

National Park Service
U.S. Department of the Interior

Northeast Region
Park Planning and Special Studies



Prison Ship Martyrs' Monument Special Resource Study

December 2021





EXECUTIVE SUMMARY

Public Law 113-291, the National Defense Authorization Act for Fiscal Year 2015, authorized the Secretary of the Interior to conduct a Special Resource Study regarding the national significance, suitability, and feasibility of the Prison Ship Martyrs' Monument located in Fort Green Park, Brooklyn, New York for potential designation as a unit of the national park system. The study only analyzes the Prison Ship Martyrs' Monument and associated landscape including the upper and lower plazas and connecting staircase (including crypt). The remainder of Fort Greene Park is not part of this study and is not being considered for inclusion within the national park system. This report constitutes the results of the study undertaken by the National Park Service (NPS).

This study, in accordance with previous legislation (Public Law 105-391) establishing the criteria to be used in such analyses and reflecting current NPS Management Policies, examines the national significance of the Prison Ship Martyrs' Monument (the Monument), its suitability and feasibility for potential designation as a unit of the national park system, and the need for NPS management of the resource versus management by other public or private entities. The study process is usually truncated if a negative finding is made for any of the criteria.

On June 30, 1902, Congress passed an act (32 Stat. 747) that provided \$100,000 towards designing and constructing a large commemorative structure in Fort Greene Park to memorialize the Revolutionary War prison ship martyrs. Dedicated on November 15, 1908, the Prison Ship Martyrs' Monument, designed by the architectural firm of McKim, Mead, and White, serves as a memorial to the more than 11,500 men and women who perished while being held captive aboard British prison ships in Wallabout Bay from 1776 to 1783.

Chapter 1 of this report describes the purpose and background of the study, including the criteria used by the NPS to determine if a resource is eligible for potential designation as a unit of the national park system. The chapter concludes with a brief description of the study area. Chapter 2 provides a description of the design of the Prison Ship Martyrs' Monument, its associated resources, and current visitor experiences and opportunities. Chapter 3 provides the analysis to determine if the Monument meets the various criteria for potential designation. Assessments of national significance, suitability, feasibility, and need for direct NPS management are presented. Chapter 4 describes the required consultation and coordination that occurred during the study, including a summary of public meetings and written communications.

To be recommended as a new unit of the National Park Service, an area must be nationally significant, suitable, feasible, and have the need for direct NPS management.

National Significance Finding: The Prison Ship Martyrs' Monument, while indirectly associated with a national significant historic event, is strictly a commemorative property that does not bear direct witness to the historic event in which it commemorates – a requirement of the National Historic Landmark criteria used to evaluate the national significance of potential new parklands. The criteria requires that sites have not only historical or cultural significance but also a high degree of integrity of location, design, and setting. Cemeteries and other properties that are commemorative of events unrelated to their sites, such as the Prison Ship Martyrs' Monument, do not ordinarily qualify for designation. In addition, the Monument does not possess extraordinary national significance on its own design merit, tradition, or symbolic value when compared to other sites. The NPS finds that the Prison Ship Martyrs' Monument would not qualify as a National Historic Landmark, and therefore, does not meet the national significance criteria.

Suitability Finding: Because the Prison Ship Martyrs' Monument does not meet the criteria for national significance, suitability was not considered.

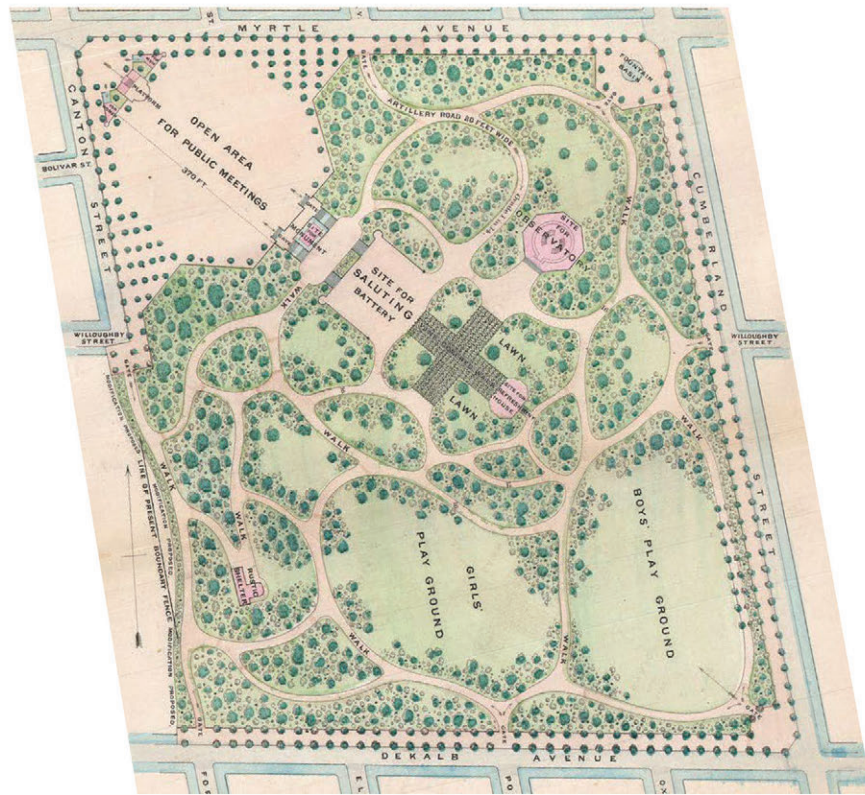
Feasibility Finding: Because the Prison Ship Martyrs' Monument does not meet the criteria for national significance, feasibility was not considered.

Need for Direct NPS Management Finding: Because the Prison Ship Martyrs' Monument does not meet the criteria for national significance, the need for direct NPS management was not considered in detail. Preliminary investigations indicate a negative finding would be likely.

Based on the analysis conducted during the study, the NPS concludes that the Prison Ship Martyrs' Monument does not meet the criteria to be eligible as a new unit of the national park system. Recognizing these findings, this study does not investigate management alternatives and no additional environmental compliance will be performed. The study will be concluded by the Secretary of the Interior transmitting this report to Congress.

