

National Park Service  
U.S. Department of the Interior



Castillo de San Marcos National Monument

# FINAL GENERAL MANAGEMENT PLAN AND ENVIRONMENTAL IMPACT STATEMENT



**Cover Photograph:** By Jack E. Boucher 1965

**Final General Management Plan and  
Environmental Impact Statement**

**Castillo de San Marcos National Monument  
St. Augustine, Florida**

**March 2007**



## **Final General Management Plan/Environmental Impact Statement Castillo de San Marcos National Monument St. Augustine, Florida**

Castillo de San Marcos National Monument was established as Fort Marion National Monument by Presidential Proclamation No. 1713 on October 15, 1924. The War Department administered it until it was transferred to the National Park Service (NPS) by Executive Orders No. 6166 of June 10, 1933 and No. 6228 of July 28, 1933. The Spanish name, Castillo de San Marcos, was restored to the park by Congress on June 5, 1942. Castillo de San Marcos has never had a General Management Plan/Environmental Impact Statement (GMP/EIS) prepared in conformance with the requirements of Public Law 95-625 and current NPS management policies and guidelines. A GMP/EIS is needed to decide what resource conditions and visitor experiences should be achieved for the next 15 to 20 years.

This document examines and analyzes the impacts of four alternatives for managing the park for the next 15 to 20 years. Alternative A, the No-Action Alternative, describes current park management and serves as a basis for comparison in evaluating the other alternatives. The emphasis of Alternative B would be on rehabilitating and maintaining the historic character of the fort and the landscape to the greatest extent achievable while providing for greater on-site visitor services by locating the visitor center authorized by Public Law 108-480, which was signed by President George W. Bush in December 2004, at the north end of the site. Alternative C represents a greater effort to achieve a more historic character to the site than in Alternative B by removing non-historic elements from the fort casemates and landscape and by locating the visitor center off site. Alternative C is the NPS's preferred alternative. Alternative D focuses on preservation of the fort by removing ranger offices from the casemates and relocating them to a new structure in the visitor services zone. There would be very little change from existing conditions with respect to the landscape and the visitor parking lot and

there would be no visitor center under this alternative.

It is important to note that funding is not currently available for the visitor center project in Alternatives B and C and that such funding must be requested through appropriate channels. Operational expenses would also be requested through appropriate channels when required by implementation of the plan. A funding source has not yet been identified.

Adverse impacts resulting from Alternative A would be negligible on natural resources, minor on park operations, with no adverse impact on most cultural resources. Archeological resources, however, would experience beneficial impacts due to the established resource protection measures for the identification and treatment of archeological resources that the NPS follows. Landscapes and visitor experiences would continue to have moderate to major adverse impacts. Under Alternative B there would generally be negligible adverse impacts on water quality due to the offsetting effect of impermeable surfaces on the site and minor to major beneficial impacts on cultural resources and visitor experiences. Negligible beneficial impacts on water quality would also result from Alternative C and impacts to cultural resources and visitor experiences would be mostly beneficial. Alternative C is the environmentally preferred alternative. Alternative D would result in negligible adverse impacts on landscapes, minor beneficial impact on historic structures, and beneficial impacts on archeological resources, which would continue to have the protection afforded by NPS management. Overall impacts to operations would be minor and beneficial.

Throughout this document the term "landscape" is used in the colloquial sense meaning generally the grounds outside the historic and non-historic structures on the site. The term should not be confused with "cultural landscape" which in

NPS idiom means “a geographic area, including both cultural and natural resources and the wildlife or domestic animals therein associated with a historic event, activity, or person, or that exhibits other cultural or aesthetic values”. The “cultural landscape” of the park has not been fully documented by completion of a Cultural Landscape Report (CLR). It is a principal recommendation of this plan that any changes, restoration, or other treatments applied to this landscape should occur only pursuant to the completion of the CLR, coordination with the Florida State Historic Preservation Officer (SHPO) and compliance with Section 106 of the National Historic Preservation Act (NHPA).

This Final General Management Plan/Environmental Impact Statement has been distributed to other agencies and interested organizations and individuals for their review. The no-action period for this document will last for 30 days after the Environmental Protection Agency’s notice of availability has been published in the Federal Register.

# Summary

The purpose of this Final GMP/EIS for Castillo de San Marcos National Monument is to present a direction for resource preservation and visitor use and a basic foundation for decision making for the park for the next 15 to 20 years. The GMP/EIS provides a comprehensive direction for managing resource activities, visitor activities, and development that would be appropriate at the park in the future.

An important element in determining the desired resource and visitor experience conditions for the park has been public participation. Many issues and concerns were identified by the general public and NPS staff as part of the initial planning efforts, and comments were solicited at public meetings, in planning newsletters, and on the Internet.

Once public input was received the planning team identified four alternatives for managing the park—a no-action and three action alternatives, including the preferred alternative. The plan also analyzes and presents the environmental and socioeconomic impacts or consequences of implementing each of those alternatives. That analysis comprises the environmental impact statement part of this document. A summary of the alternatives and the important impacts is given below.

## ALTERNATIVE A – NO-ACTION

### Description

The No-Action Alternative represents continuation of the current management direction and approach at the park. It is a way of evaluating the proposed actions of the other three alternatives.

Under the No-Action Alternative, protection and preservation activities for the national monument's historic structures, museum collections, and landscape would continue as currently practiced. Visitor facilities would be maintained as they currently exist.

The existing road access, parking area, and pedestrian path system within the park would continue, and visitor recreational opportunities and interpretive programs in the park would continue.

### Impacts

Impacts resulting from the No-Action Alternative would be negligible to minor on natural resources and park operations. Most cultural resources, including structures, and museum collections would have no adverse impacts, except for the landscape which would have a moderate adverse impact.

Visitor access, recreational and educational opportunities, and visitor facilities and services would remain relatively unchanged, continuing to have adverse impacts on visitor experience. The park would continue to be an important visitor attraction for the City of St. Augustine, contributing to the tourism industry in the region.

## ALTERNATIVE B – EMPHASIS ON REHABILITATION OF CASEMATES AND LANDSCAPE – NEW VISITOR CENTER ON-SITE

### Description

This alternative would implement a phased rehabilitation of the historic character of the fort and the landscape to the greatest extent achievable while still providing for visitor comfort and greater on-site visitor services. It would remove from the fort and the landscape as many modern intrusions as practical.

The initial phase of the alternative would consist of removing approximately 2/3 of the visitor parking lot\* and re-contouring the area to match the existing glacis (the grassy slope closest to

---

\* An adequate amount of paved area would be retained for handicapped designated parking, emergency vehicle access, and drop-off area for the St. Augustine tourist trains.

the fort walls) and fort green. In the second phase, some administrative functions would be removed from the fort and three casemates would be returned to a more historic appearance.

Subsequently, the park would seek funding, through the NPS 5-year line item construction program, for a new visitor center, authorized by Public Law 108-480, to be constructed at the north end of the park site. The administrative functions that are removed from the fort under this alternative would be relocated to this new facility. Implementation of the approved plan will depend on future funding and Service-wide priorities.

The view of the fort at the fort entrance would be enhanced by removing the ticket booth and relocating the ticket sales function to a compatible site in accordance with Section 106 of the National Historic Preservation Act (NHPA).

### **Impacts**

This alternative emphasizes rehabilitation of some of the fort's casemates and the landscape to historic conditions, creating minor to major beneficial impacts on cultural resources.

The combination of a new visitor center at the north end of the site, wider sidewalks with exhibit space along Highway A1A, the rehabilitation of cultural resources, and increased living history, costumed interpretation, and period crafts would result in moderate to major beneficial impacts on the visitor experience.

### **ALTERNATIVE C – EMPHASIS ON REHABILITATION OF CASEMATES AND LANDSCAPE – NEW VISITOR CENTER OFF-SITE**

#### **Description**

Alternative C, like Alternative B, would implement a phased removal of some modern intrusions from the fort and the landscape. Some administrative functions would be removed from the fort and three casemates

would be returned to a more historic appearance and part of the visitor parking lot would be removed (specific size and configuration would be determined in a later planning and design phase). The ticket booth would be relocated to enhance the view of the fort at the entrance. Administrative offices and maintenance operations would remain in the current locations at the north end of the site.

The visitor center authorized by Public Law 108-480 would be located off-site and convenient to the park and the Spanish Quarter.

### **Impacts**

This alternative would result in negligible beneficial impacts to water quality in Matanzas Bay due to reduction in the amount of paved surface on the site. Impacts to floodplains would also be negligible due to the construction off site of a new visitor center which would be minor in comparison to the actions of others outside the park grounds.

Alternative C would have beneficial impacts to archeological resources and to historic views and the landscape.

The general character of the park would change under this alternative. Alternative C would provide visitors with additional interpretive opportunities as well as providing for a more visually pleasing landscape. Visitor facilities would be expanded to include a visitor center. The impacts on visitor experience would be major and beneficial.

### **ALTERNATIVE D – EMPHASIS ON PRESERVATION OF THE FORT**

#### **Description**

This alternative would focus on preservation of the fort by removal of ranger offices from the casemates and relocating them to a new structure in the Visitor Services Zone. There would be very little change from existing conditions with respect to the visitor parking lot or the landscape.



The ticket booth and sales function would be relocated away from the fort entrance to a site compatible with the NHPA.

The existing parking lot would remain. Additional parking will be available in a new city parking garage, completed and opened in July 2006, behind the recently renovated St. Augustine Visitor Information Center.

## **Impacts**

This alternative would result in negligible adverse impacts to water quality in Matanzas Bay due to the area of impermeable surfaces on the site and the possibility of vehicle pollutants as well as increased runoff. Alternative D would also result in negligible adverse impacts on floodplain values for the park and surrounding areas.

Alternative D would have beneficial impacts to archeological resources. Due to retention of the parking lot however impacts on historic views and the landscape would be major and adverse. Three of seven modern intrusions from the fort's casemates would be removed resulting in minor beneficial impacts to historic structures.

The general character of the park would not change under this alternative. Alternative D would not address the need for a visitor center and would retain the visitor parking lot. This alternative would have moderate to major adverse effects on visitor use and experience.

## **THE NEXT STEPS**

This final plan includes letters from governmental agencies, any substantive comments on the draft document, and NPS responses to those comments. Following distribution of the Final General Management Plan / Environmental Impact Statement and a 30-day no-action period, a record of decision approving a final plan will be signed by the NPS regional director. The record of decision will document the NPS selection of an alternative for implementation. With the signed record of decision, the plan can then be implemented, depending on funding and staffing.

The approval of a GMP does not guarantee that funding and staffing needed to implement the plan will be forthcoming. Funding for capital construction improvements is not currently shown in NPS construction programs. It is not likely that all proposed capital improvements will be implemented during the life of this GMP. Larger capital improvements may be phased over several years, and full implementation of the GMP could be many years into the future.



# Table of Contents

<b>SUMMARY .....</b>	<b>III</b>
<b>CHAPTER 1 - PURPOSE OF AND NEED FOR ACTION.....</b>	<b>5</b>
PURPOSE OF THE GENERAL MANAGEMENT PLAN.....	5
THE GENERAL MANAGEMENT PLAN PROCESS .....	5
BACKGROUND INFORMATION .....	5
NEED FOR THE GENERAL MANAGEMENT PLAN .....	9
GUIDANCE FOR THE PLANNING EFFORT .....	9
SERVICE-WIDE LAWS AND POLICIES .....	10
PLANNING OPPORTUNITIES AND ISSUES .....	13
MAJOR DECISION POINTS.....	17
MAJOR VALUES POTENTIALLY AT STAKE .....	18
<b>CHAPTER 2 - MANAGEMENT PRESCRIPTIONS AND ALTERNATIVES, INCLUDING     THE NPS PREFERRED ALTERNATIVE .....</b>	<b>19</b>
MANAGEMENT PRESCRIPTIONS .....	19
ALTERNATIVE MANAGEMENT CONCEPTS.....	22
ALTERNATIVE A .....	23
ALTERNATIVE B .....	25
ALTERNATIVE C .....	28
ALTERNATIVE D .....	31
COST COMPARISONS .....	33
POTENTIAL BOUNDARY ADJUSTMENT .....	34
ALTERNATIVES CONSIDERED BUT REJECTED .....	34
MITIGATIVE MEASURES COMMON TO ALL ALTERNATIVES .....	35
CONSISTENCY WITH SECTIONS 101(B) AND 102(1) OF THE NATIONAL ENVIRONMENTAL POLICY ACT .....	37
ENVIRONMENTALLY PREFERRED ALTERNATIVE .....	38
ENVIRONMENTAL CONSEQUENCES TABLE .....	39
<b>CHAPTER 3 - AFFECTED ENVIRONMENT.....</b>	<b>43</b>
MANDATORY ENVIRONMENTAL IMPACT TOPICS DISMISSED FROM FURTHER ANALYSIS .....	43
<i>NATURAL RESOURCES</i> .....	43
<i>SOCIALLY OR ECONOMICALLY DISADVANTAGED POPULATIONS</i> .....	43
MANDATORY ENVIRONMENTAL IMPACT TOPICS DISCUSSED IN PLAN:	
DESCRIPTION OF EXISTING CONDITIONS .....	44
<i>NATURAL RESOURCES</i> .....	44

