was dismissed from further analysis.

**Natural Lightscape (Night Sky)** – There would be no adverse impacts to the natural lightscape over baseline conditions as a result of management actions. The existing conditions include lighting in the vicinity of national historic site facilities and at

the Waterside Theatre. These conditions are expected to continue into the future in support of park operations, visitor access, and production of *The Lost Colony*. Implementation of management actions proposed would not adversely alter existing conditions or cause additional effects to the natural lightscape. Therefore, this impact topic was dismissed from further analysis.

**Sacred Sites (Executive Order 13007)** – There are no sacred sites recorded in the national historic site or in the immediate vicinity. Therefore, this impact topic was dismissed from further analysis.

**Indian Trust Resources (ECM95–2)** – Indian trust assets are owned by American Indians but held in trust by the United States. Indian trust assets do not occur within the national historic site or in the vicinity. Therefore, this impact topic was dismissed from further analysis.

**Concessioners and Contracts** – The management actions proposed would not impact potential concessioners and contracts at Fort Raleigh National Historic Site as there are no current or planned NPS concessions within the national historic site. Therefore, this impact topic was dismissed from further analysis.

**Public Health and Safety (40 CFR 1508.27)** – Management actions proposed in this general management plan would have negligible impacts on public health and safety. Impacts associated with traffic management during peak summer visitation are assessed under Park Operations. There were no public health and safety concerns raised during public and internal scoping for the general management plan. Over the past several years, the national historic site has had a few incidents with people tripping over uneven sidewalk sections or other constructed elements such as ramps and stairs. All these incidents resulted in repairs and replacements to correct the safety hazard. The average annual number of incidents requiring some type of aid is one

per year. Therefore, this impact topic was dismissed from further analysis.

**Economics and Socioeconomics –**

Economic and socioeconomic effects of implementation of management actions proposed would not have a measurable impact on the local or regional economy. Local labor and resources would be used for projects during implementation of this plan, but the scale of the proposed construction is such that any impacts would be short-term and negligible or short-term and beneficial. Therefore, this impact topic was dismissed from further analysis.

**Transportation –** Local and regional transportation would not be affected by management actions proposed. Visitors have reasonable access to the national historic site, and the site would coordinate with local transportation providers for connections from the national historic site to regional transportation systems as appropriate. Parking facilities in the national historic site provide access for the protection, use, and enjoyment of resources at the national historic site. The NPS will continue to participate in transportation planning forums that may result in links to the national historic site or impact resources at the national historic site. Working with federal, state, and local agencies on transportation issues, the NPS would continue to seek reasonable access to the national historic site, and connections to external and alternative transportation systems. Therefore, this impact topic is dismissed from further consideration.

**Socially or Economically Disadvantaged Populations (see Environmental Justice Executive Order 12898 for more information) –** Executive Order 12898, “General Actions to Address Environmental Justice in Minority Populations and Low-Income Populations,” requires that all federal agencies address the effects of policies on minorities and low-income populations or communities as defined in the Environmental Justice Guidance (July

1996). None of the alternatives would have disproportionate health or environmental effects on populations of concern. Impacts on the socioeconomic environment due to the implementation of actions proposed in the alternatives would be negligible and such impacts would not be expected to substantially alter the physical or social structure of nearby communities in Manteo or Roanoke Island. Therefore, this impact topic was dismissed from further analysis.

**Accessibility for Individuals with**

**Disabilities –** In the context of activities and park operations, facilities and services would be required to meet the guidelines under the Americans with Disabilities Act. No appreciable effects to Americans with disabilities would be anticipated under any of the alternatives. Beneficial effects would result from addressing handicapped parking for any new parking spaces allocated associated with the expansion of parking at headquarters (eight spaces), as well as consideration of access for those with disabilities during trail design and construction. Therefore, this impact topic was dismissed from further analysis.

**Mineral and Agricultural Resources –**

The lands within the Fort Raleigh National Historic Site area are not available for farming or mineral extraction; no adverse impacts on these resources are predicted. Therefore, this impact topic was dismissed from further analysis.

**Prime and Unique Agricultural Lands**

**(40 CFR 1508.27) –** Prime farmland has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops. Lands in the vicinity of the Fort Raleigh National Historic Site do not meet the definition of prime and unique agricultural lands. Therefore, this impact topic was dismissed from further analysis.

## RELATIONSHIP OF OTHER PLANNING EFFORTS TO THIS GENERAL MANAGEMENT PLAN

Many projects and plans that the NPS and other organizations have in place, are in progress, or planned for the near future, may affect the management direction and resulting actions proposed in this general management plan. The general management plan may also have an effect on other local, state or federal government plans being implemented in the surrounding area and region. As part of the analysis and consideration of potential impacts, the planning team, therefore, identified the following relevant planning efforts. The list is not comprehensive, but provides an overview to show the connection between this general management plan and other pertinent planning efforts.