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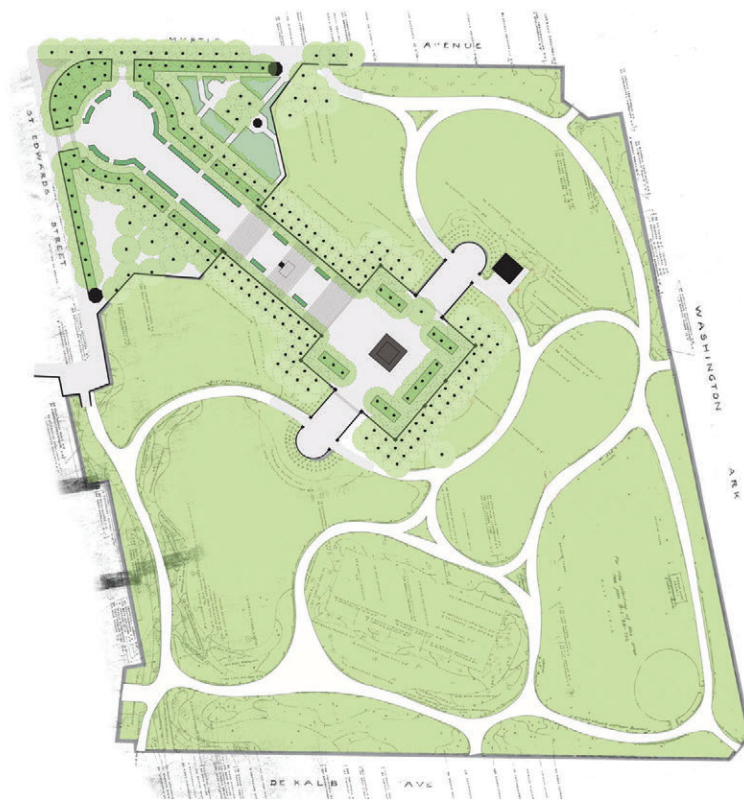
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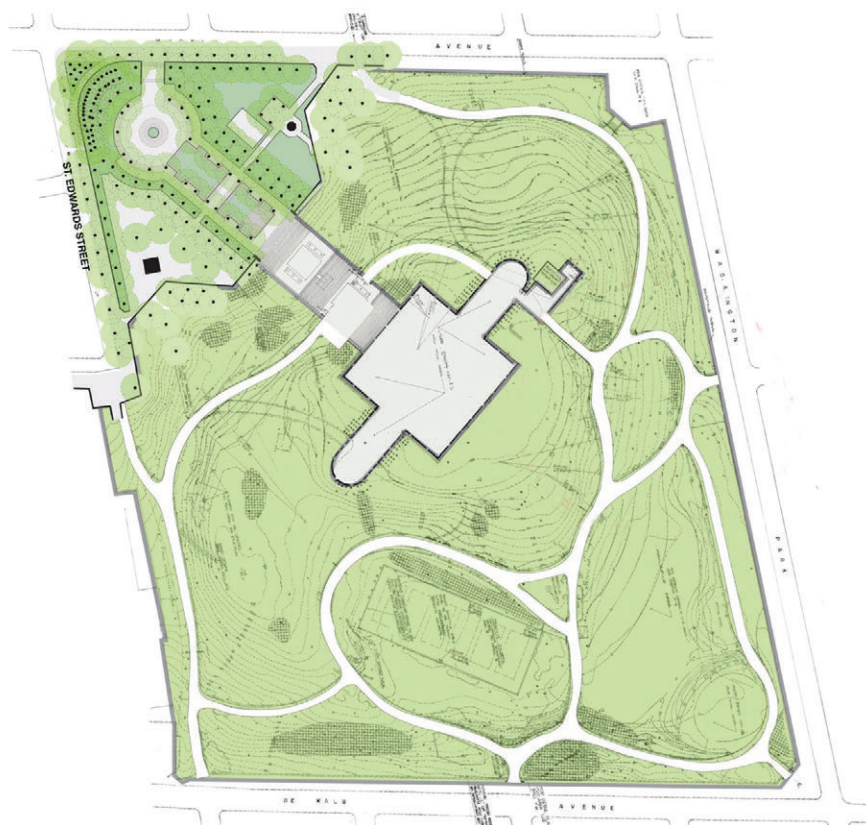
1867 Olmsted & Vaux Plan - Known as 'Washington Park'



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Olmsted and Vaux Monument - 1868.



McKim, Mead, and White Built Monument - 1908.

CHAPTER 1

INTRODUCTION AND STUDY PROCESS

On December 19, 2014, President Obama approved H.R. 3979, the National Defense Authorization Act for Fiscal Year 2015, as Public Law 113-291. The Act instructed the National Park Service (NPS) to explore the possibility of adding the Prison Ship Martyrs' Monument as a new unit of the national park system. This report constitutes the results of the study undertaken by an interdisciplinary team of professionals within the Northeast Regional Office of the National Park Service.

Study Criteria

Areas comprising the present 419 units of the national park system are cumulative expressions of a single national heritage. Potential additions to the system should, therefore, contribute in their own special way to a system that fully represents the broad spectrum of natural and cultural resources that characterize our nation. The NPS is responsible for conducting professional studies of potential additions to the national park system when specifically authorized by an Act of Congress, and for making findings regarding new areas to the Secretary of the Interior, the President, and Congress. Public Law 105-391 outlines criteria for potential units of the national park system. To receive a favorable finding from the NPS, a proposed addition to the national park system must:

1. possess nationally significant natural or cultural resources;
2. be a suitable addition to the system;
3. be a feasible addition to the system; and
4. require direct NPS management, instead of alternative protection by other public agencies, tribes, or the private sector.

These criteria are designed to ensure that the national park system includes only the most outstanding examples of the nation's natural and cultural resources. They also recognize that there are other alternatives, short of designation as a unit of the national park system, for preserving the nation's outstanding resources. The study process is usually truncated if a negative finding is made for any of the criteria.

An area or resource may be considered nationally significant if it is an outstanding example of a particular type of resource; possesses exceptional value or quality in illustrating or interpreting the natural or cultural themes of our nation's heritage; offers superlative opportunities for public enjoyment or for scientific study; and retains a high degree of integrity as a true, accurate, and relatively unspoiled example of a resource. National significance for cultural resources, such as the Prison Ship Martyrs' Monument, is evaluated by applying the National Historic Landmarks criteria contained in Title 54 of the Code of Federal Regulations Part 65.