CULTURAL RESOURCES .....	44
INTERPRETATION AND MUSEUM OPERATIONS.....	48
VISITOR USE AND EXPERIENCE.....	49
PARK OPERATIONS AND ADMINISTRATION.....	49
SOCIOECONOMIC ENVIRONMENT .....	50
<b>CHAPTER 4 - ENVIRONMENTAL CONSEQUENCES .....</b>	<b>53</b>
INTRODUCTION .....	53
METHODOLOGY.....	54
NATURAL RESOURCES.....	54
CULTURAL RESOURCES .....	56
VISITOR USE AND EXPERIENCE.....	57
SOCIOECONOMIC ENVIRONMENT .....	59
OPERATIONAL EFFICIENCY .....	59
CUMULATIVE IMPACTS.....	60
IMPAIRMENT OF NATIONAL MONUMENT RESOURCES OR VALUES .....	60
TOPICS DISMISSED FROM FURTHER ANALYSIS .....	61
NATURAL RESOURCES.....	61
SOCIALLY OR ECONOMICALLY DISADVANTAGED POPULATIONS .....	62
PRIME AND UNIQUE AGRICULTURAL LANDS.....	62
INDIAN SACRED SITES.....	62
ALTERNATIVE A (NO-ACTION ALTERNATIVE).....	62
NATURAL RESOURCES.....	62
CULTURAL RESOURCES .....	63
VISITOR USE AND EXPERIENCE.....	65
SOCIOECONOMIC ENVIRONMENT .....	66
OPERATIONAL EFFICIENCY .....	67
CONSISTENCY WITH THE PLANS OF OTHERS .....	68
IMPACTS ON ENERGY REQUIREMENTS AND CONSERVATION POTENTIAL .....	68
UNAVOIDABLE ADVERSE EFFECTS .....	68
IRRETRIEVABLE OR IRREVERSIBLE COMMITMENTS OF RESOURCES .....	68
RELATIONSHIP BETWEEN SHORT TERM USES OF THE ENVIRONMENT AND MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY .....	68
ALTERNATIVE B.....	68
NATURAL RESOURCES.....	68
CULTURAL RESOURCES .....	70
VISITOR USE AND EXPERIENCE.....	72
SOCIOECONOMIC ENVIRONMENT .....	72
OPERATIONAL EFFICIENCY .....	73
CONSISTENCY WITH THE PLANS OF OTHERS .....	74
IMPACTS ON ENERGY REQUIREMENTS AND CONSERVATION POTENTIAL .....	75
UNAVOIDABLE ADVERSE EFFECTS .....	75
IRRETRIEVABLE OR IRREVERSIBLE COMMITMENTS OF RESOURCES .....	75
RELATIONSHIP BETWEEN SHORT TERM USES OF THE ENVIRONMENT AND MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY .....	75
ALTERNATIVE C (AGENCY AND ENVIRONMENTALLY PREFERRED ALTERNATIVE)....	75
NATURAL RESOURCES.....	75
CULTURAL RESOURCES .....	76

<i>VISITOR USE AND EXPERIENCE</i> .....	79
<i>SOCIOECONOMIC ENVIRONMENT</i> .....	79
<i>OPERATIONAL EFFICIENCY</i> .....	80
<i>CONSISTENCY WITH THE PLANS OF OTHERS</i> .....	81
<i>IMPACTS ON ENERGY REQUIREMENTS AND CONSERVATION POTENTIAL</i> .....	81
<i>UNAVOIDABLE ADVERSE EFFECTS</i> .....	82
<i>IRRETRIEVABLE OR IRREVERSIBLE COMMITMENTS OF RESOURCES</i> .....	82
<i>RELATIONSHIP BETWEEN SHORT TERM USES OF THE ENVIRONMENT AND MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY</i> .....	82
<b>ALTERNATIVE D</b> .....	82
<i>NATURAL RESOURCES</i> .....	82
<i>CULTURAL RESOURCES</i> .....	83
<i>VISITOR USE AND EXPERIENCE</i> .....	85
<i>SOCIOECONOMIC ENVIRONMENT</i> .....	86
<i>OPERATIONAL EFFICIENCY</i> .....	87
<i>CONSISTENCY WITH THE PLANS OF OTHERS</i> .....	87
<i>IMPACTS ON ENERGY REQUIREMENTS AND CONSERVATION POTENTIAL</i> .....	88
<i>UNAVOIDABLE ADVERSE EFFECTS</i> .....	88
<i>IRRETRIEVABLE OR IRREVERSIBLE COMMITMENTS OF RESOURCES</i> .....	88
<i>RELATIONSHIP BETWEEN SHORT TERM USES OF THE ENVIRONMENT AND MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY</i> .....	88
<b>APPENDIX A: LIST OF RELEVANT LEGISLATION</b> .....	89
<b>APPENDIX B: CONSULTATION AND CIVIC ENGAGEMENT</b> .....	91
<b>APPENDIX C: SCOPING COMMENTS</b> .....	93
<b>APPENDIX D: COMMENTS RECEIVED ON THE DRAFT DOCUMENT</b> .....	96
<b>APPENDIX E: CHOOSING BY ADVANTAGES</b> .....	105
<b>APPENDIX F: LIST OF PREPARERS &amp; CONSULTANTS</b> .....	108
<b>APPENDIX G: ECONOMIC BENEFITS</b> .....	110
<b>APPENDIX H: REFERENCES</b> .....	111
<b>INDEX</b> .....	112



# Chapter 1 - Purpose of and Need for Action

*This section defines the purpose of the General Management Plan/Environmental Impact Statement (GMP/EIS) for Castillo de San Marcos National Monument and why the GMP/EIS is needed. It includes planning direction and guidance, and identifies the issues (decision points and resources and values at stake) that were considered.*

## **PURPOSE OF THE GENERAL MANAGEMENT PLAN**

The National Parks and Recreation Act of 1978, Public Law 95-625, requires the NPS to prepare a GMP/EIS for every area that it administers. The purpose of this plan is to ensure that each park has a clearly defined direction for resource preservation and visitor use. General management planning is the first step in a multi-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 site-specific actions such as the design and footprint of administrative and/or visitor facilities will be deferred to subsequent implementation planning. The GMP/EIS is designed to provide guidance for park managers for 15 to 20 years into the future assuming that conditions affecting management and operations remain relatively unchanged during this period.

## **THE GENERAL MANAGEMENT PLAN PROCESS**

This GMP/EIS has been developed in consultation with NPS program managers, other Federal agencies, state, local, and regional agencies, tribal representatives, interested organizations and individuals, and the general public. It is based upon 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.

## **BACKGROUND INFORMATION**

Castillo de San Marcos National Monument (hereinafter referred to as the “park”) was established as Fort Marion National Monument

by Presidential Proclamation No. 1713 (43 Stat. 1968) on October 15, 1924. The War Department administered the site until it was transferred to the Department of the Interior, National Park Service, by Executive Orders No. 6166 of June 10, 1933 and No. 6228 of July 28, 1933. Congress restored the Spanish name, Castillo de San Marcos, to the park on June 5, 1942 (56 Stat. 312).

Castillo de San Marcos National Monument is located in the city of St. Augustine, St. Johns County, Florida. St. Augustine is located on the eastern coastal plain of Florida. It is a low-lying, sandy area protected from the sea by a number of barrier islands. The San Sebastián River runs west of the city and formed a natural boundary for the colony early in its history.

The site of Castillo de San Marcos National Monument comprises approximately 20 acres and lies just north of the city’s central plaza, fronting Matanzas Bay. A seawall and water battery separates the park from the waters of Matanzas Bay on the fort’s east side. The site is a rolling, grassy area dotted with a few trees. The outer portions of the grounds are flat up to the glacis, which slopes upward toward the fort and roughly follows the contour of the moat and covered way. The site is irregular in shape, with much of its western boundary following the contour of State Road A1A. Also within the boundary is the City Gate, which is located just across A1A.

The Cubo Line originated during the eighteenth century, while the Castillo de San Marcos was still under construction. Following the English siege of St. Augustine in 1702, the Spanish government recognized the need for improved defenses for the city and undertook construction of defense works around the fort and town.



REGIONAL LOCATION MAP



The Cubo Line formed the innermost line of defense; north of the line, the hornwork and Fort Mose line provided additional barriers between the land approach to the city and the Castillo de San Marcos. The Cubo Line and the Rosario Line, another defense work, created the line of circumvallation that walled St. Augustine on the north, west, and south sides. Built of earth and wood, these outworks had short life spans in the subtropical Florida climate and were periodically reconstructed. The Spanish rebuilt the Cubo Line in 1808 and, at the same time, built the City Gate to allow entrance into St. Augustine through the line. The Cubo Line, now a reconstructed earth and log defense works, extends west from the fort to the City Gate, with an interruption in the line due to the intersection of A1A.

Until December 28, 2004, the park boundary included Orange Street, a public road that runs west from the City Gate across the peninsula to U.S. Highway 1 west of the fort. On that date President George W. Bush signed Public Law 108-480 that, in addition to authorizing the NPS to construct a visitor center for the national monument, provided for the transfer of title of the lands occupied by Orange Street to the City of St. Augustine. Castillo de San Marcos is the oldest remaining European fortification in the continental United States. It was built by the Spanish between 1672 and 1695, just over one hundred years after the founding of St. Augustine in 1565. St. Augustine was the first permanent European settlement in the continental United States and much of this unique history is still apparent throughout the city today. No property conveys this sense of history more prominently than Castillo de San Marcos National Monument. The fort and grounds stand as a vivid reminder of the battles among European powers for control of North America. Its bastioned design reflects the conventions of military architecture and technology of its day.

Castillo de San Marcos served primarily as an outpost of the Spanish Empire. The fort guarded the colonial town against invaders and protected sea routes so that treasure ships could depart to Spain without incident. Although it has served

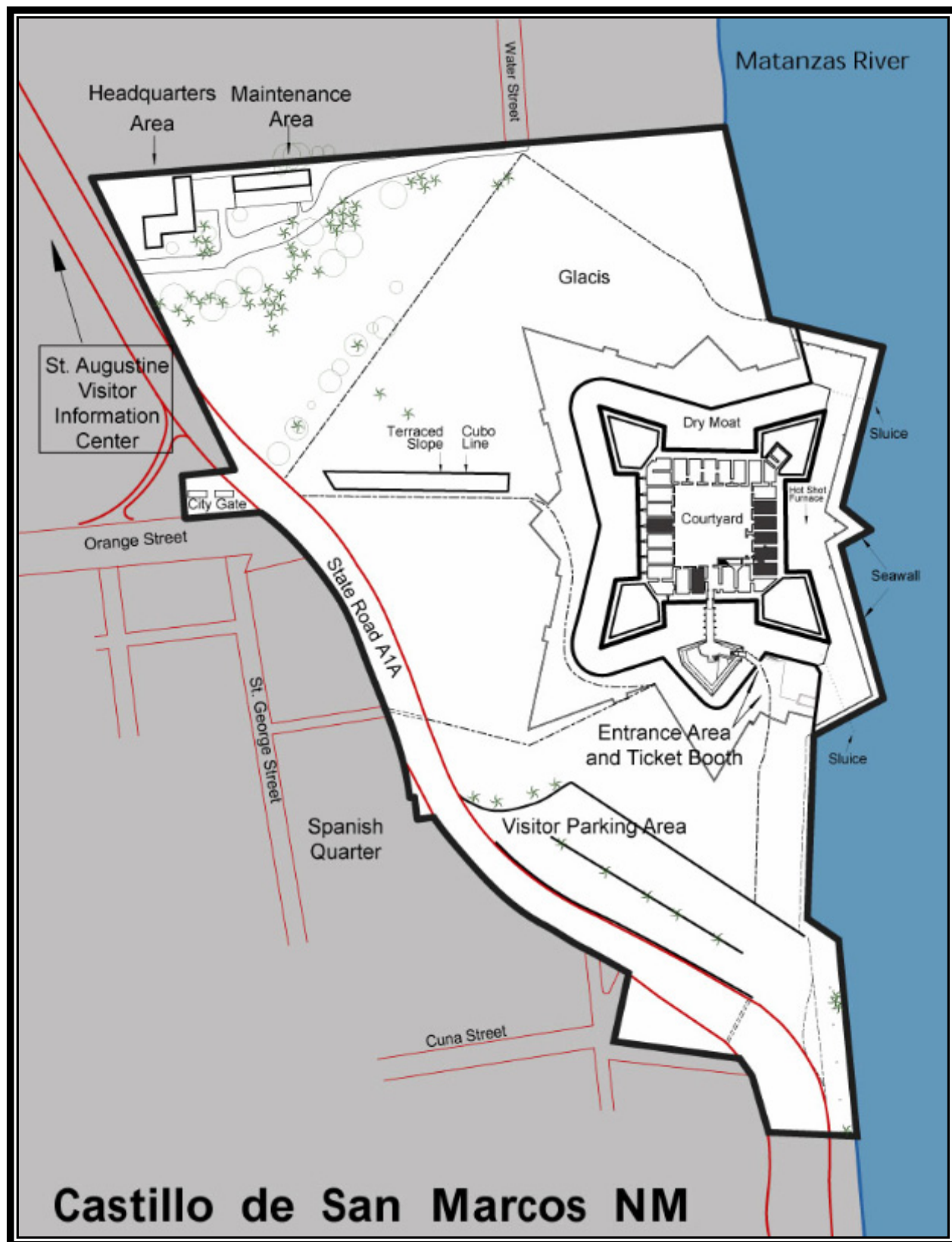
several nations throughout its history, Castillo de San Marcos has never been taken by military force. During the 18th century, the fort went from Spanish control to British and back to Spanish, where it remained until Florida was purchased by the United States in 1821. In 1825, the War Department changed the name of Castillo de San Marcos to Fort Marion in honor of American Revolutionary War General Francis Marion.