### Regional Plans

***Dare County Land Use Management Plan (Approved in 2011):*** The State of North Carolina requires all local governments within the twenty county coastal region to prepare and periodically update land use plans for use in the review and issuance of the Coastal Area Management Act major permit applications and federal consistency reviews. The *Dare County Land Use Plan* is a policy document intended to be used by the Dare County Board of Commissioners, Dare County Planning Board, and Dare County Planning Department to guide growth and development in unincorporated Dare County. The land use plan contains a vision statement and general objectives for the community, policies and implementation strategies to support the vision statement and objectives, demographic information and population projections, associated maps of existing land use patterns, and desired future land use patterns. The *Dare County Land Use Plan* applies to the unincorporated portions of Dare County (Hatteras Island, Mainland, Colington, Martins Point, and Roanoke Island outside the boundaries for the Town of Manteo) (Dare County 2010a).

This general management plan is consistent with the *Dare County Land Use Management Plan*.

***Dare County Community Transportation Service Plan:*** The plan is prepared under a partnering agreement between Dare County and the North Carolina Department of Transportation. The purpose of the plan is to ensure community transportation systems in North Carolina make strategic responses to the future mobility needs of the general public and targeted populations in their service areas. The plan documents the unique transportation-related challenges associated with Dare County's coastal area; identifies, evaluates, develops, and recommends strategies that enhance the mobility options for targeted populations and the general public; and reviews the current performance and organizational direction of the public transportation system and recommends alternative operational or managerial strategies that increase mobility options for passengers, and improves the efficiency and effectiveness of the organization and transportation services (Dare County 2010b).

The NPS participates in transportation planning forums that may result in links to the national historic site or impact national historic site resources. Working with federal, state, and local agencies on transportation issues, the NPS seeks reasonable access to the national historic site, and connections to external and alternative transportation systems. Implementation of the management actions proposed would not conflict with the *Dare County Community Transportation Service Plan*.

### Other NPS Plans

***Outer Banks Fire Management Plan:*** Prepared in 2001, this plan addresses management of fires in the Outer Banks Group (Cape Hatteras National Seashore, Wright Brothers National Memorial, and Fort Raleigh National Historic Site). NPS *Management Policies 2006* require that

all NPS areas with vegetation capable of supporting fire develop a *Fire Management Plan*. Resource Management Plans for Cape Hatteras National Seashore (1984), Wright Brothers National Memorial (1996), and Fort Raleigh National Historic Site (1998) address the use of fire to achieve resource management objectives. The *Fire Management Plan* implements the selected management actions from the appropriate national historic site's *Resource Management Plan* or *Resource Stewardship Strategy* coupled with guidance provided by the general management plan for each area. The purpose of the *Fire Management Plan* is to outline actions that will be taken by the Outer Banks Group in meeting the fire management goals established for the area (NPS 2001).

***Fort Raleigh National Historic Site Historic Resources Management Plan:*** This plan was prepared in 1977 and updated in 1979. It provides a plan for management of historic resources in the national historic site. The plan describes the historical setting of the national historic site, procedures for management of historic scene and resources, a schedule for management actions, a program of special management projects, an historical studies plan, and a summary of research proposals.

***Fort Raleigh National Historic Site Long-Range Interpretive Plan:*** This plan is required for each national park and was prepared in 2010. The *Fort Raleigh National Historic Site Long-Range Interpretive Plan* is one of three documents that comprise a national historic site's *Comprehensive Interpretive Plan*, the other two being the *Annual Interpretive Implementation Plan* and the *Interpretive Database*. The *Fort Raleigh National Historic Site Long-Range Interpretive Plan* helps guide national historic site management for a period of five to seven years in reaching the realistic vision of the future for interpretive services and media. It guides the interpretive staff in their efforts to orient visitors to the national historic site and interpret the site's human

and natural history stories. Achievement of the plan's recommendations depends on management support, NPS funding, and the positive initiative of both the NPS and its partners.

## **NEXT STEPS IN THE PLANNING PROCESS**

The *Draft General Management Plan / 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, state, and local agencies, American Indian tribes, organizations, businesses, and individuals regarding the draft plan and incorporate appropriate changes into a *Final General Management Plan / 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 plan and a 30-day no-action period, a record of decision is prepared for the signature of the NPS regional director documenting 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.

Implementation of the approved plan also could 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. For example:



- Appropriate permits would be obtained before implementing actions that would impact wetlands.
- Appropriate federal and state agencies would be consulted concerning actions that could affect threatened and endangered species.
- The state historic preservation office, American Indian tribes traditionally associated with park lands, other interested agencies or organizations, and the general public would be consulted concerning actions that could affect cultural resources.
- Appropriate National Environmental Policy Act documentation would be prepared.

The general management plan does not describe how particular programs or projects should be prioritized or implemented. Those decisions will be addressed during the more detailed planning associated with strategic plans, implementation plans, etc. All of those future, more detailed plans will tier from the approved general management plan and will be based on the goals, future conditions, and appropriate types of activities established in the approved general management plan. Actions directed by general management plans or in subsequent implementation plans are accomplished over time. Budget restrictions, requirements for additional data or regulatory compliance, and competing national park system priorities could prevent immediate implementation of many actions. Major or especially costly actions could be implemented 10 or more years into the future.



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