An area may be considered suitable for potential addition to the national park system if it represents a natural or cultural resource type that is not already adequately represented in the system, or is not comparably represented and protected for public enjoyment by other federal agencies; tribal, state, or local governments; or the private sector. The suitability evaluation, therefore, is not limited solely to units of the national park system, but includes evaluation of all comparable resource types protected by others.

Suitability is determined on a case-by-case basis by comparing the resources being studied to other comparably managed areas representing the same resource type, while considering differences or similarities in the character, quality, quantity, or combination of resource values. The suitability analysis also addresses the rarity of the resources, interpretive and educational potential, and similar resources already protected in the national park system or in other public or private ownership. The comparison results in a determination of whether the potential new area would expand, enhance, or duplicate resource protection or visitor use opportunities found in other comparably managed areas.

To be feasible as a new unit of the national park system, an area must be of sufficient size and appropriate configuration to ensure sustainable resource protection and visitor enjoyment (taking into account current and potential impacts from sources beyond its boundaries), and be capable of efficient administration by the NPS at a reasonable cost. In evaluating feasibility, the NPS considers a variety of factors, such as: size; boundary configurations; current and potential uses of the study area and surrounding lands; land ownership patterns; public enjoyment potential; costs associated with acquisition, development, restoration, and operation; access; current and potential threats to the resources; existing degradation of resources; staffing requirements; local planning and zoning for the study area; the level of local and general public support; and the economic/socioeconomic impacts of designation as a unit of the national park system. The evaluation also considers the ability of the NPS to undertake new management responsibilities in light of current and projected constraints on funding and personnel.

There are many excellent examples of the successful management of important natural and cultural resources by other public agencies, private conservation organizations, and individuals. Most notably, city and state park systems provide for protection of natural and cultural resources throughout the nation and offer outstanding recreational and educational experiences. The NPS applauds these accomplishments, and actively encourages the expansion of conservation activities by state, local, and private entities, and by other federal agencies. Unless direct NPS management of a studied area is identified as the clearly superior alternative, the NPS will recommend that one or more of these other entities assume a lead management role, and that the area not be recommended as a potential unit of the national park system.

A special resource study (SRS) serves as a reference source for members of Congress, the NPS, and other persons interested in the potential designation of an area as a new unit of the national park system. The reader should be aware that the analysis and findings contained in an SRS do not guarantee future support or any subsequent action by Congress, the Department of the Interior, or the NPS.

Study Process

The study was conducted by the Park Planning and Special Studies Program of the National Park Service's Northeast Region in conformance with 54 USC 100507, NPS Management Policies, and the NPS Guidelines for Special Resource Studies. The study team has had primary responsibility for conducting the study process, producing this report, and coordinating the involvement of other public agencies and the public. All team members meet the qualifications for their respective disciplines as described in the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation (see Appendices for a list of team members).

The National Parks Omnibus Management Act of 1998 requires special resource studies to be prepared with public involvement, including at least one public meeting in the vicinity of the area under study (54 U.S.C. 100507). A public meeting was held on January 31, 2017, at the Shirley A. Chisholm State Office Building (located less than one-half mile from Fort Greene Park and the Prison Ship Martyr's Monument) and was attended by over 50 members of the public including representatives from the Federal, State and the Local Governments. The meeting outlined the purpose of the study, the anticipated timetable, and solicited any information that the attendees might have on the study area, particularly information that would help in analyzing its national significance (a list of attendees, the materials presented to the public, and notes from that meeting are available on request). A Planning, Environment and Public Comment (PEPC) page <https://parkplanning.nps.gov/projectHome.cfm?projectID=67264>) was created for the public and to notify persons unable to attend the opportunity to share information.



The 1908 unveiling and dedication of the Prison Ships Martyrs Monument.

Brief Description of the Study Area

The Prison Ship Martyrs' Monument is located in Fort Greene Park in Brooklyn, New York and is currently managed by the New York City Department of Parks and Recreation. Dedicated on November 15, 1908, the Monument is a memorial to the more than 11,500 American prisoners of war, known as the prison ship martyrs, who died in captivity aboard 16 British prison ships during the American Revolutionary War. This study only includes the Prison Ship Martyrs' Monument, the upper and lower plazas, and the staircase (including crypt) that connects the two plazas. The remainder of Fort Greene Park is not included in this study and is not being analyzed for inclusion within the national park system.

Designed by the architectural firm of McKim, Mead, and White, the Monument consists of a 100-foot wide granite staircase and central Doric column, 149 feet in height and crowned by a bronze lantern. The Monument marks the site of a crypt containing the remains of the prison ship martyrs who were buried in a tomb near the Brooklyn Navy Yard. Moved to the site in 1873, a brick vault under the Monument contains a small fraction of the remains of the prisoners.



Study Area (blue shaded area) - Prison Ship Martyrs' Monument.

CHAPTER 2

HISTORICAL CONTEXT AND DESIGN OF THE STUDY AREA

This chapter provides the historical context of the Monument along with a detailed description of the Monument's design history, key elements, and visitor and operational facilities. Information for this chapter was drawn from the National Register of Historic Places nomination, the New York City Landmarks nomination, material provided by the New York City Parks Department, previous NPS evaluations, and observations made by the NPS study team. The study team met with staff from the New York Parks Department to gather information on the Monument's design history and gain a better understanding of ongoing maintenance, education and interpretation, and other operational and visitor facility needs.

The Prison Ship Martyrs

New York City played an important role throughout the American Revolution. Not only was the city an important port of commerce, providing supplies and food to the Continental Army, but it served as a central communications route between the northern and southern states. Without a large naval military, the Continental Army used privately owned ships to advance the patriotic cause, carrying supplies and messages from Boston to New York and down to the southern colonies.

New York's importance as a strategic location during the American Revolution was not lost on either the British or the American patriots and would become the location of the first military engagement following the signing of the Declaration of Independence. On August 27, 1776, just eight weeks after the colonies declared their independence from England, the Battle of Brooklyn (or Battle of Long Island) began. The Battle of Brooklyn was the largest battle of the American Revolution with more than 30,000 British troops outnumbering George Washington's 10,000 troops, resulting in a British victory and subsequent occupation of the City of New York for the remainder of the war. Although George Washington and his army were able to retreat and escape capture, an estimated 1,300 prisoners of war would remain in British custody.