**Castillo de San Marcos NM – Looking North**

Confederate forces occupied Fort Marion between January of 1861 and March of 1862 when it was reoccupied by forces of the United States for the duration of the Civil War. Fort Marion was also used as a prison for members of the Cheyenne, Kiowa, Comanche, Caddo and Arapaho tribes during the 1870s and 1880s as western migration of settlers resulted in conflicts over land and resources and ultimately led to removal of the native peoples from their homelands by the United States Army.

In colonial times the Castillo de San Marcos sat at the northern edge of the city where it commanded the land and sea routes leading to the settlement. Today, the core area of colonial St. Augustine remains south of the monument and the modern city has grown outward in all directions.



**CASTILLO DE SAN MARCOS SITE MAP**

\* Shaded casemates house administrative functions.

## NEED FOR THE GENERAL MANAGEMENT PLAN

Castillo de San Marcos National Monument has never had a GMP/EIS prepared in conformance with the requirements of Public Law 95-625 and current NPS management policies and guidelines. The 1977 Draft Master Plan does not address many of the issues facing the park today. A GMP/EIS is needed to decide what resource conditions and visitor experiences should be achieved for the next 15 to 20 years.

## GUIDANCE FOR THE PLANNING EFFORT

### Purpose, Significance, and Mission Statements

The park purpose, significance, and mission statements are established parameters that frame decisions about managing resources and providing for visitor use. These statements become the foundation upon which management alternatives are developed and set the limits for any actions taken under the alternatives.

The following statements describe the primary reasons that the park was established. These statements provide the most fundamental criteria for determining actions proposed in this plan.

**Purpose:** The purpose of the park is to preserve and protect the fortress and related cultural resources as described in the Historic Resources Study of March 1997<sup>1</sup>, and to interpret their architectural, political, military, and social history.

**Significance:** The park is significant because:

- The fort is the oldest masonry fortification in the continental United States and is a remarkably well-preserved specimen of Spanish military architecture and engineering.



Castillo de San Marcos NM-Looking South

- It is a massive and tangible representation of the military struggle that occurred in Florida between the European powers, particularly Spain and England, for control of North America.
- It was the principal fortification in the region from 1672 to 1900, having been occupied by the armies of Spain, Great Britain, the Confederate States of America, and the United States.
- It was the site, during the Second Seminole Wars in 1837, of the imprisonment of many Seminole leaders, including Chief Osceola, twenty of whom made a daring escape, and it was used again to imprison members of the Cheyenne, Kiowa, Comanche, Caddo, and Arapaho tribes in 1876 and approximately 500 Apaches in 1886 as western migration of settlers resulted in conflicts over land and resources and the ultimate removal by the United States Army of the native peoples from their homelands.
- The incarceration of western tribes in St. Augustine resulted in the first use of Castillo de San Marcos as a tourist attraction as curious and intrigued townspeople and visitors began to purchase craft items from the Indians who were allowed to walk around the town during daylight hours.

---

<sup>1</sup> Jennifer D. Brown, Castillo de San Marcos National Monument Historic Resource Study, National Park Service, March 1997



**Indian prisoners in the courtyard at Fort Marion about 1875. Undated stereograph - library of the St. Augustine Historical Society.**

- It was also here at Ft. Marion in 1876 that Lt. Richard H. Pratt, who later founded the Carlisle Indian Industrial School in Pennsylvania, developed his training and assimilation programs.

**Mission:** The mission of the park is to preserve and protect the oldest masonry fortification in the continental United States and its related cultural resources, and to foster public understanding of their historical, military, and architectural significance.

### **Special Mandates and Administrative Commitments**

NPS policy requires that planning teams review and consider in the development of alternative management concepts those actions, procedures, processes, etc. that the park is required by law, regulation, or administrative commitment to fulfill. These are generally referred to as “musts”. Special mandates and administrative commitments are a separate category of “musts” that are park-specific rather than common to all National Park System areas.

The park was created on October 15, 1924 by Presidential Proclamation No. 1713. Neither the proclamation nor any subsequent legislation established any special mandates for the park. Administrative commitments are generally defined as agreements that have been reached through formal, documented processes with

other Federal, state, or local agencies that refer to the co-management of specific natural or cultural resources. The park acknowledges the following administrative commitments:

The park has granted a Special Use Permit to the City of St. Augustine whereby 50 percent of the net<sup>2</sup> revenues collected by the city from the parking meters in the park parking lot are disbursed to the park.

### **SERVICE-WIDE LAWS AND POLICIES**

Numerous congressional acts and executive orders guide management of National Park System units. The NPS has also established policies for managing the units under its stewardship. Much of sound park management is specified in laws and policies that apply to all units of the National Park System. The National Park System encompasses all areas managed by the NPS including national parks, monuments, memorials, historic sites, rivers, recreation areas, battlefields, and other designations. Each of these areas must comply with the National Environmental Policy Act (NEPA), the Threatened and Endangered Species Act, the Federal Water Pollution Control Act (Clean Water Act), the Clean Air Act, the National Historic Preservation Act, the Archeological Resources Protection Act, the Native American Grave Protection and Repatriation Act, the Historic Sites, Buildings and Antiquities Act, Executive Orders 11990 and 11988 (Wetlands Protection and Floodplain Management), and other laws and regulations ensuring the protection of resources and the providing of visitor services. A more complete listing of these laws can be found in Appendix A.

The NPS has established policies for all units under its stewardship. These are identified and explained in the Service-wide NPS Management Policies. These Service-wide legal mandates and policies are generally categorized as:

- Cultural resource management requirements
- Natural resource management requirements

<sup>2</sup> Net = Gross Revenues – State Sales Tax

- Visitor experience and park use requirements
- Special use management requirements

### **Management of Cultural Resources**

The NPS is steward of many of America's most important cultural resources. Cultural resources are categorized as archeological resources, historic landscapes, ethnographic resources, historic and prehistoric structures, and museum collections. Current Service-wide laws and policies require that the following cultural resource management conditions be achieved at the park:

- Provisions for public access and appreciation of the park's cultural resources without compromising their historic integrity or ability to be preserved unimpaired for future generations.
- Employment of the most effective concepts, techniques, and equipment to protect cultural resources against theft, fire, vandalism, overuse, deterioration, environmental impacts, and other threats without compromising the integrity of the resources.
- Provisions for the long-term preservation of public access to, and appreciation of features, materials, and qualities contributing to the significance of cultural resources.
- Treatment of historic landscapes will preserve significant physical attributes, biotic systems, and uses when those uses contribute to historical significance.
- Treatment decisions and implementation procedures will be based on sound preservation practices to enable long-term preservation of a resource's historic features, qualities, and materials.
- Contemporary alterations and additions to a historic landscape must not change, obscure,

or destroy its significant spatial organization, materials, and features.

**Planning Parameters:** Laws, regulations, and policies provide specific guidance about managing cultural resources. In each alternative, the NPS will take the following actions to meet legal and policy requirements related to cultural resource management:

- Protection of archeological resources against human agents of destruction and deterioration whenever practicable. Archeological resources subject to vandalism and looting will be periodically monitored, and, if appropriate, fencing, signs, remote-sensing alarms, and other protective measures will be installed. Training and public education programs will be developed to make park staff and the public aware of the value of the park's archeological resources and the penalties for destroying them.
- Collect, protect, preserve, provide access to, and use objects, specimens, and archival and manuscript collections to aid understanding among park visitors and to advance knowledge in the humanities and sciences.
- The treatment of a cultural landscape will preserve significant physical attributes, biotic systems, and uses when those uses contribute to historical significance. Treatment decisions will be based on a cultural landscape's historical significance over time, existing conditions, and use. There are three types of treatment for extant cultural landscapes: preservation, rehabilitation, and restoration.
- The treatment of historic and prehistoric structures will be based on sound preservation practice to enable the long-term preservation of a structure's historic features, materials, and qualities. There are three types of treatment for extant structures: preservation, rehabilitation, and restoration.

Compliance with the Native American Graves Protection and Repatriation Act in the event of inadvertent discovery of human remains or funerary objects as a result of any man made or natural earth disturbing action.

### **Management of Natural Resources**

Natural resources, processes, systems, and values found in parks include:

- Physical resources such as water, air, soils, topographic features, geologic features, paleontological resources, natural soundscapes, and clear skies;
- Physical processes such as weather, erosion, cave formation, and wildland fire;
- Biological resources such as native plants, animals, and communities;
- Biological processes such as photosynthesis, succession, and evolution;
- Ecosystems; and
- Highly valued associated characteristics such as scenic views.

Within the boundary of the park there are no common natural resources as defined by NPS policies. The 20-acre site has been modified throughout its history by human activity. Management activities with respect to natural resources within the park boundaries are limited to those with potential impacts on water (adjacent Matanzas River) and floodplains.

### **Visitor and Employee Safety**

The NPS has a continuing concern about the health and safety of its employees and others who spend time in the parks – whether as visitors, volunteers, contractors, concession employees, or in another capacity. Those who participate in work or recreational activities in the parks are always at risk of accident, injury, or illness. The NPS is committed to reducing these risks and the associated pain, suffering,

and financial expense. Current Service-wide laws and policies require that the following visitor and employee safety conditions be achieved in the park:<sup>3</sup>

- While recognizing that there are limitations on its capability to totally eliminate all hazards, the NPS and its concessionaires will seek to provide a safe and healthful environment for visitors and employees.
- Acknowledging that all recreation activities pose a certain degree of risk which the NPS cannot totally control, visitors must assume a substantial degree of risk and responsibility for their own safety when visiting areas that are managed and maintained as natural, cultural, or recreational environments.
- Provide a safe and healthful place of employment, and protect Federal and private property from accidental damage or loss associated with NPS operations.
- Protect the health and well-being of NPS employees and park visitors through the elimination or control of disease agents and the various means of their transmission to man and to ensure compliance with applicable federal, state, and local public health laws, regulations, and ordinances. Implementation of this policy will be tempered by the Organic Act's requirement that the NPS conserve the scenery and natural and historic objects and wildlife therein in such a manner and by such a means that will leave them unimpaired for the enjoyment of future generations.

**Planning Parameters:** The NPS will take the following actions to meet legal and policy requirements related to visitor and employee safety at the park:

- Provide a safe and healthy environment for visitors, contractors, and employees while recognizing potential limitations to these

---

<sup>3</sup> Source: NPS Organic Act, NPS Management Policies, DO-83: Public Health, DO-50b: Occupational Safety and Health



conditions given the over-arching requirement to conserve the park's cultural and natural resources unimpaired.

- Provide a safe and healthy environment for visitors, contractors, and employees while recognizing potential limitations to these conditions due to available funding and staffing and the risks associated with certain recreational activities.

### **Actions Outside Castillo de San Marcos National Monument**

Community and ecological processes sometimes cross park boundaries. Similarly, park boundaries may not incorporate all of the natural resources, cultural sites, and scenic vistas that relate to park resources or the quality of visitor experiences. Therefore, activities proposed for adjacent lands may significantly affect park programs, resources, and values. Conversely, NPS activities may have impacts outside park boundaries. Current Service-wide laws and policies require that the following conditions related to outside actions be achieved in the park:<sup>4</sup>

- NPS will recognize that parks are integral parts of larger regional environments, and will work cooperatively with others to anticipate, avoid, and resolve potential conflicts; protect park resources and values; provide for visitor enjoyment; and address mutual interests in the quality of life of community residents, including matters such as economic development and resource and environmental protection. In particular, the park will work closely with the city's preservation commission to mitigate any potential negative impacts to park resources and values.
- Superintendents will encourage compatible adjacent land uses by actively pursuing a host of cooperative approaches, including commenting on planning and regulatory processes and briefing the public and appropriate officials about the impacts of

proposed land use changes. This coordination serves to heighten visitor enjoyment and appreciation of the park and its prominence in the overall historic setting of St. Augustine.

**Planning Parameters:** The NPS will take the following actions to meet legal and policy requirements related to relationships with non-NPS agencies or actions outside of the park:

- Work cooperatively with others to anticipate, avoid, and resolve potential conflicts and address mutual interests.

### **PLANNING OPPORTUNITIES AND ISSUES**

Planning issues are derived from an examination of the full range of comments and ideas expressed by park staff, other agencies, neighbors, the general public, and other stakeholders during the scoping process. A detailed discussion of the consultation and civic engagement process employed by NPS in preparing this document can be found in Appendix B. Throughout the remainder of this document the term "stakeholders" will be used to mean any individual, agency, or organization with an interest in the future of the park. An understanding of the park mission and identification of important planning issues have helped to shape the development of the management alternatives in this plan.

The following paragraphs summarize the full range of planning issues identified during scoping so far. The range of issues falls generally into two categories: A) Comments most appropriately addressed by a GMP/EIS, and B) Comments most appropriately addressed by other plans. Comments discussed within these two broad categories are further subdivided into groups according to the general topic they address. A short discussion and recommendation follows each comment group so the reader might derive additional insight into how particular groups of comments were interpreted and used to formulate the alternative management concepts.

---

<sup>4</sup> Source: NPS Organic Act, NPS Management Policies

Comments most appropriately addressed by a GMP/EIS are:

### Administrative Uses of the Fort

**Discussion.** Castillo de San Marcos National Monument represents over 300 years of military and political history as well as military architecture and engineering. Some have expressed objections to the use of some parts of the fort for modern offices, restrooms, a souvenir outlet, and a ticket booth. They would like the visitor to leave all vestiges of modern life outside the fort and essentially enter another era and have as authentically accurate an historical experience as possible once inside. Others take the position that some of these modern intrusions are essential for public safety, comfort, and administrative effectiveness.

**Planning Guidance.** The essence of the planning challenge at the park is to achieve the desired visitor experience while providing for necessary administrative and safety considerations. The decisive factor regarding maintaining administrative functions inside the fort is impairment. If these functions can be maintained over a long period of time without causing impairment to the park's cultural resources (as defined in NPS Management Policies), then another rationale for their removal would have to be employed, such as an enhanced visitor experience. This decision involves a number of tradeoffs. Ultimately, the following question must be addressed: Can all or some administrative functions be removed from the fort for the purpose of creating the best possible visitor experience without unacceptable compromises?

### The Parking Lot

**Discussion.** As the most prominent and historically significant structure in St. Augustine, the Castillo de San Marcos draws hundreds of thousands of visitors each year.<sup>5</sup> Most visitors to St. Augustine arrive in cars only to find parking in the Old City to be scarce. The visitor parking lot at the park has been an



**Ranger Office Inside Fort Casemate**

important source of revenue for the park and the current availability of parking adjacent to the Old Spanish Quarter continues to be important to visitors and merchants alike. Conversely many historians, preservationists, and others would like to see modern facilities such as the parking lot removed or relocated to further enhance the landscape. Even if the parking lot were to be removed, the park would still be bordered by State Road A1A, the Intracoastal Waterway, and the commercial district that lies across A1A. Given the park's surroundings, the benefits to the historic setting from removing the parking must be weighed against the loss of revenue to the park. Under any scenario there would be a need to retain some accessible parking spaces and space for drive through and drop-off for the St. Augustine tourist trains.

**Planning Guidance.** Would the gain from rehabilitating the landscape be worth the loss of revenue that would result from removing or reducing the size of the parking lot? The City of St. Augustine, in July 2006, completed and opened a parking structure on the site of the existing parking lot located behind the city's Visitor Information Center (VIC). This structure should address a host of parking problems in the historic district as well as serve the needs of park visitors.

---

<sup>5</sup> 648,875 in 2004





**View of Parking Lot from Top of Fort**

### **Recreation on the Glacis and Fort Green**

**Discussion.** Like many National Park System areas in urban settings, the park, by virtue of its expansive and gently sloping grassy plain in front of the fort, attracts a variety of park neighbors, other local citizens, tourists, and visitors, who sunbathe, walk, jog, picnic, and generally enjoy the few shady areas on the north end of the landscape. The resulting challenge is how much recreational use of the glacis and fort green can be accommodated without unacceptable adverse impacts to either resources or visitor experience and what types of activities are appropriate for the park to support there?

**Planning Guidance.** The purpose, mission, and significance of the park will serve as the primary guidance for addressing the recreational use of the glacis and specific types of activities and use that would be appropriate under each management alternative.

### **A Visitor Center for the National Monument**

**Discussion.** The park does not have a stand-alone visitor center. There is a fee booth at the fort entrance and an Eastern National Bookstore just inside the main gate. Several of the casemates have exhibits and/or furniture to give visitors an impression of what life was like at the fort but there is no museum or other visitor orientation media or displays either on or off-site. An off-site visitor center could actually dissuade visitation to the fort. It is possible that many people might view exhibits, buy souvenirs, and then skip the fort entirely. On the other hand, there are limited options on site for

building a stand-alone visitor center due to the potential of adverse effects to the historic integrity of the site.

**Planning Guidance.** A free-standing visitor center would provide visitors an introduction to the history and resources of the park, interpretive exhibits and artifacts that give more detailed information about associated events and people, a place where interpretive programs can be conducted, restrooms, water fountains, and some administrative space.

Despite the many attributes that a new visitor center would provide, the NPS must seriously consider the linkages between (1) new facilities and the ability to maintain existing structures of all kinds, (2) what impacts new facilities would have on current staffing, (3) what trades-offs would need to be made if additional staff resources are not provided to maintain and operate new facilities, and (4) what new trends or technology are emerging that will allow park management and staff to meet visitor needs and protect resources without building traditional infrastructure or facilities.

Another consideration regarding a new visitor center for the park concerns Public Law 108-480, an act to authorize funding for a visitor center for the park that was signed into law by President George W. Bush on December 23, 2004. This legislation contains two principal provisions with respect to a visitor center:

- “Authorization. – Subject to the availability of appropriations and the project being prioritized in the NPS’s 5-year, line-item construction program, the Secretary of the Interior may design and construct a Visitor Center for the Castillo de San Marcos National Monument.”
- “Preferred Alternative. - The Visitor Center authorized in subsection (a) shall be located and constructed in accordance with the Preferred Alternative identified in the Record of Decision for the General Management Plan for the Monument, expected to be signed in 2005.”

Finally, it is important to understand the terminology of legislative acts in the present context. An authorization is not a mandate, nor does it provide an appropriation of funds for the item that has been “authorized”. Future legislation may provide such funding but at the time this document is being made public, no such legislation has been introduced.

## **The Visitor Experience**

**Discussion.** There were very few scoping comments that related directly to the visitor experience and of those there was considerable variation. This could indicate a high level of visitor satisfaction with their experience at the park.

**Planning Guidance.** Considerable effort should be spent on consultation with the full range of individuals, groups, public officials and agencies, and organizations (including Tribes) to ensure that all viewpoints with respect to interpretation and visitor experience are considered in the development of management alternatives.

## **Historic Integrity of the Fort**

**Discussion.** Although the Castillo de San Marcos was built by the Spanish and served that empire for the longest period, it eventually came under British control and finally passed to ownership by the United States. Owing to the softness and porosity of the coquina stone construction, the Spaniards covered the surface of the fort with white stucco and decorated it with a red horizontal stripe. Eventually time, weather, and the moist, salt air combined to strip away the stucco covering and reveal the familiar coquina structure we see today. Allowing the deterioration of the coquina to continue is not a management option. Some treatment of the coquina surface to prevent further deterioration will occur. Likewise the grounds and other resources of the park will continue to be preserved and protected.

**Planning Guidance.** While the specific treatments and other measures used to protect and preserve the coquina and the glacis are

beyond the scope of the GMP/EIS, management prescriptions must address these subjects both in terms of desired future resource conditions and visitor experiences.

## **Partnership Opportunities**

**Discussion.** The planning team and many of the park’s planning partners recognize the value of partnerships to fulfilling the mission of the park. Likewise, there are a number of interested public and private organizations willing to discuss areas of mutual concern and interest.

**Planning Guidance.** Potential partnerships should be identified and evaluated to determine both their viability and utility. Partnerships must be mutually beneficial to all participants. Benefits can extend well into the future, because participants often connect more strongly with the parks and commit themselves to long-term stewardship. The NPS will continue to welcome and actively seek partnerships with individuals, organizations, and others who share the Service’s commitment to protecting park resources and values.<sup>6</sup>

## **Commercial Tour Operators**

**Discussion.** The park’s prominence in St. Augustine presents an opportunity to those who might wish to use its resources for activities not related to the purpose and significance of the park. The purpose, significance, and mission of the park should always guide park managers when partnership opportunities are sought.

**Planning Guidance.** Pressures to use park resources for activities that lie outside of its mission will continue to grow. A great challenge of this plan is to develop management alternatives that allow a variety of uses while not adversely affecting the historic resources of the park.

---

<sup>6</sup> Source: NPS Organic Act, NPS Management Policies



Exterior Coquina Walls and Turret, Circa 1936

### Other

Certain comments and concerns expressed during scoping are related to issues that are more appropriately addressed in other planning or implementation documents. Those comments are referenced in the following paragraph and correspond to the specific plan in which they should be addressed.

**Discussion.** Scoping comments from stakeholders and the public indicate interest in and support for the interpretive programs efforts at the park. Although specific interpretive program recommendations are beyond the scope of this plan, the management alternatives should be mindful of the value that visitors and staff place on interpretive and educational programs.

## MAJOR DECISION POINTS

The following decision points were developed after examination and analysis of all GMP/EIS-related planning issues identified during the scoping process. Decision points are statements that specify a range of possible future conditions in the park, based on public input. The decision points are used as the basis for developing the management alternatives.

1. Should administrative uses of the fort such as the bookstore, ranger offices, and restrooms be removed in the interest of maintaining as authentic a historic scene as possible or should authenticity give way in some measure to practical matters related to convenience, efficiency, and human comfort? The idea of historical authenticity also raises the question of which period of occupation (Spanish, British, United States, or Confederacy) should the visual scene reflect or should park management attempt to make various sections of the fort reflect each of these periods?
2. Should the parking lot at the south end of the glacis be removed or reduced in size to create a more accurate historic scene or should the parking lot remain to provide more convenient parking for visitors to the park as well as to historic St. Augustine?
3. Many National Park System areas have stand-alone visitor centers that provide parking, comfort facilities, and souvenir sales as well as an introduction to the park through a small museum, maps, and audio-visual presentations. At the park, the fort itself serves as a visitor center and this makes it difficult to provide necessary visitor services and simultaneously achieve some desired visitor experiences. Should there be a visitor center outside the fort and, if so, should it be developed within the current park boundaries or, should a new visitor center be developed off-site?
4. The Spanish builders of Castillo de San Marcos covered the soft coquina stone with plaster to protect it from the deterioration

caused by wind, rain and the salty coastal air. There is no question that some sort of treatment will be needed to protect the coquina from further deterioration. The exact specifications of such a treatment are beyond the scope of the GMP/EIS but it is likely that whatever treatment is ultimately selected will change the appearance of the fort. The NPS is mandated by its establishing legislation to preserve unimpaired, the resources under its administration, for the enjoyment of present and future generations. How can park management meet this critical obligation without drastically changing the current appearance of the fort that generations of visitors have grown to appreciate?

## **MAJOR VALUES POTENTIALLY AT STAKE**

The major park values potentially at stake are those features and experiences that could be changed as a result of decisions made through the planning process. They represent tradeoffs between competing values and form the basis for identifying impact topics in the environmental impact statement for this plan. The planning team examined the scoping comments and decision points to produce the following list of park resources and values that are at stake in the planning process.

- Preservation and protection of archeological resources.
- Appearance of the fort's exterior walls.
- Preservation of the coquina structure from the decaying effects of local climate and time.
- Use of the fort green for recreation.
- Historical appearance and integrity of the casemates in the fort.
- Ability of the interpretive staff to fully communicate the variety of stories and historical periods encompassed by the park.
- Visitor safety, comfort, and convenience.
- Staff safety, comfort, and convenience.
- Administrative efficiency.
- Integrity and historical appearance of the landscape (the fort green).

# Chapter 2 - Management Prescriptions and Alternatives, Including the NPS Preferred Alternative

*This section describes all of the management prescriptions that could be applied to the park under any of the alternatives. The management prescriptions define the desired resource conditions and visitor experiences, including the appropriate kinds and levels of management, use, and development. Descriptions are provided of each management alternative, using zoning to apply the management concepts to the park resources.*

## MANAGEMENT PRESCRIPTIONS

Management prescriptions are ways to integrate visitor use with resource management. They specify the desired resource conditions for different areas of the park and describe the desired visitor experiences based on resource management concerns and also on a concern to maintain a diversity of experiences for park visitors.

### Visitor Services Zone

**Description.** This zone is where visitors enter the park, park their cars, obtain tickets, and receive information about the site.

**Desired Resource Conditions.** Necessary visitor facilities in this zone would be placed as unobtrusively as possible in an appropriate setting. The area would be modified for visitor access and park operations in a way that aesthetically blends with the natural and cultural environment.

**Desired Visitor Experience.** This area would provide for a high level of visitor activity and administrative operations. In this zone visitors would enter the park and they would have opportunities to receive orientation and information, interact with park staff and other visitors, and experience and learn about the park's physical resources and interpretive themes.

**Appropriate Kinds and Levels of Development.** A visitor center with restrooms and drinking water fountains, a museum, a fee-collection

facility, parking, and walkways are the types of facilities that could be found in this zone.

**Appropriate Kinds and Levels of Management Activities.** Management activities would include regular maintenance of both the structural and landscape elements in the zone, fee collection, and law enforcement.

**Appropriate Kinds and Levels of Visitor Activities.** Visitor activities would include entering the park grounds, paying fees, and receiving orientation to the park's resources and programs.

### Park Services Zone

**Description.** This zone is where park staff conducts daily administrative and maintenance activities.

**Desired Resource Conditions.** Non-historic elements such as maintenance facilities and administrative offices would predominate in this type of zone. Minimizing the impacts of these facilities on the cultural resources of the national monument would be a high priority. A moderate level of native, non-invasive landscape plantings such as grass, shrubs, small trees, flowers, and ground covers could be introduced and maintained to improve the visual appeal of the structures.

**Desired Visitor Experience.** Visitors would not typically enter this zone. Should they enter, either unintentionally or to obtain information or assistance, they might encounter maintenance or

administrative buildings, equipment, machinery in operation, loud sounds, and park staff.

***Appropriate Kinds and Levels of Development.***

The facilities that would be found in this zone could include maintenance buildings, vehicle storage facilities, park offices, parking areas, utilities, and artifact storage buildings.

***Appropriate Kinds and Levels of Management Activities.***

Moderate to intensive management in this zone would be directed toward maintenance of its buildings and grounds as well as staging and preparation for maintenance and resource protection activities in other zones.

***Appropriate Kinds and Levels of Visitor Activities.***

Visitors would not typically enter this zone except to obtain information or assistance.

**Historic Resource Zone**

***Description.*** The principal cultural resources of the park would be found in this zone.

***Desired Resource Conditions.*** The historic character represents the period of significance as accurately as possible. Only very minor changes to the historic scene would be necessary to insure basic visitor safety and resource protection.

***Desired Visitor Experience.*** Visitors would experience the historic quality and character defining features of the resource. There would be abundant opportunities for learning the history and significance of the architecture of the structure, events, and people associated with Castillo de San Marcos.