Continental soldiers only comprised a portion of the prisoners held captive by the British during the American Revolution. Civilians and privateers commissioned by the Continental Army who refused to pledge allegiance to the Crown of England were also arrested and held in New York's two jails. The number of prisoners held captive by the British quickly outgrew the jails, leading the British to use abandoned churches, warehouses, and ultimately decommissioned war ships anchored off the Brooklyn coast in Wallabout Bay.

Living conditions in the British prisons were unbearable, but none as much as on the prison ships. The ships were overcrowded; the prisoners were tortured; and, if fed, prisoners were given rancid food and unclean water. Diseases, including smallpox and yellow fever, ran rampant on the ships. Captives on the ships died from malnutrition and disease at alarming rates of 10-12 prisoners a day. Their bodies were either thrown overboard or buried in shallow graves along the banks of Wallabout Bay.

The prison ships held captives until 1783 when the British occupation of New York ended. It is estimated that approximately 11,500 soldiers, sailors, and civilians lost their lives aboard the prison ships from 1776 to 1783. More Americans died aboard the prison ships than in all of the Revolutionary War battles combined.

In the years following the war, the bodies of the prison ship martyrs would wash up on the shores of Brooklyn. Remains were collected and held in a small crypt near what is now the Brooklyn Navy Yard. The first monument to memorialize the martyrs was created on this site, but by the mid-1800s, the monument had fallen into disrepair and plans for a new monument to be located in the newly created Washington Park (now Fort Greene Park) were conceived.

Monument Design History

In 1867, Frederick Law Olmsted and Calvert Vaux were hired to create a new design for what would become Fort Greene Park. At the insistence of The Martyrs' Memorial Association, the large city park was to include a burial site and permanent monument for the remains of the prison ship martyrs.

Olmsted and Vaux's design included a large crypt and elaborate memorial set into the stepped hillside in the northwest corner of the park. The park entrance on the intersection of Canton Street and Myrtle Avenue opened onto a large public gathering space designed for public meetings and political speeches. From the open space, a tiered staircase would lead up the steep hillside to a saluting battery, refreshment house, observatory, and a set of open playing fields. The design also included an elaborate monument for the prison ship martyrs halfway up the grand staircase with a crypt being located beneath the monument.

Construction on the Olmsted and Vaux plans began in 1868, but an economic downturn caused the Olmsted and Vaux's elaborate plans to be cut short. The open space and tiered staircase would be completed, along with a vault for the remains of the martyrs, but the monument itself and the observatory were never created. In 1873, 22 boxes containing the remains of the prisoners were interred into the vault.

In 1899, construction of new facilities at the Brooklyn Navy Yard uncovered additional remains and sparked new interest in creating a more significant monument to the prison ship martyrs and a new campaign for funding was initiated. On June 30, 1902, Congress passed an act (32 Stat. 747) that provided \$100,000 towards designing and constructing a large commemorative structure in Fort Greene Park to memorialize the martyrs. The act provided specifically that the contribution of the federal government was contingent upon the raising of a like sum by private subscription and by the State and City of New York.

In 1905, the architectural firm of McKim, Mead, and White was hired to design a new entrance to the existing vault and a permanent monument to the prison ship martyrs. The McKim, Mead, and White design transformed the existing grand staircase into a 100-foot wide staircase broken into three flights. The entrance to the crypt, located in the center of the middle flight of stairs, is a single bronze door. At the top of the staircase sits a large plaza with four bronze eagles set at each of the four corners.

The Prison Ship Martyrs' Monument, a 149-foot Doric column, is centered on the plaza on top of a two-tiered square base. The base of the column includes two bronze doors, identical to the crypt door and the column is topped with a 22-foot bronze lantern designed by Adolph Alexander Weinman (who also designed the plaza's four eagles). The McKim, Mead, and White design also modified several other areas of the original Olmsted and Vaux plan including the addition of a small comfort station to the north of the upper plaza and a redesign of the lower plaza (which was never fully implemented).

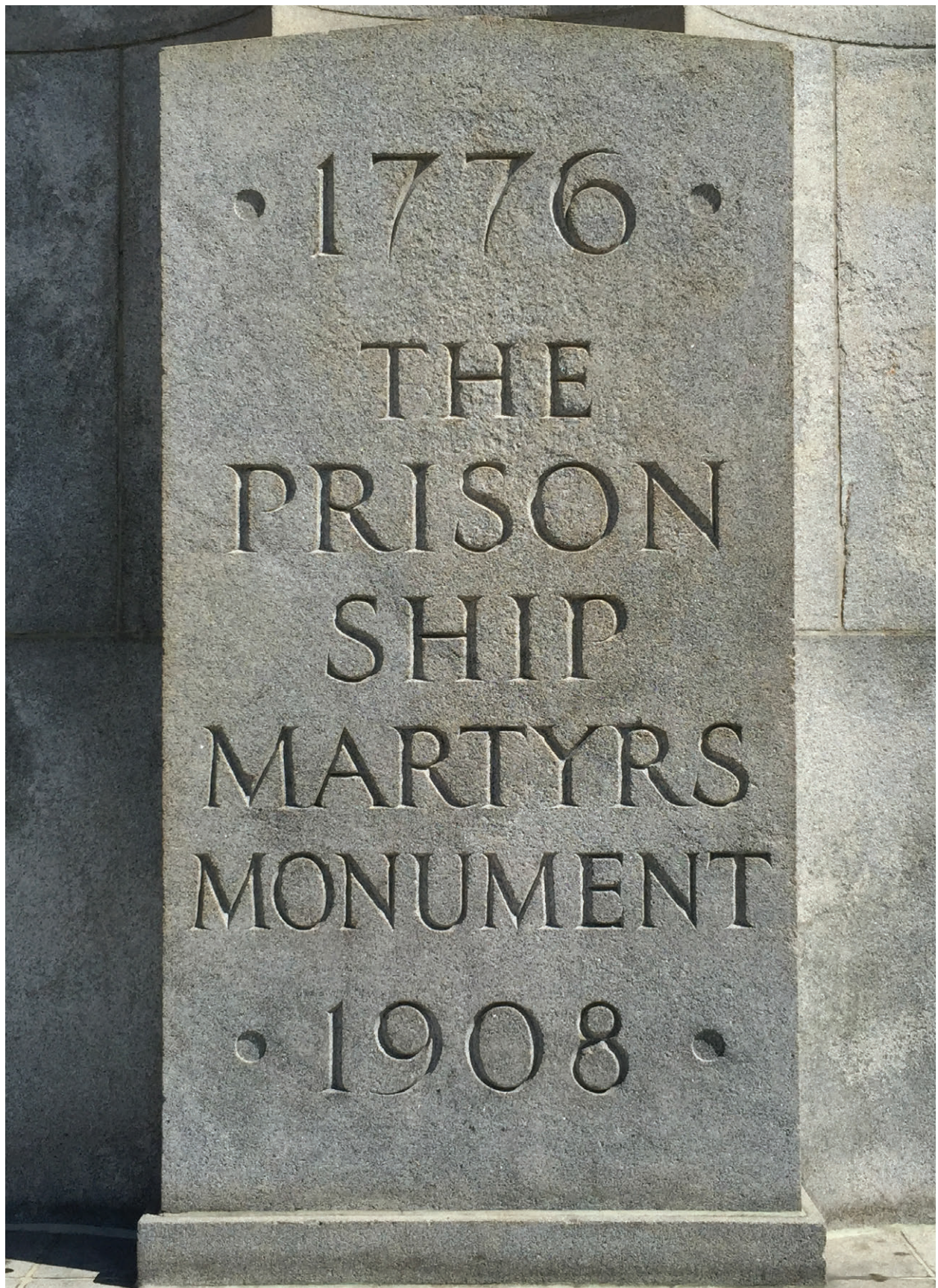


Upper and Lower Plaza Redesign by Gilmore Clarke (1936).

The McKim, Mead, and White Prison Ship Martyrs' Monument was completed and dedicated in a ceremony attended by President-elect William H. Taft in 1908. Since the dedication ceremony, the Monument, grand staircase, and upper and lower plazas have been modified. Some alterations to the Monument, such as the construction of an interior elevator, were subsequently removed. The upper and lower plazas have been modified twice since 1908: once in 1936 with a design by Gilmore Clarke, and the second through a 1972 design by A. E. Bye. The upper plaza was expanded, branching out to the north and south, while the lower plaza was transformed to include a set of smaller open spaces including playgrounds, a comfort station, and seating areas. The grand staircase retains its McKim, Mead, and White three-tiered layout, but has been modified with tree wells and planting beds. The underground crypt remains in its original location.

Operations and Visitor Facilities

Fort Greene Park and the Prison Ship Martyrs' Monument are owned and operated by the New York City Department of Parks and Recreation. The park is open daily from 6:00 a.m. to 1:00 a.m. unless otherwise posted. A staffed visitor center is located to the north of the Prison Ship Martyrs' Monument and includes an exhibit on the prison ship martyrs' and the history of Fort Greene Park within the context of the Revolutionary War. Restrooms are located within the visitor center and in a small comfort station on the lower plaza. Neither the Monument nor the crypt are open for public access.



CHAPTER 3

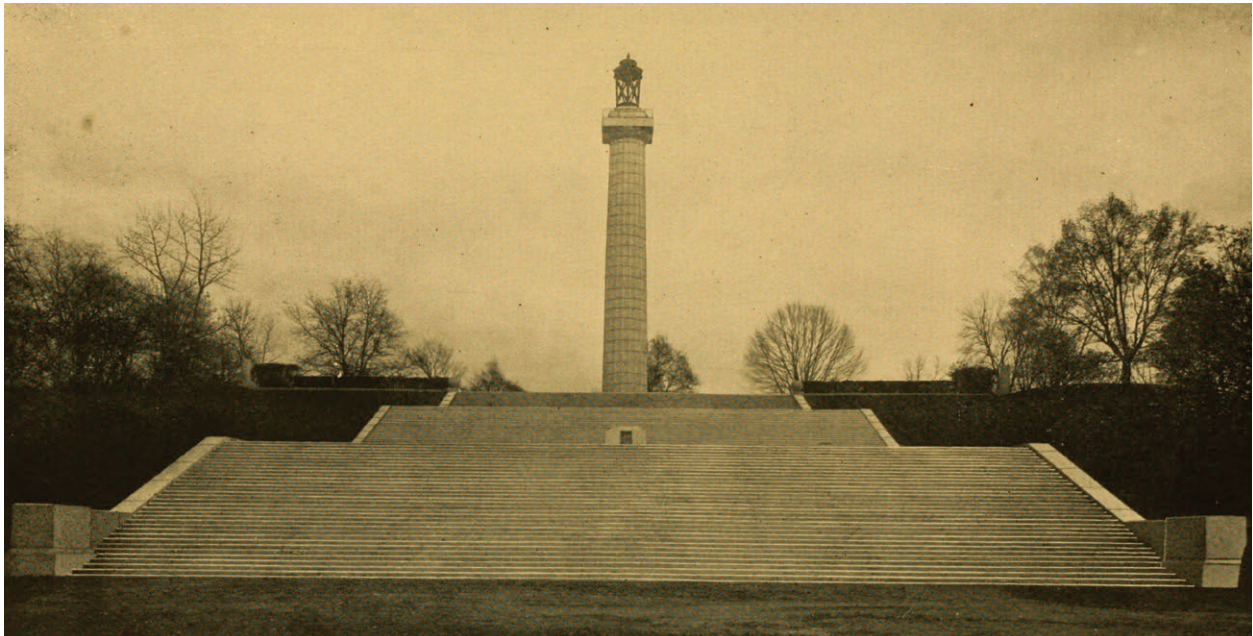
SPECIAL RESOURCE STUDY FINDINGS

Chapter 3 sets forth the analyses necessary to determine if the Prison Ship Martyrs' Monument is eligible for consideration as a unit of the national park system. To receive a favorable recommendation from the NPS, an area must possess nationally significant natural or cultural resources, be a suitable and feasible addition to the national park system, and require direct NPS management instead of protection by some other governmental agency or by the private sector.