***Appropriate Kinds and Levels of Development.***

The development in this zone would be limited to signage to enhance interpretation of the historic resources and promote visitor safety.

***Appropriate Kinds and Levels of Management Activities.***

Moderate to intensive management in this zone would be directed toward the stabilization and preservation of historic resources and the prevention of deterioration.

***Appropriate Kinds and Levels of Visitor Activities.***

Visitor activities would include viewing the historic structures, artifacts, and photography and participating in interpretive programs and passive leisure use of park grounds. Fee collection would also be an appropriate activity in this zone. Any new or relocated fee collection structure would have to be approved in accordance with Section 106 of the NHPA.

## MANAGEMENT PRESCRIPTIONS MATRIX

	VISITOR SERVICES ZONE	PARK SERVICES ZONE	HISTORIC RESOURCE ZONE
<b>DESCRIPTION</b>	The zone where visitors enter the park, park their cars, pay fees, and obtain information about the park.	The zone where administrative offices and maintenance facilities are found.	The zone where the principal cultural resources of the site are found.
<b>DESIRED RESOURCE CONDITIONS</b>	<ul style="list-style-type: none"> <li>Facilities placed unobtrusively</li> <li>Modified for visitor access</li> <li>Blends with natural &amp; cultural environment</li> </ul>	<ul style="list-style-type: none"> <li>Non-historic buildings and facilities could be found here</li> <li>Modification of the natural environment for administrative purposes would be tolerated</li> <li>Native plantings could be used to screen the area from the principal cultural resources</li> </ul>	<ul style="list-style-type: none"> <li>Reflects the period of significance as accurately as possible</li> <li>Minimal changes for visitor safety and resource protection</li> </ul>
<b>DESIRED VISITOR EXPERIENCE</b>	<ul style="list-style-type: none"> <li>Interact with park staff &amp; other visitors</li> <li>Pay fees</li> <li>Obtain information about resources and programs</li> </ul>	<ul style="list-style-type: none"> <li>Enter this area only for information or assistance</li> <li>Would encounter vehicles, park staff, machinery in operation</li> </ul>	<ul style="list-style-type: none"> <li>Ample opportunities for exploring the fort and surrounding landscape</li> <li>Individual or group experiences possible</li> <li>Discover importance of people and events associated with the site</li> </ul>
<b>LEVELS OF DEVELOPMENT</b>	<ul style="list-style-type: none"> <li>VC with restrooms &amp; drinking water</li> <li>Museum</li> <li>Fee-collection facility</li> <li>Parking &amp; walkways</li> </ul>	<ul style="list-style-type: none"> <li>Administrative &amp; maintenance buildings</li> <li>Parking areas</li> <li>Vehicle storage</li> <li>Utilities</li> </ul>	<ul style="list-style-type: none"> <li>Signage to enhance interpretation and visitor safety</li> </ul>
<b>MANAGEMENT ACTIVITIES</b>	<ul style="list-style-type: none"> <li>Maintenance</li> <li>Fee collection</li> <li>Law enforcement</li> </ul>	<ul style="list-style-type: none"> <li>Maintenance of buildings and grounds</li> <li>Staging of maintenance and resource protection activities</li> </ul>	<ul style="list-style-type: none"> <li>Stabilization</li> <li>Preservation</li> <li>Maintenance</li> <li>Interpretation</li> <li>Fee Collection</li> </ul>
<b>VISITOR ACTIVITIES</b>	<ul style="list-style-type: none"> <li>Entering park grounds</li> <li>Paying fees</li> <li>Obtaining information</li> </ul>	<ul style="list-style-type: none"> <li>Seeking information or assistance</li> </ul>	<ul style="list-style-type: none"> <li>Viewing historic structures and artifacts</li> <li>Photography</li> <li>Participating in interpretive programs</li> <li>Passive leisure pursuits on park grounds</li> </ul>

## ALTERNATIVE MANAGEMENT CONCEPTS

Three potential management strategies (in addition to the No-Action Alternative) are presented here. They offer a variety of strategies for re-establishing a more historic appearance to some of the fort's casemates (interior rooms), the glacis (the sloping grassy area nearest the fort), and the remainder of the landscape.\*

Alternatives B and C respond to Public Law 108-480, signed by President George W. Bush on December 23, 2004. The law, subject to the availability of appropriations and priorities of the NPS's 5-year line-item construction program, authorizes the NPS to design and construct a visitor center for the park in accordance with the preferred alternative of the Final GMP/EIS.

A visitor center was recommended in the park's last Master Plan, approved in February of 1974. While that plan did not recommend a facility wholly owned and operated by the NPS, it did highlight the importance of a partnership with other preservation groups to produce a "unified interpretation of the Saint Augustine/Castillo community" that would be "coherently presented to visitors".

Furthermore, the plan recommended that the visitor center be easily accessible to visitors and within easy reach of the park and the downtown historic area. Alternatives B and C both respond to that recommendation.

It is important to note however, that if a new visitor center is constructed without a commensurate increase in staffing and operating expenses, there could be negative impacts on existing park assets. Impacts are discussed in Chapter 4, Environmental Consequences.

The approval of a GMP does not guarantee that funding and staffing needed to implement the plan will be forthcoming. Funding for capital construction improvements is not currently shown in NPS construction programs. It is not likely that all proposed capital improvements will be fully implemented during the life of this GMP. Larger capital improvements may be phased over several years, and full implementation of the GMP could be many years into the future.

---

\* Throughout this document the term "landscape" is used in the colloquial sense meaning generally the grounds outside the historic and non-historic structures on the site. The term should not be confused with "cultural landscape" which in NPS idiom means "a geographic area, including both cultural and natural resources and the wildlife or domestic animals therein associated with a historic event, activity, or person, or that exhibits other cultural or aesthetic values". The "cultural landscape" of the park has not been fully documented by completion of a Cultural Landscape Report (CLR). It is a principal recommendation of this plan that any changes, restoration, or other treatments applied to this landscape should occur only pursuant to the completion of the CLR, coordination with the Florida State Historic Preservation Officer and compliance with Section 106 of the NHPA.



## **ALTERNATIVE A**

### **No-Action Alternative**

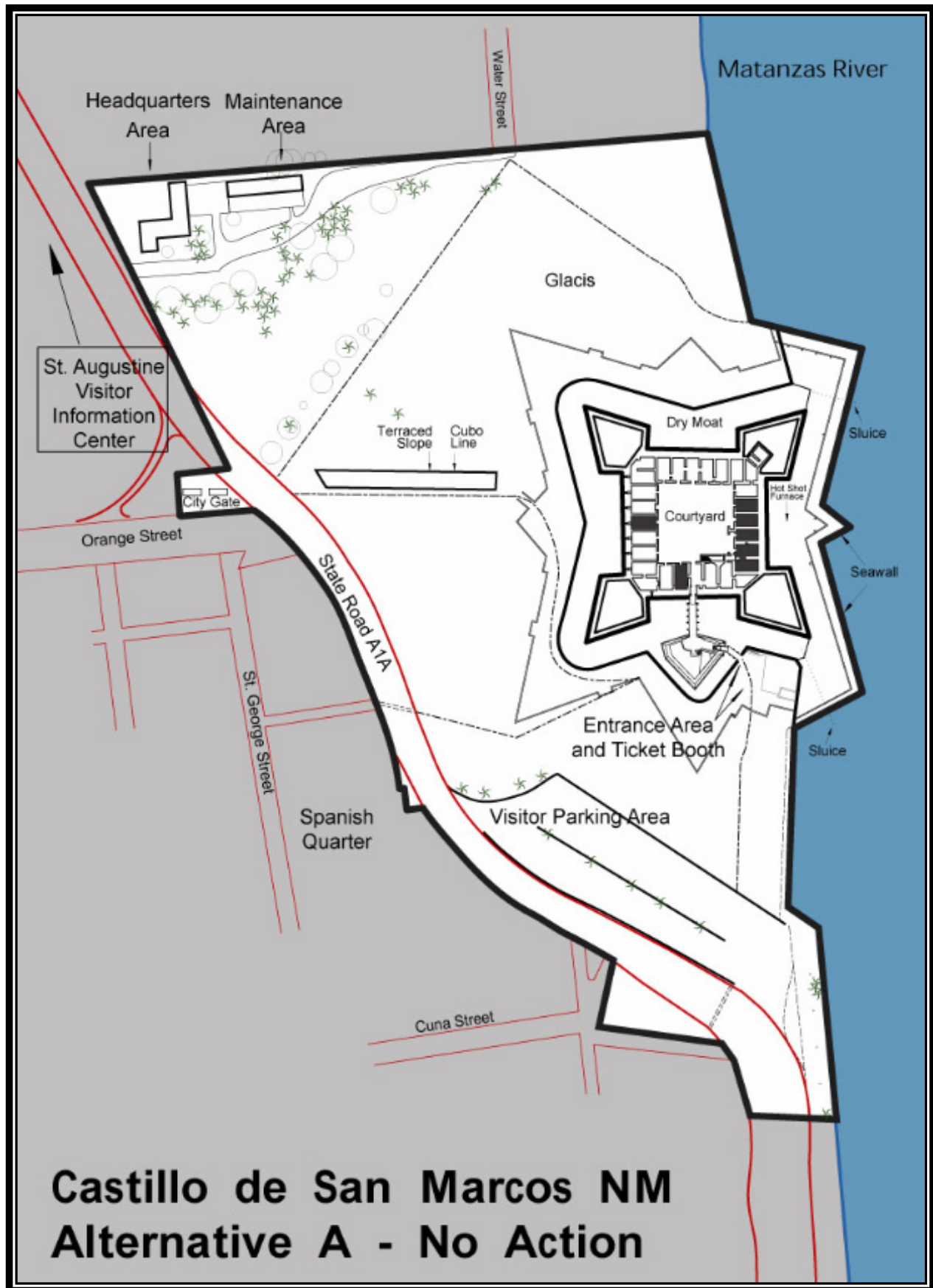
**General Theme.** This alternative, also referred to as the No-Action Alternative, continues current management policies and practices. All non-historic uses of the fort's casemates would remain in the fort and there would be no physical changes to the existing landscape or visitor facilities. Relocation of the ticket booth to a site with less visual impact on the historic scene would be possible under this alternative. There would be no new visitor center constructed under this alternative.

**Visitor Experience.** Visitors would continue to access the fort either by private vehicle using the large visitor parking lot or the new (July 2006) City of St. Augustine parking structure behind its renovated Visitor Information Center, by St. Augustine tourist trains, by foot along the waterfront, along Highway A1A from the north, or from the Spanish Quarter of the historic district. There would be no visitor center, but a variety of interpretive programs would continue to take place mostly inside the fort and most visitor information would be provided inside the fort.

**Resource Conditions.** The landscape, parking lot, and interior of the fort would be maintained in their current condition. Under this and all the alternatives some treatment of the exterior surface of the Castillo de San Marcos walls would be allowed, to prevent unacceptable deterioration and impairment of the historic walls. The exact nature of this treatment is beyond the scope of this plan, but would be determined with the full involvement of the State Historic Preservation Officer (SHPO) and in compliance with all applicable laws and policies.

In all plan alternatives some modern additions to the fort's casemates would remain in place, including the restrooms, the bookstore, and a utilities room. In alternatives B and C the modern additions to two and three of the casemates respectively would be removed and any repairs or restorations made to the resulting

uncovered coquina walls would be accomplished after appropriate consultation with the SHPO of Florida and compliance with the provisions of Section 106 of the NHPA. The impact, if any, on the interior walls of the fort from continued use of its casemates for public comfort and administrative uses is unknown at this time. Therefore, management of the National Monument should seek funding for a team of experts to visit the site and through appropriate observation, analysis, and testing, determine whether these modern additions are having negative impacts on the walls, and if so, recommend strategies and techniques for mitigating them.



## ALTERNATIVE B

**General Theme.** This alternative would implement a phased enhancement of the historic character of the fort and the landscape by removing certain non-historic elements while providing for visitor comfort and increased services. The first phase would remove approximately 2/3 of the existing paved parking lot. Subsequently, in phase 2 of the implementation of the alternative, the park would seek funding through the NPS 5-year line-item construction program to build the visitor center authorized by Public Law 108-480 at the north end of the site. The administrative functions removed from the fort would be relocated to this new facility.

**Visitor Experience.** The emphasis would be on living history. The first Spanish period would be the primary interpretive theme. Secondary themes would include competition between nations for land in the New World, military engineering and weaponry, the British period, and Indian incarcerations.

The visitor would have extensive opportunities to experience the most authentic feeling of being in the historical period through:

- The removal of modern intrusions from some of the fort's casemates and landscape;
- Living history, costumed interpretation, period crafts, and demonstrations.

In addition, the visitor experience would be substantially enhanced through exhibits, videos, demonstrations, and interpretive talks that would be found in the new visitor center to be constructed at the north end of the site.

**Resource Conditions.** Through removal of the visitor parking lot\*, contouring and grassing of the site to match conditions of the existing glacis (the grassy slope closest to the fort walls) and fort green, and removal of administrative

functions from three of the fort's casemates, NPS would attempt to establish a more historic look and feel to the area.

The view of the fort at the entrance would be improved by removing the ticket booth and relocating the ticket sales function to a compatible site in accordance with Section 106 of the NHPA.

The sidewalk along Highway A1A would be widened and benches and wayside exhibits would be added to accommodate expected numbers of visitors and to enhance the experience of visitors walking from the new visitor center at the north end of the site to the fort entrance.

### ***Administrative Uses of the Fort.***

Administrative functions would be removed from three of the fort's casemates. Visitor restrooms and an audio/visual room would remain for the comfort and convenience of visitors and a utilities room would remain for operational purposes. The Eastern National bookstore would also remain in the fort but design of the space could be modified to maximize exposure of the historic fabric. Relocation of the bookstore to a more appropriate casemate may also be considered. All other administrative uses of casemates such as equipment and supplies storage would also remain under this alternative. The casemates from which ranger offices and volunteer facilities are removed would be returned to a more historic appearance.

**Visitor Center.** A new visitor center would be developed at the north end of the site. Displays, films, brochures, and programs would connect the military history of the Castillo de San Marcos to the civilian history portrayed in the Spanish Quarter Museum. The design of the visitor center would conform to the most current policies and concepts with regard to sustainability.

**Parking.** Approximately 2/3 of the visitor parking lot would be removed and the area would be contoured and grassed to match the existing fort green and glacis. The minimum

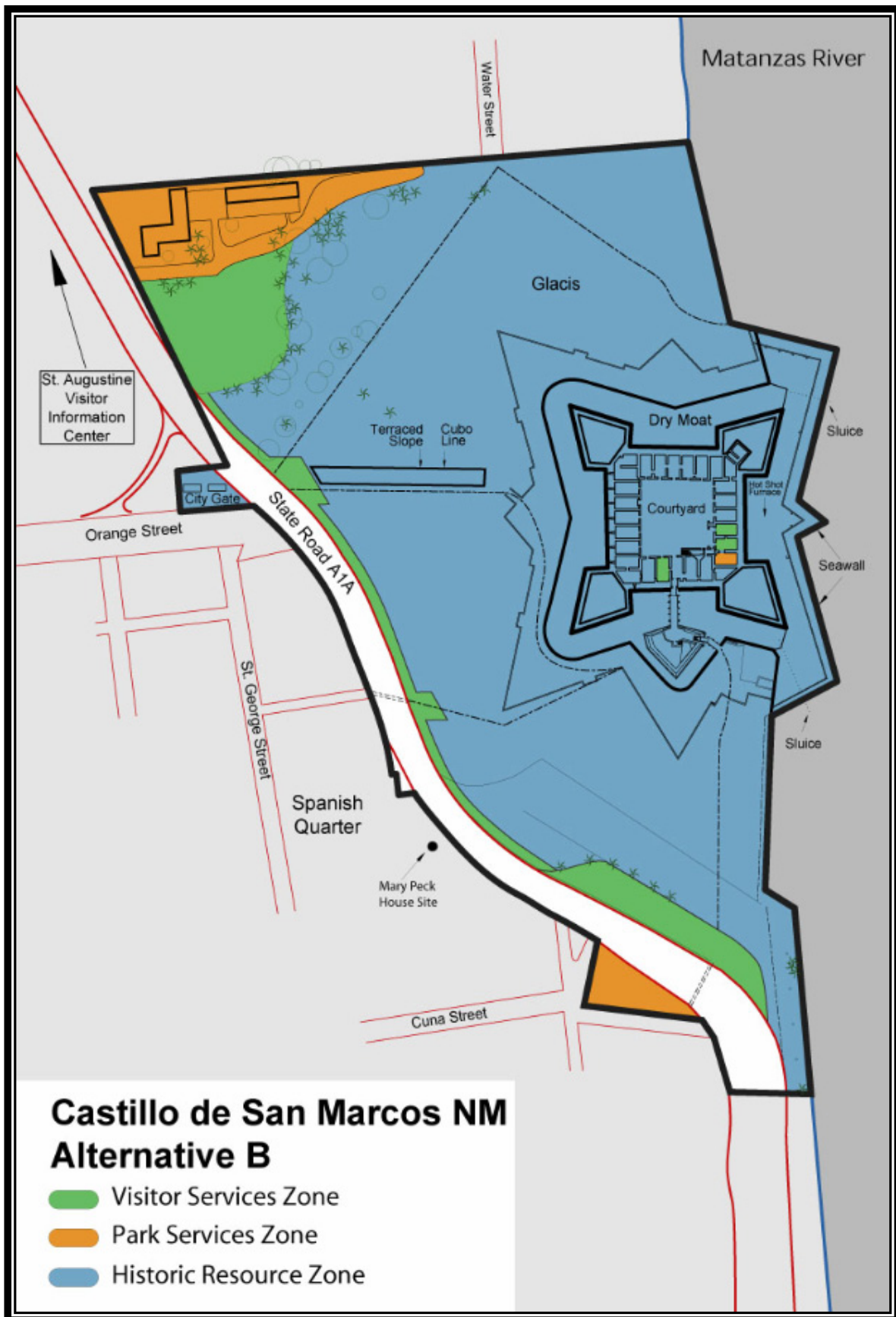
---

\* An adequate amount of paved area would be retained for handicapped designated parking, emergency vehicle access, and drop-off area for the St. Augustine tourist trains.

parking necessary to provide for accessible spaces, St. Augustine trailer train pass through and drop-off, service vehicles and emergency vehicle access would remain. Additional parking is now available in a new city parking structure, completed and opened in July 2006, behind the St. Augustine Visitor Information Center.

***Maintenance Area.*** The maintenance function, facilities, and equipment would remain in the current location. Some landscaping and other screening elements could be installed to insulate the new visitor center from the sounds and activities of the maintenance compound.

***Administrative Headquarters.*** The existing administrative headquarters would remain in its current location.



## ALTERNATIVE C

### Preferred Alternative

Alternative C has been identified as the NPS preferred alternative for the Final GMP/EIS. The process used to select the preferred alternative is known as Choosing by Advantages (CBA). CBA enhances objective decision making by establishing relative degrees of importance to the differences between alternatives rather than by assigning weights to the various rating factors. A more detailed description of the CBA process can be found in Appendix E.

**General Theme.** This alternative, in phase 1, seeks to replace part of the visitor parking lot contour and grass the area to match the existing fort green and glaxis (specific size and configuration would be determined in a later planning and design phase). Like Alternative B, this alternative retains the administrative, maintenance, and facilities management functions in their current locations and, in phase 2, it returns three of the fort's casemates to their previous condition, while locating the visitor center authorized by Public Law 108-480 in a convenient off-site location. The administrative functions removed from the fort would be relocated to this new facility.

**Visitor Experience.** The visitor would have many opportunities to experience an authentic feeling of being in the historical period through:

- Substantial expansion of the fort green and glaxis and removal of modern intrusions from three of the fort's casemates.
- Living history, costumed interpretation, period crafts, and demonstrations.

In addition, the visitor experience would be substantially enhanced through exhibits, videos, demonstrations, and interpretive talks that would be available in the new visitor center.

**Resource Conditions.** Some non-historic administrative functions (ranger offices and a storage area) would be removed from the fort

and those three casemates would be returned to their previous condition. The restrooms, Eastern National Bookstore, and other administrative uses (utilities rooms) of casemates would remain in the fort.

- Administrative offices and the maintenance compound would remain in their current locations at the north end of the site.
- The glaxis and fort green would be expanded by removing a portion of the existing visitor parking lot (specific size and configuration would be determined in a later planning and design phase) and contouring and grassing the area to match existing conditions on the remainder of the site.
- The view of the fort at the entrance would be enhanced by removing the ticket booth and relocating the ticket sales function to a compatible site in accordance with Section 106 of the NHPA.
- The sidewalk from the north end of the site to the south end would be widened slightly to improve the safety of an anticipated increase in visitors walking from the new city parking structure to the fort entrance.

**Administrative Uses of the Fort.** The ranger offices and a storage area would be removed from three casemates in the fort and relocated to a new visitor center to be located off site. The original coquina walls of these casemates would be repaired as necessary.

**Visitor Center.** A new, full-service visitor center would be located in the Spanish Quarter of St. Augustine. One possible location would be vacant land directly across State Road A1A from the north entrance to the current visitor parking lot. Part of this land, currently owned by the City of St. Augustine, is the former site of the Mary Peck<sup>1</sup> house and part is land owned by

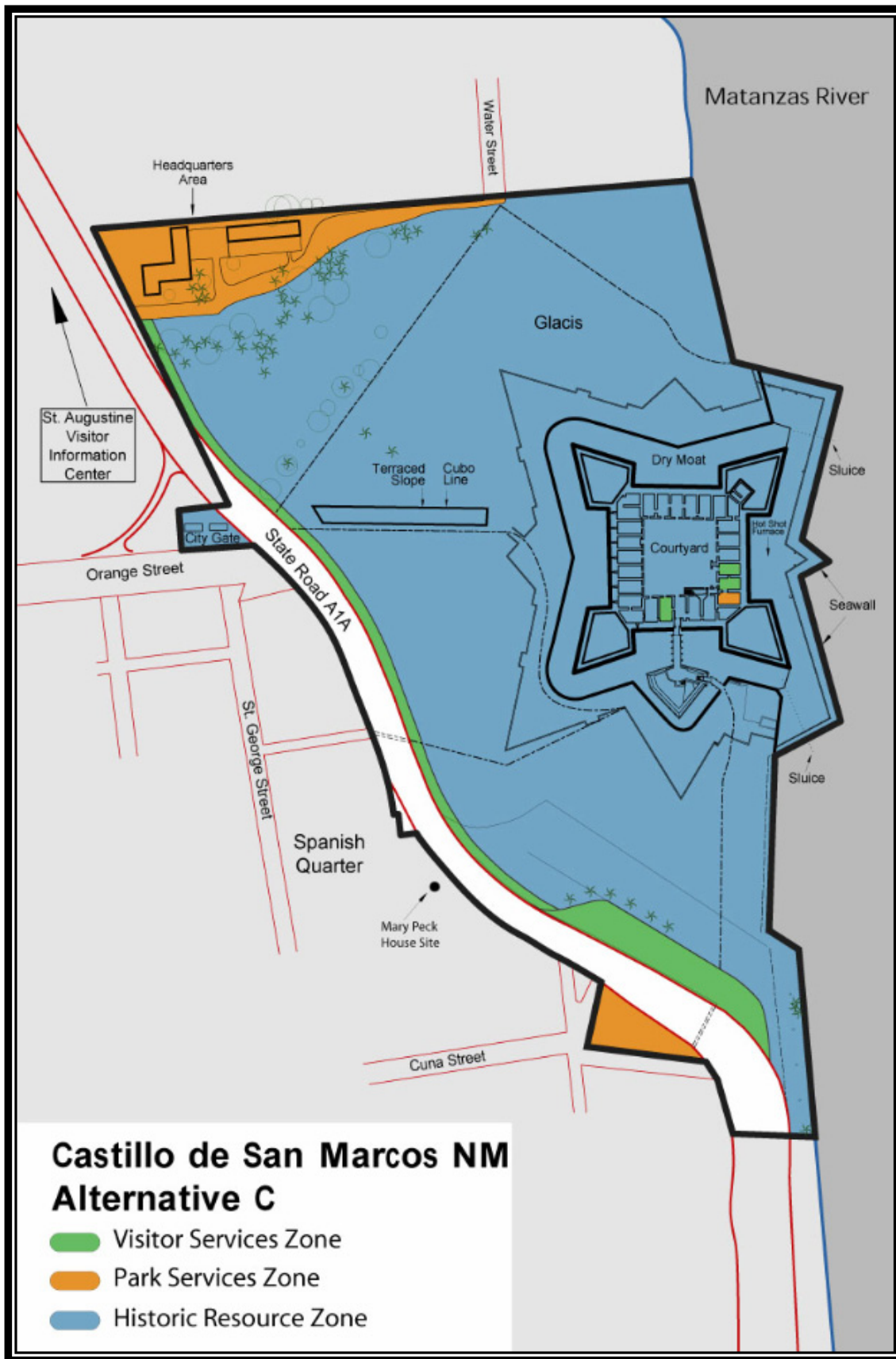
---

<sup>1</sup> The long time home of St. Augustine native, Mary LaVerne Peck, the two-story house was built between 1904 and 1910 and remained a residence throughout its occupancy. The house had been vacant since Peck's death in 1996. It was relocated to Property owned by Historic Tours of America on November 18, 2004.

the State of Florida. Public Law 108-480 provides the authority for expanding the park boundary, acquiring property by donation, purchase, or exchange, and constructing the visitor center. However, provisions of the Federal Land and Water Conservation Fund Act, from which the NPS obtains land acquisition monies, require that land owned by state or local governments be obtained only by donation. The design of the visitor center would conform to the most current policies and concepts with regard to sustainability.

***Parking.*** Part of the visitor parking lot would be removed and the area would be contoured and grassed to match the existing fort green and glaxis (specific size and configuration would be determined in a later planning and design phase). There would be some paved area retained for accessible parking spaces. Additional parking is now available in a new city parking structure, completed and opened in July 2006, behind the St. Augustine Visitor Information Center. The St. Augustine tourist trains would drop off visitors at the new visitor center located off-site.