Evaluation of National Significance

The purpose of the significance evaluation is to determine whether the Prison Ship Martyrs' Monument qualifies as “nationally significant” in terms of the established criteria for National Historic Landmark status. The guidelines state that national significance is

... ascribed to districts, sites, buildings, structures, and objects that possess exceptional value or quality in illustrating or interpreting the heritage of the United States in history, architecture, archeology, engineering, and culture and that possess a high degree of integrity of location, design, setting, materials, workmanship, feeling, and association. . . .¹



¹ National Park Service, U.S. Department of the Interior, National Register Bulletin 16A, “How to Complete a National Register Registration Form,” 1999. Appendix V. http://www.nps.gov/history/nr/publications/bulletins/nrb16a/nrb16a_appendix_V.htm

In addition, nationally significant sites must meet at least one of the following criteria:

- **Criterion 1:** Properties that are associated with events that have made a significant contribution to, and are identified with, or that outstandingly represent, the broad national patterns of United States history and from which an understanding and appreciation of those patterns may be gained.
- **Criterion 2:** Properties that are associated importantly with the lives of persons nationally significant in the history of the United States.
- **Criterion 3:** Properties that represent some great idea or ideal of the American people.
- **Criterion 4:** Properties that embody the distinguishing characteristics of an architectural type specimen exceptionally valuable for the study of a period, style or method of construction, or that represent a significant, distinctive and exceptional entity whose components may lack individual distinction.
- **Criterion 5:** Properties that are composed of integral parts of the environment not sufficiently significant by reason of historical association or artistic merit to warrant individual recognition but collectively compose an entity of exceptional historical or artistic significance, or outstandingly commemorate or illustrate a way of life or culture.
- **Criterion 6:** Properties that have yielded or may be likely to yield information of major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the United States. Such sites are those which have yielded, or which may reasonably be expected to yield, data affecting theories, concepts, and ideas to a major degree.

In consultation with both the national and regional National Historic Landmark (NHL) program, Criterion 1 was identified as the most applicable criteria for the Prison Ship Martyrs' Monument as the monument might be considered to be "associated with events that...are identified with...the broad national patterns of United States history." However, NPS guidelines for evaluating national significance state that in order to meet criterion one, the property must have existed at the time of the event and the events must be outstandingly represented at the property²

The Prison Ship Martyrs' Monument did not exist during the Revolutionary War, nor do the grounds associated with the monument resemble their Revolutionary War period appearance. The monument is strictly commemorative, built in honor of those who died on the British prison ships in Wallabout Bay. The monument's association with the Revolutionary War events are not strong enough to qualify the monument under criterion 1.

² National Park Service, U.S. Department of the Interior, National Register Bulletin 16A, "How to Complete a National Register Registration Form," 1999. <https://www.nps.gov/nr/publications/bulletins/nhl/nhlpt4.htm>

Although the monument does not clearly possess the qualifications to meet criterion 1, the NHL criteria provide additional clarity on graves and commemorative properties:

Ordinarily, cemeteries, birthplaces, graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings and properties that have achieved significance within the past 50 years are not eligible...

Properties, however, may still meet the criterion for national significance if they fall under one of the following exceptions:

- **Exception 1:** A religious property deriving its primary national significance from architectural or artistic distinction or historical importance.
- **Exception 2:** A building or structure removed from its original location but which is nationally significant primarily for its architectural merit, or for association with persons or events of transcendent importance in the nation's history and the association consequential.
- **Exception 3:** A site of a building or structure no longer standing but the person or event associated with it is of transcendent importance in the nation's history and the association consequential.
- **Exception 4:** A birthplace, grave or burial if it is of a historical figure of transcendent national significance and no other appropriate site, building or structure directly associated with the productive life of that person exists.
- **Exception 5:** A cemetery that derives its primary national significance from graves of persons of transcendent importance, or from an exceptionally distinctive design or from an exceptionally significant event.
- **Exception 6:** A reconstructed building or ensemble of buildings of extraordinary national significance when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other buildings or structures with the same association have survived.
- **Exception 7:** A property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own national historical significance.
- **Exception 8:** A property achieving national significance within the past 50 years if it is of extraordinary national importance.

The Prison Ship Martyrs' Monument was evaluated under exception 7 as a commemorative property and examined for its design and symbolic value. When evaluating the tradition or symbolic value of a commemorative property, the site must have acquired national significance on its own as an enduring location to celebrate, remember, memorialize, mourn, or inspire succeeding generations. The study team could not find any documentation that since its construction the Prison Ship Martyrs' Monument ever acquired such stature or became a traditional location for people to gather and commemorate the prison ship martyrs.

- Properties evaluated for their design must be the best examples, or career benchmarks, of the designers' works. The two primary design firms responsible for the creation of the Prison Ship Martyrs' Monument and associated grounds are Olmsted and Vaux and McKim, Mead, and White.
- Olmsted and Vaux's first collaborative effort, the design of New York City's Central Park, is widely recognized as their most notable work and a model for their subsequent creations. The designation of Central Park as a National Historic Landmark in 1963 confirms its extraordinary significance and the contribution of the Olmsted and Vaux design on the development of American landscape architecture. When compared to Central Park, it is clear that the Olmsted and Vaux landscape design surrounding the Prison Ship Martyrs' Monument does not rise to the national level of significance required for National Park Service designation.

The firm of McKim, Mead, and White are most notably recognized for their building designs and contributions to the City Beautiful Movement, but their designs often included landscape planning or designs for memorials within existing parks, similar to the Prison Ship Martyrs' Monument. The firm's influence on American architecture is well documented through several National Historic Landmark designations. The firm's design of Naumkeag, a private estate which was designated a National Historic Landmark in 2007, is nationally significant as an outstanding example of a late nineteenth century country estate. The firm has also been nationally recognized for larger campus designs through Stanford White's design of the University Heights Campus, designated as a National Historic Landmark in 2012.

A few of McKim, Mead, and White's more notable monument and memorial designs, similar to the Prison Ship Martyrs' Monument, include Washington Square Arch (New York, NY), Maryland Monument (Brooklyn, NY), and Battle Monument (West Point, NY). All three monuments are listed as contributing features to the larger historic districts or parks within which they sit. Battle Monument is further distinguished within the United States Military Academy National Historic Landmark Historic District (listed in 1960).

Although the Prison Ship Martyrs' Monument is a notable design by McKim, Mead, and White, it is not a distinguished example of that firm's work compared to their larger body of works – many of which have already been deemed national historic landmarks and considered benchmarks of the firm. The Prison Ship Martyrs' monument does not meet the NHL criteria of possessing in itself features of great aesthetic importance.