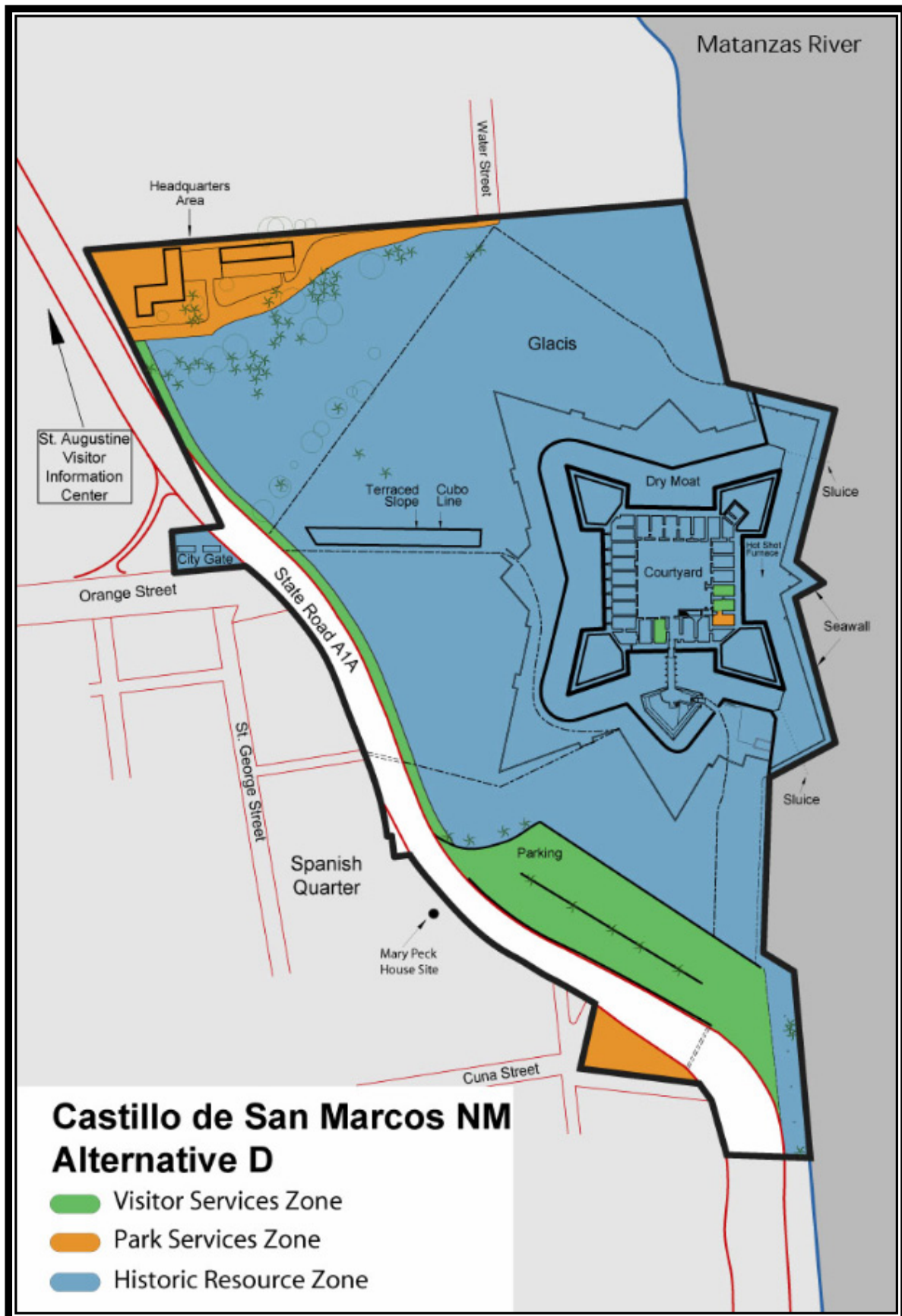
## ALTERNATIVE D

**General Theme.** This alternative would focus on preservation of the fort by removing administrative offices from three casemates and relocating them to a new structure in the Park Services Zone. The casemate walls would be repaired as needed and returned to their previous condition. There would be very little change from existing conditions with respect to the visitor parking lot or the landscape. The ticket booth and sales function would be relocated away from the fort entrance to a site compatible with the NHPA.

**Visitor Experience.** The visitor would have ample opportunities to learn about both the military history of the Castillo de San Marcos and the civilian experience in the Spanish Quarter. These opportunities would occur inside the fort and on the landscape through demonstrations, exhibits, and interpretive talks.

**Resource Conditions.** The ticket booth and sales function would be relocated away from the fort entrance to a site compatible with the NHPA. There would be no other significant changes to the landscape or to the visitor parking lot.

**Parking.** There would be no change from current conditions. The existing parking lot would remain. Additional parking is now available in a new city parking structure, completed and opened in July 2006, behind the St. Augustine Visitor Information Center.



## **COST COMPARISONS**

Cost figures in the following table are presented for the purpose of comparing the GMP/EIS alternative management concepts only. With the exception of the first and last lines in the first section of the table (Basic ONPS Operating Budget for Fiscal Year 2005 and Parking Lot Revenue Lost) all cost figures shown are “Class C” estimates. Class C estimates are generally prepared in advance of actual design work and are typically based on the unit cost of a similar facility. The numbers in the table represent an indication or characterization of potential capital and annual operating expenses for each plan alternative. The bottom row in the table represents all capital and operating expenses over a 30-year period for the entire park. The 30-year period was chosen because it represents the useful life cycle of the new visitor center, which is the largest single new cost in any of the action alternatives.

The construction cost for the proposed visitor center was calculated using the NPS Facility Calculator Software with basic parameters of annual visitation, space requirements, and other factors provided by management and staff of the National Monument. Likewise, the operations and maintenance costs for the visitor center were calculated using a model developed by a consultant for an existing NPS visitor center at Herbert Hoover National Historic Site in Iowa.

The final line of the table shows that Alternatives B and C are identical in cost when all capital and operating expenses for the entire National Monument are shown for the expected 30-year useful life cycle of the visitor center. Alternative D has a life cycle cost approximately \$14 million less than B and C due to the absence of a new visitor center in that alternative. However, the cost table does not show any offsetting economic benefits that might accrue to

both the National Monument and the City of St. Augustine as a result of the construction of a visitor center. For example, a new visitor center in the Spanish Quarter of St. Augustine would add an additional attraction to the mix of shops, museums, and food venues already there. Such a facility could cause visitors to spend more time in the area and with more time comes greater expenditures on food, souvenirs, and lodging.

<b>Total Cost (Capital &amp; Operating) of Alternatives<sup>1</sup></b>				
<b>Cost Item</b>	<b>Alternative A</b>	<b>Alternative B</b>	<b>Alternative C</b>	<b>Alternative D</b>
<b>Basic ONPS Operating Budget for Fiscal Year 2005</b>	\$1,483,000.00	\$1,483,000.00	\$1,483,000.00	\$1,483,000.00
<b>Visitor Center Construction<sup>2</sup></b>	\$0.00	\$4,550,000.00	\$4,550,000.00	\$0.00
<b>Annual Operating Costs for VC<sup>3</sup></b>	\$0.00	\$299,000.00	\$299,000.00	\$0.00
<b>New administrative offices</b>	\$0.00	\$0.00	\$0.00	\$745,200.00
<b>Remove Non-Historic Casemate Structures and Furnishings</b>	\$0.00	\$12,000.00	\$12,000.00	\$12,000.00
<b>Remove Portions of Visitor Parking Lot and Grade Site to Match Existing Contours</b>	\$0.00	\$250,000.00	\$250,000.00	\$0.00
<b>Annual Loss of Parking Revenue<sup>4</sup></b>	\$0.00	\$50,000.00	\$50,000.00	\$0.00
<b>Total One Time Costs</b>	<b>\$0.00</b>	<b>\$4,812,000.00</b>	<b>\$4,812,000.00</b>	<b>\$757,200.00</b>
<b>Total Annual Costs</b>	<b>\$1,483,000.00</b>	<b>\$1,832,000.00</b>	<b>\$1,832,000.00</b>	<b>\$1,483,000.00</b>
<b>Total 30-year Costs</b>	<b>\$44,490,000 .00</b>	<b>\$59,772,000.00</b>	<b>\$59,772,000.00</b>	<b>\$45,247,200.00</b>

<sup>1</sup>The approval of a GMP does not guarantee that funding and staffing needed to implement the plan will be forthcoming. Funding for capital construction improvements is not currently shown in NPS construction programs. It is not likely that all proposed capital improvements will be fully implemented during the life of this GMP. Larger capital improvements may be phased over several years, and full implementation of the GMP could be many years into the future.

<sup>2</sup>If land cannot be obtained by donation in Alternative C, then acquisition costs would have to be added to the total cost of the alternative. Current land costs in the historic district of St. Augustine would result in an additional \$1.0 - \$1.5 million. Current law prohibits the NPS from purchasing land from state or local governments.

<sup>3</sup>Includes staffing, custodial, recurring and preventive maintenance, and utilities

<sup>4</sup>Approximately \$50,000 per year. Total 30-year cost would be \$1,500,000.

## POTENTIAL BOUNDARY ADJUSTMENT

Public Law 95-625, the 1978 National Parks and Recreation Act, requires, among other things, that all GMP/EISs address indications of potential boundary modifications. In that regard, the owners of a 1-acre parcel adjacent to the northeast boundary of the park and containing a 5,600 square foot single family residence constructed in 1906, approached their congressional representative about selling the property to NPS. The representative has expressed interest in seeing the NPS own the property.

## ALTERNATIVES CONSIDERED BUT REJECTED

The planning team developed and considered an alternative that would have placed a full service visitor center in the current visitor parking lot. This idea was rejected because numerous public comments pointed out that a substantial structure in the parking lot would adversely affect the impressive sight of the fort that one gets either walking up to the site or driving along A1A from the south and the visual impact it may have looking from the gun deck.

Adaptively renovating the current headquarters building for use as both an administrative facility and visitor center was also considered. This idea was rejected for the following reasons:

- The building has recently been repaired and renovated including a new roof, a new conference room adapted from former artifact storage space, and new air conditioning.
- The building is a Mission 66 structure nearing fifty years of age potentially making it eligible for listing on the National Register of Historic Places. Such designation could increase the cost and complexity of adapting it for the proposed use.
- To adapt the building for two functions would involve either adding a second story or increasing the structure's footprint. Either of these options would likely cost substantially more than building a new facility.

Another alternative would have placed a somewhat smaller visitor contact station within the visitor parking lot. Although the cost of this facility would have been less than the full service visitor center, its visual impact would not have been substantially less and therefore this alternative was also rejected for reasons previously cited.

The removal of all modern uses from the fort's casemates and all parking area from the south end of the site was the last rejected alternative. The rationale for this alternative was to return the site to a historic appearance to the maximum possible degree. This alternative was rejected because of numerous public comments related to retaining restrooms and parking for disabled or elderly visitors.

### **MITIGATIVE MEASURES COMMON TO ALL ALTERNATIVES**

Congress charged the NPS with managing the lands under its stewardship "in such manner and by such means as will leave them unimpaired for the enjoyment of future generations" (NPS Organic Act, 16 USC 1). As a result, the NPS routinely evaluates and implements mitigation whenever conditions occur that could adversely affect the sustainability of national park system resources.

To ensure that implementation of the action alternatives protects natural and cultural resources and the quality of the visitor experience, mitigative measures would be applied to actions proposed in this plan. The NPS would prepare appropriate environmental review (i.e., those required by NEPA, NHPA, and other relevant legislation) for these future actions. As part of the environmental review, the NPS would avoid, minimize, and mitigate adverse impacts when practicable. The implementation of a compliance monitoring program could be considered to stay within the parameters of NEPA and NHPA compliance documents, U.S. Army Corps of Engineers Section 404 permits, etc. The compliance-monitoring program would oversee these mitigative measures and would include reporting protocols.

The following mitigation measures and best management practices would be applied to avoid or minimize potential impacts from implementation of the alternatives. These measures would apply to all alternatives.

### **Cultural Resources**

The NPS would preserve and protect, to the greatest extent possible, the cultural resources of the park. Specific mitigation measures include the following:

- Continue to develop inventories for and oversee research about archeological and historical resources to better understand and manage the resources. Continue to manage cultural resources and collections following federal regulations and NPS guidelines. Inventory the park's collection and keep in a manner that would meet NPS curatorial standards.
- Avoid adverse impacts through the use of the *Secretary of the Interior's Standards for Archeology and Historic Preservation*. If adverse impacts could not be avoided, mitigate these impacts through a consultation process with all interested parties.

- Inventory all unsurveyed areas in the park for archeological, historical, and ethnographic resources as well as cultural and ethnographic landscapes.
- Document cultural landscapes in the park and identify appropriate treatments.
- Conduct additional background research, resource inventory, and national register evaluation where information about the location and significance of cultural resources is lacking. Incorporate the results of these efforts into site-specific planning and compliance documents.
- Mitigation measures include documentation according to standards of the Historic American Buildings Survey/Historic American Engineering Record/Historic American Landscape Survey (HABS/HAER/HALS) as defined in the Re-engineering Proposal (October 1, 1997). The level of this documentation, which includes photography, archeological data recovery, and/or a narrative history, would depend on significance (national, state, or local) and 70 individual attributes (an individually significant structure, individual elements of a cultural landscape, etc.) and be determined in consultation with the SHPO. In addition, the historical alteration of the human environment and reasons for that alteration would be interpreted to visitors.
- Wherever possible, locate projects and facilities in previously disturbed or existing developed areas. Design facilities to avoid known or suspected cultural resources.
- Whenever possible, modify project design features to avoid effects on cultural resources. New developments would be relatively limited and would be located on sites that blend with cultural landscapes and not adjacent to ethnographic resources. If necessary, use vegetative screening as appropriate to minimize impacts on cultural landscapes and ethnographic resources.

- Strictly adhere to NPS standards and guidelines on the display and care of artifacts. This would include artifacts used in exhibits in the visitor center. Irreplaceable items would be kept above the 500-year floodplain. This means that no irreplaceable items would be kept at the park.

### ***Landscape***

Mitigative measures are designed to minimize visual intrusions. These include the following:

- Design, site, and construct facilities to avoid or minimize adverse effects on natural and cultural resources and visual intrusion into the natural and/or cultural landscape.
- Provide vegetative screening, where appropriate.

### **Natural Resources**

#### ***Water Resources***

- To prevent water pollution during construction, use erosion control measures, minimize discharge to water bodies, and regularly inspect construction equipment for leaks of petroleum and other chemicals.

### **Visitor Experience**

- Implement an interpretation and education program. Continue directional signs and education programs to promote visitor understanding.
- Conduct an accessibility study to understand barriers to programs and facilities. Based on this study, implement a strategy to provide the maximum level of accessibility.

### **Sustainable Design and Aesthetics**

- Projects would avoid or minimize adverse impacts on natural and cultural resources. Development projects (e.g., buildings, facilities, utilities, roads, bridges, trails) or reconstruction projects (e.g., road reconstruction, building rehabilitation, utility upgrades) would be designed to work

in harmony with the surroundings, particularly in historic districts. Projects would seek to reduce, minimize, or eliminate air and water pollution. Projects would be sustainable whenever practicable, by recycling and reusing materials, by minimizing the amount of materials, and by minimizing energy consumption during the project and throughout the lifespan of the project.

### **CONSISTENCY WITH SECTIONS 101(B) AND 102(1) OF THE NATIONAL ENVIRONMENTAL POLICY ACT**

The NPS requirements for implementing NEPA include an analysis of how each alternative meets or achieves the purposes of NEPA, as stated in sections 101(b) and 102(1). Each alternative analyzed in a NEPA document must be assessed as to how it meets the following purposes:

1. fulfill the responsibilities of each generation as trustee of the environment for succeeding generations;
2. assure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings;
3. attain the widest range of beneficial uses of the environment without degradation, risk to health or safety, or other undesirable and unintended consequences;
4. preserve important historic, cultural, and natural aspects of our national heritage, and maintain, wherever possible, and environment which supports diversity, and variety of individual choices;
5. achieve a balance between population and resource use which will permit high standards of living and a wide sharing of life's amenities; and
6. enhance the quality of renewable resources and approach the maximum

attainable recycling of depletable resources.

Council on Environmental Quality's Regulation 1500.2 establishes policy for federal agencies' implementation of NEPA. Federal agencies shall, to the fullest extent possible, interpret and administer the policies, regulations, and public laws of the United States in accordance with the policies set forth in NEPA (sections 101(b) and 102(1)).

The differences between the alternatives regarding purpose 1 are not appreciable. Purpose 1 is satisfied by all of the alternatives because Castillo de San Marcos National Monument is already a unit of the national park system and the NPS would continue to fulfill its responsibilities to protect this area for future generations. Purpose 6 also was determined to be not applicable to this study as these programs are outside the scope of a GMP/EIS.

Alternative A partially meets the purposes because it does preserve the historic resources of the park. Alternative A does not, however, meet all of the criteria. The retention of the visitor parking lot, ticket booth, and non-historic administrative uses of the fort and not addressing the need for a visitor center would continue to have impacts on visitor experience, landscapes, and the fort (see the "Environmental Consequences" chapter). Purposes 2, 3, 4, and 5 are not fully addressed by Alternative A.

Alternative B meets the purposes overall, to some degree, and only partially meets purpose 2 with respect to assuring aesthetically and culturally pleasing surrounding. A visitor center is proposed to be constructed on the fort green just south of the existing headquarters. The visitor center could introduce visual intrusions to the landscape. This alternative does assure for safe surroundings by greatly reducing the size of the visitor parking lot and widening sidewalks along the road. The visitor center would provide the opportunity for an orientation to the park possibly resulting in a safer visit. The orientation would also serve to educate visitors on how they can help preserve the resources. Reduction of the visitor parking lot would

enhance the views of the landscape assuring an aesthetically and culturally pleasing surrounding. Some non-historic administrative functions would be removed from the fort helping to preserve it.

Alternative C meets all six purposes overall. Purposes 2 and 3 are slightly compromised with the proposal to build a visitor center across the street from the park in the Spanish Quarter. An off site location would require visitors to cross the street to visit the park and may impact safety. There are traffic lights and walk signals at two locations near the proposed visitor center site that would help to alleviate the safety issue. This alternative does enhance safe surroundings by greatly reducing the size of the visitor parking lot and widening sidewalks along the road. The visitor center would provide the opportunity for an orientation to the park possibly resulting in a safer visit. The orientation would also serve to educate visitors on how they can help preserve the resources. Reduction of the visitor parking lot would enhance the views of the landscape assuring an aesthetically and culturally pleasing surrounding. Some non-historic administrative functions would be removed from the fort, thereby enhancing its preservation.

Alternative D meets the purposes overall, to some degree, and only partially meets purposes 2 and 3 with respect to assuring aesthetically and culturally pleasing surrounding and safety. Purpose 2 is compromised by retaining the visitor parking lot which is a visual intrusion into the landscape and is a concern for safety. Some non-historic administrative functions would be removed from the fort helping to preserve it. Not addressing the need for a visitor center would continue to have impacts on visitor experience, opportunities for extensive orientation to the park that could possibly result in a safer visit, and visitor orientation that would serve to educate visitors on how they can help preserve the resources.

## **ENVIRONMENTALLY PREFERRED ALTERNATIVE**

The NPS is required to identify the environmentally preferred alternative in its NEPA documents for public review and comment. The NPS, in accordance with the Department of the Interior policies contained in the Department Manual and the CEQ's Forty Questions, defines the environmentally preferred alternative as the one that best promotes the national environmental policy expressed in NEPA. The CEQ's Forty Questions further clarifies the identification of the environmentally preferred alternative stating, "simply put, this means the alternative that causes the least damage to the biological and physical environment; it also means the alternative which best protects, preserves, and enhances historic, cultural, and native processes."

Within the boundary of the park there are no common natural resources as defined by NPS policies. The 20-acre site has been modified throughout its history by human activity. There are no free-flowing streams, wetlands, forests, or other naturally occurring ecosystems here. Therefore, management activities with respect to the biological environment within the park boundaries are limited to those with potential impacts on water quality and floodplains.

Alternative C best protects, preserves, and enhances historic and cultural processes by greatly reducing the area of the existing paved visitor parking lot resulting in much less visual intrusion on the landscape of the monument and provides the opportunity to restore the cultural scene. New construction in this alternative is proposed outside of the current boundary most likely on a previously disturbed site, therefore having a negligible contribution toward visual intrusion on the park landscape negligible impacts to the biological environment. It would, however, have the potential to disturb the physical environment of its nearby surroundings. The ticket booth would be removed from the entrance to the fort and some non-historic administrative uses of the fort would be removed helping to enhance the aesthetics and protect the fabric of the fort, respectively.



## ENVIRONMENTAL CONSEQUENCES TABLE

Consequences On...	Alternative A No-Action	Alternative B	Alternative C (Preferred)	Alternative D
<b>Natural Resources</b>				
<i>Water Quality</i>	The water quality analysis identified possible existing effects on water quality to Matanzas Bay (adjacent to the park boundary) associated with one existing parking area. Current conditions with the parking lot constructed of impervious materials and vehicles in the parking lot causes <i>negligible adverse</i> impacts on the water quality of Matanzas Bay.	This alternative would result in <i>negligible adverse long-term</i> impacts to water quality to Matanzas Bay due to the offsetting impacts of reducing and adding areas of impermeable surfaces.	This alternative would result in <i>negligible beneficial long-term</i> impacts to water quality to Matanzas Bay due to reducing the area of impermeable surfaces and therefore reducing the amount of runoff.	This alternative would result in <i>negligible adverse long-term</i> impacts to water quality to Matanzas Bay due to the area of impermeable surfaces and the possibility of vehicle pollutants as well as increased runoff.
<i>Floodplains</i>	There are no changes in development under this alternative. This alternative would result in <i>negligible long-term adverse</i> impacts on floodplain values for the park and surrounding areas.	Changes to development include the construction of a visitor center immediately south of the headquarters and a reduction in the paved parking area. These changes would occur in regulatory floodplains. Although the reduction of paved parking would have a <i>negligible beneficial</i> impact on floodplains, the visitor center would have <i>negligible adverse</i> impacts. There is no alternative to placing structures in the floodplain.	Changes to development include the construction of a visitor center outside the current park boundary and a reduction in the paved parking area. These changes would occur in regulatory floodplains. Although the reduction of paved parking would have a <i>negligible beneficial</i> impact on floodplains, the visitor center would have <i>minor adverse</i> impacts. There is no alternative to placing structures in the floodplain.	There are no changes in development under this alternative. This alternative would result in <i>negligible long-term adverse</i> impacts on floodplain values for the park and surrounding areas.
<b>Cultural Resources</b>				
<i>Archeological Resources</i>	Resources would continue to experience <i>beneficial</i> impacts due to the established resource protection measures for the identification and treatment of archeological	Construction associated with a visitor center immediately south of the park headquarters, widening of the sidewalk, and removal of the	Construction associated with a visitor center outside the current park boundary, removal of the existing parking lot surface, and widening of the sidewalk could result	Resources would continue to experience <i>beneficial</i> impacts due to the established resource protection measures for the identification and treatment of archeological

Consequences On...	Alternative A No-Action	Alternative B	Alternative C (Preferred)	Alternative D
	resources that the NPS follows.	existing parking lot surface could result in the disturbance of archeological resources.  Despite impacts associated with construction, resources would continue to experience <i>beneficial</i> impacts due to the established resource protection measures for the identification and treatment of archeological resources that the NPS follows.	in the disturbance of archeological resources.  Despite impacts associated with construction, resources would continue to experience <i>beneficial</i> impacts due to the established resource protection measures for the identification and treatment of archeological resources that the NPS follows.	resources that the NPS follows.
<b>Landscapes</b>	Retaining the parking lot would result in a continued <i>major adverse</i> impact on historic views and the landscape.  The continued existence of the ticket booth, located in front of the entrance to the fort, would result in a <i>moderate adverse</i> impact.	The reduction of the size of the parking lot, the removal of the ticket booth, and the construction of a visitor center are important elements. The impacts of this alternative on the historic views and landscape of the park would be <i>moderate to major, long-term, and beneficial</i> .	The reduction of the size of the parking lot and the removal of the ticket booth are important elements. The impacts of this alternative on the historic views and landscape of the park would be <i>major, long-term, and beneficial</i> .	By retaining the parking lot, the impacts of this alternative on the historic views and landscape of the park would continue to be <i>major, long-term, and adverse</i> .
<b>Historic Structures</b>	Historic structures would continue to be protected as required by law. However, no further direction for future use and interpretation of these structures would be developed and their educational potential would go unrealized. In addition, there could be deterioration and loss of the historic fabric as a result of natural deterioration and ongoing human interaction.	Removing three of seven non-compatible, non-historic uses of casemates from the fort would result in <i>minor beneficial</i> impacts on the historic resources of the park.	Removing two of seven non-compatible, non-historic uses of casemates from the fort would result in <i>minor beneficial</i> impacts on the historic resources of the park.	Removing three of seven non-compatible, non-historic uses of casemates from the fort would result in <i>minor beneficial</i> impacts on the historic resources of the park.
<b>Visitor Use and Experience</b>	The No-Action Alternative would continue to provide visitors with educational and self-	Provides visitors with additional interpretive opportunities as well as providing for a continuation of the	Provides visitors with additional interpretive opportunities as well as providing for a continuation of the	Alternative D would not address the need for a visitor center and would retain the visitor parking lot.

Consequences On...	Alternative A No-Action	Alternative B	Alternative C (Preferred)	Alternative D
	exploration opportunities. The existing levels of visitor facilities would be continued with no plans for expanded visitor facilities. This alternative would have <i>moderate to major, long-term, and adverse</i> effects on visitor use and experience.	glacis. Visitor facilities would be expanded to include a visitor center. This alternative would have <i>moderate to major, long-term, and beneficial</i> effects on visitor use and experience.	glacis. Visitor facilities would be expanded to include a visitor center. This alternative would have <i>major, long-term, and beneficial</i> effects on visitor use and experience.	This alternative would have moderate to <i>major, long-term, and adverse</i> effects on visitor use and experience.
<b>Socioeconomic Environment</b>				
<i>Operation of the Park</i>	Socioeconomic impacts to the local area resulting from the operation of the park would reflect existing conditions and hence would be <i>minor, long-term, and beneficial</i> .	Socioeconomic impacts to the local area resulting from the operation of the park and new visitor center would be <i>minor, long-term, and beneficial</i> .	Same as Alt. B	Same as Alt. B
<i>Tourism and Recreation</i>	A <i>moderate, beneficial, and long-term</i> effect on the park's contribution to local tourism and recreation. In addition, it would continue to provide important economic benefits to the regional economy in the form of tourism expenditures. Therefore, it would have a minor, beneficial, and long-term impact on the regional tourism economy.	Same as Alt. A	Same as Alt. A	Same as Alt. A
<b>Operational Efficiency</b>	No substantial change in operations of the park. At current staffing levels and with increasing visitation, operational efficiency in providing for visitors and park resources would be increasingly diminished. Thus, a result in impacts that is <i>minor, long-term, and adverse</i> .	Beneficial impacts resulting from a new visitor center next to the park headquarters and the benefits of reducing the size of the parking lot would be <i>moderate, long-term, and beneficial</i> when additional staffing needs are taken into consideration.	The benefits of reducing the size of the parking lot and introducing a visitor center in the Spanish Quarter result in impacts that are <i>minor to moderate, long-term, and beneficial</i> to operational efficiency.	Impacts to operational efficiency resulting from the retention the parking lot and relocating some administrative functions from the fort to a new structure would result in impacts that are <i>minor, long-term, and beneficial</i> to operational efficiency.