Conclusion: Finding/Determination of National Significance

The Prison Ship Martyrs' Memorial does not meet the criteria for national significance for cultural resources through the application of national historic landmark criteria. While the monument is indirectly associated with a historic event, it did not exist during the time of the historic event and it memorializes a phase of history not associated with the site. The criteria for National Park Service designation requires that sites not only have historical or cultural significance, but also a high degree of integrity of location, design, and setting. Cemeteries and other properties that are commemorative of events unrelated to their sites, such as the Prison Ship Martyrs' Monument, clearly do not ordinarily qualify for designation.

NHL criteria exception #7 was also considered in the evaluation of the monument's national significance. Under exception #7, a commemorative property must possess national significance based on its own architectural or design values, not on the value of the event or person(s) it memorializes. The Prison Ship Martyrs' Monument does not meet the requirements under NHL criteria exception #7 because it does not represent an exceptionally important design of either Olmsted and Vaux or McKim, Mead, and White and, therefore, would not be considered to possess extraordinary national significance on its own merit. The NPS finds that the Prison Ship Martyrs' Monument would not qualify as a national historic landmark, and therefore, does not meet the national significance criteria.

Finding of Suitability

Because the Prison Ship Martyrs' Monument does not meet the criteria as defined by NPS Management Policies to be a nationally significant addition to the national park system, suitability was not evaluated.

Finding of Feasibility

Because the Prison Ship Martyrs' Monument does not meet the criteria as defined by NPS Management Policies to be a nationally significant addition to the national park system, feasibility was not evaluated.

Finding of Need for Direct NPS Management

Because the Prison Ship Martyrs' Monument does not meet the criteria as defined by NPS Management Policies to be a nationally significant addition to the national park system, the need for direct NPS management was not evaluated in detail. However, if the criterion of need for direct NPS management of the Prison Ship Martyrs' Monument had been addressed, the study would have also considered Congressional intent in determining whether or not direct management by the NPS would have been a clearly superior alternative. Review of the House of Representatives and Senate reports which became the Act of June 30, 1902 (which provided federal funds for the design and construction of the Monument), indicate that it was the intent of Congress to participate in the erection of the Prison Ship Martyrs' Monument only to the extent of making a "part contribution" toward the cost of erecting the Monument. It is the belief of the study team that the Congressional intent was for the Monument to be in the custody of, and to be cared for by, the City of New York.

Summary of Findings

The deaths of the prison ship martyrs is a tragic event worthy of remembrance and commemoration. As is true of numerous other aspects of our history, there appears to be no surviving historic properties related to those deaths of the kind typically managed by the NPS. Commemorative properties like the Prison Ship Martyrs' Monument can fill important needs, but does not require inclusion within the national park system. The Monument is strictly commemorative in nature and NPS Management Policies allow for administration of purely commemorative properties only in certain special cases. This congressionally authorized Prison Ship Martyrs' Monument Special Resource Study concludes that the Monument does not meet the criteria for national significance, a benchmark criterion for inclusion in the national park system. Since this study concludes that the Monument does not fully meet the criteria for potential designation as a unit of the national park system, no federal action is anticipated. The study found that its current stewards, the New York City Department of Parks and Recreation, maintains the Monument in good condition and available for public education and enjoyment.

CHAPTER 4

CONSULTATION AND PUBLIC OUTREACH

This chapter describes the required consultation procedures, public meetings, and comments related to the preparation of the Prison Ship Martyrs' Monument Special Resource Study.

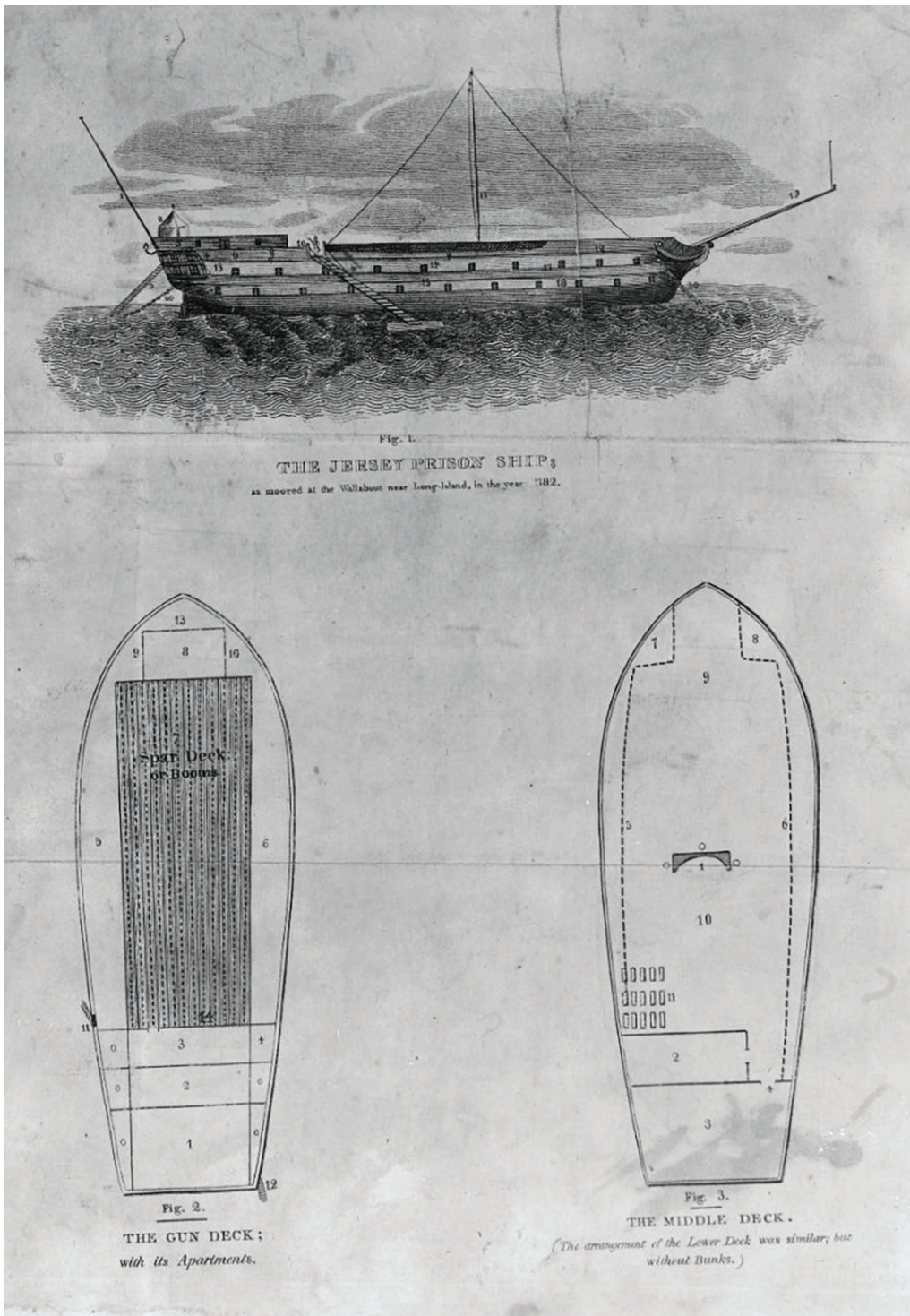
Public Scoping

A public scoping meeting for the Prison Ship Martyrs' Monument Special Resource Study took place on January 31, 2017. Newsletters were handed out during the meeting which described the special resource study process, outlined the criteria for new national parklands, and provided contact information for the study team. The meeting provided an opportunity for members of the public to ask questions and express concerns or comments about the study. The majority of those who spoke at the public scoping meeting expressed general support for the establishment of the Prison Ship Martyrs' Monument as a unit of the national park system. Others had concerns about the loss of public access to the site (primarily Fort Greene Park) should it fall under federal ownership.

In addition to the meeting, the planning team created a project webpage for the Prison Ship Martyrs' Monument Special Resource Study on the NPS Planning, Environment and Public Comment (PEPC) website. Copies of the newsletter were uploaded to the website and the public was asked to submit thoughts, comments, and concerns about the study. Twelve pieces of correspondence were received and most were in support of the Monument becoming a unit of the national park system.

Environmental Compliance

Since this study concludes that the Prison Ship Martyrs' Monument does not fully meet the criteria for potential designation as a unit of the national park system, no Federal action is anticipated. Therefore, no environmental compliance is required.



APPENDICES

Legislation

CARL LEVIN AND HOWARD P. “BUCK” McKEON NATIONAL DEFENSE AUTHORIZATION ACT FOR FISCAL YEAR 2015

SEC. 3051. SPECIAL RESOURCE STUDIES.

(a) *IN GENERAL.*—*The Secretary of the Interior (referred to in this section as the “Secretary”) shall conduct a special resource study re- garding each area, site, and issue identified in subsection (b) to evaluate—*

(1) the national significance of the area, site, or issue; and

(2) the suitability and feasibility of designating such an area or site as a unit of the National Park System.

(b) *STUDIES.*—*The areas, sites, and issues referred to in sub- section (a) are the following:*

(1) LOWER MISSISSIPPI RIVER, LOUISIANA.—Sites along the lower Mississippi River in the State of Louisiana, including Fort St. Philip, Fort Jackson, the Head of Passes, and any re- lated and supporting historical, cultural, or recreational re- source located in Plaquemines Parish, Louisiana.

(2) BUFFALO SOLDIERS.—The role of the Buffalo Soldiers in the early years of the National Park System, including an eval- uation of appropriate ways to enhance historical research, edu- cation, interpretation, and public awareness of the story of the stewardship role of the Buffalo Soldiers in the National Parks, including ways to link the story to the development of National Parks and the story of African-American military service fol- lowing the Civil War.

(3) ROTA, COMMONWEALTH OF NORTHERN MARIANA ISLANDS.— Prehistoric, historic, and limestone forest sites on the island of Rota, Commonwealth of the Northern Mariana Islands.

(4) PRISON SHIP MONUMENT, NEW YORK.—The Prison Ship Martyrs’ Monument in Fort Greene Park, Brooklyn, New York.

(5) FLUSHING REMONSTRANCE, NEW YORK.—The John Bowne House, located at 3701 Bowne Street, Queens, New York, the Friends Meeting House located at 137-17 Northern Boulevard, Queens, New York, and other resources in the vicinity of Flush- ing, New York, relating to the history of religious freedom dur- ing the era of the signing of the Flushing Remonstrance.

(6) WEST HUNTER STREET BAPTIST CHURCH, GEORGIA.—The historic West Hunter Street Baptist Church, located at 775 Martin Luther King Jr. Drive, SW, Atlanta, Georgia, and the block on which the church is located.

(7) MILL SPRINGS BATTLEFIELD, KENTUCKY.—The area encom- passed by the

National Historic Landmark designations relating to the 1862 Battle of Mill Springs located in Pulaski and Wayne Counties in the State of Kentucky.

(8) NEW PHILADELPHIA, ILLINOIS.—The New Philadelphia archaeological site and surrounding land in the State of Illinois.

(c) CRITERIA.—In conducting a study under this section, the Secretary shall use the criteria for the study of areas for potential inclusion in the National Park System described in section 8(c) of Public Law 91–383 (commonly known as the “National Park System General Authorities Act”) (16 U.S.C. 1a–5(c)).

(d) CONTENTS.—Each study authorized by this section shall—

(1) determine the suitability and feasibility of designating the applicable area or site as a unit of the National Park System;

(2) include cost estimates for any necessary acquisition, development, operation, and maintenance of the applicable area or site;

(3) include an analysis of the effect of the applicable area or site on—

(A) existing commercial and recreational activities;

(B) the authorization, construction, operation, maintenance, or improvement of energy production and transmission or other infrastructure in the area; and

(C) the authority of State and local governments to manage those activities;

(4) include an identification of any authorities, including condemnation, that will compel or permit the Secretary to influence or participate in local land use decisions (such as zoning) or place restrictions on non-Federal land if the applicable area or site is designated as a unit of the National Park System; and

(5) identify alternatives for the management, administration, and protection of the applicable area or site.

(e) REPORT.—Not later than 3 years after the date on which funds are made available to carry out a study authorized by this section, the Secretary shall submit to the Committee on Natural Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate a report the describes—

(1) the findings and recommendations of the study; and
any applicable recommendations of the Secretary.

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As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under US administration.

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