



1861



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FORT MONROE, OLD POINT COMFORT AND HYGEIA HOTEL, VA

Fort Monroe Hampton, VA

Reconnaissance Study May 2008

This reconnaissance study has been prepared at the request of members of Congress to explore specific resources and advise on whether these resources merit further consideration, through a congressionally authorized Special Resource Study, for potential designation as a unit of the national park system. Publication and transmittal of this report should not be considered an endorsement or a commitment by the National Park Service to seek or support specific legislative authorization for the project or its implementation. Authorization and funding for any new commitments by the National Park Service will have to be considered in light of competing priorities for existing units of the national park system and other programs.

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**RECONNAISSANCE STUDY OF FORT MONROE
IN HAMPTON, VIRGINIA
CONDUCTED BY
THE NORTHEAST REGION OF THE NATIONAL PARK SERVICE**

May 2008

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I. EXECUTIVE SUMMARY

Fort Monroe in Hampton, Virginia is a Third System fortification built between 1819 and 1834. Known also as “Fortress Monroe, the Gibraltar of the Chesapeake and Freedom Fortress,” the resources associated with this historic place comprise a designated National Historic Landmark District.

The history of Fort Monroe includes its strategic role as one of the few Union military installations in the South not occupied by Confederate forces during the Civil War. Because of its commander’s “Contraband” decision, it became a site of hope for thousands of enslaved persons seeking freedom. The Fort experienced the full evolution of the nation’s coastal defense theory and technology, serving for much of its history as the Army’s artillery training facility.

Today, Fort Monroe faces closure due to a 2005 Base Realignment and Closure (BRAC) process. Its future uses and administration are being planned by the Fort Monroe Federal Area Development Authority (FMFADA), a subdivision of the Commonwealth of Virginia.

This reconnaissance study, conducted by the Northeast Region of the National Park Service (NPS), results from a request from Representative Thelma Drake of Virginia’s 2nd Congressional District. It contains the analysis and findings of the likelihood of Fort Monroe’s resources meeting Special Resource Study criteria for designation as a unit of the National Park System. The study was undertaken by an interdisciplinary team of NPS personnel representing the fields of park management and maintenance, history, curatorial services, architectural history and park planning.

The conclusions of the study indicate that the resources of Fort Monroe are **likely** to meet the criteria for national significance and suitability as a potential unit of the National Park System should a Special Resource Study be authorized by Congress. These resources

enjoy a high degree of integrity due to the continuous stewardship of the United States Army.

Because of cost and a number of other factors, including the current lack of knowledge regarding future uses of the Fort's resources, the study concludes that it is **unlikely** that a Special Resource Study would find the entire resource base of Fort Monroe feasible for unit designation. Even the Fort itself, the area surrounded by a moat, would unlikely be found feasible without a strong and financially sustainable partner to contribute to the costs of managing, maintaining and operating its historic structures and landscapes.

The study also concludes that until such time as the reuse plan for Fort Monroe is approved by the Department of Defense, and the administrative structure and its authorities for implementation of the plan are known, the need for NPS management cannot be determined.

This study, therefore, recommends that Congress defer any authorization of a Special Resource Study until the NPS can review the Department of Defense approved Fort Monroe Reuse Plan to determine if any potential role for the NPS is likely to meet the feasibility criterion. This review would also permit the NPS, based on the provisions of the plan and the administrative mechanisms for its implementation, to determine if a Special Resource Study is likely or unlikely to find that there is need for NPS management of some portion of the Fort's resources. Any potential role for the NPS would need to be considered in light of the Commonwealth of Virginia's taking on the ownership of resources associated with Fort Monroe after the Fort has been vacated by the United States Army. At the conclusion of the BRAC closure process for Fort Monroe, virtually all of its nationally significant resources will revert to the Commonwealth of Virginia.

In the interim, the NPS will offer to provide technical assistance under existing authorities to the FMFADA to assist that agency in devising plans for the historic preservation of the Fort's resources and for the development of visitor services and

visitor experiences that promote public understanding and appreciation of those resources and the rich history of Fort Monroe. Such assistance does not presume that the NPS will own, operate, manage or provide interpretive services at the Fort in the future.

The NPS study team wishes to express its appreciation for the assistance and information provided by the personnel of the Fort Monroe Garrison Command, the FMFADA and the Commonwealth of Virginia, as well as the many citizens who expressed their opinions regarding the desired future of the Fort and provided information on its history.

II. PURPOSE AND METHODOLOGY OF THE RECONNAISSANCE STUDY

The purpose of a reconnaissance study is to provide the basis to recommend whether a congressionally authorized Special Resource Study may be merited for further investigation of the resource being analyzed. A congressionally authorized Special Resource Study is undertaken to determine if a resource meets criteria for designation as a unit of the National Park System.

This reconnaissance study results from the request of Congresswoman Thelma Drake of Virginia's 2nd Congressional District to the Secretary of the Interior dated June 8, 2007. Reconnaissance studies may be undertaken by the NPS without Congressional authorization as long as expenditures for such studies do not exceed \$25,000. By approval of the Deputy Director of the National Park Service, the Northeast Region of NPS was tasked with undertaking the study subject to the availability of funding in Fiscal Year 2008.

Because of the need to expedite this reconnaissance study due to the impending closure of Fort Monroe in 2011, funds from the Department of Defense Office of Economic Adjustment were made available to the Northeast Region of the NPS through a Memorandum of Agreement between the Region and the Fort Monroe Federal Area Development Authority (FMFADA). The FMFADA and the NPS Northeast Region executed the Memorandum of Agreement on November 9, 2007.

An interdisciplinary team of NPS professional employees was immediately formed and a site visit to Fort Monroe occurred on December 6 and 7, 2007. A public meeting to explain the purpose of the study, and to receive comments and answer questions, was conducted on the evening of December 6th. Approximately 150 persons attended the public meeting. Virtually all of speakers advocated either total or partial NPS

management of the resources of Fort Monroe. During the two-day site visit, members of the team met with civilian and military representatives of Fort Monroe including the Garrison Commander, Colonel Jason T. Evans. A tour of the Fort's resources was undertaken and presentations were received from Fort Monroe's Director of Resource Management, the Interim Director of the FMFADA, Fort Monroe's Director of Public Works, the Public Works Directorate's Environmental Division Chief, and the Director of the Casemate Museum. Members of the NPS team also met with the Honorable Ross A. Kearney, Mayor of the City of Hampton. In completing this report numerous published resources were consulted including those offered by Fort Monroe and FMFADA personnel and other sources used primarily for historical research purposes.

Regional Location



Fort Monroe is located in Hampton, Virginia (see Figure 1) in the region of Hampton Roads, on the tip of the Virginia peninsula where the James River meets the Chesapeake Bay. It is in close proximity to Norfolk, Virginia Beach, Yorktown, Newport News, and Williamsburg. Transportation access to the fort by automobile is provided via Interstate Route 64 from Richmond and Norfolk, Virginia. The area is served by commercial air service from Norfolk International (ORF) and Newport News-Williamsburg International (PHF) airports. AMTRAK provides train service to nearby Newport News. Hampton is also served by the Greyhound Bus Company.

Figure 1, Courtesy of Fort Monroe Public Works Directorate

International (ORF) and Newport News-Williamsburg International (PHF) airports. AMTRAK provides train service to nearby Newport News. Hampton is also served by the Greyhound Bus Company.

As part of the Norfolk-Virginia Beach-Newport News Metropolitan Area, Fort Monroe occupies a central location in an area with a population of over 1.6 million persons (U.S.

Census estimate, 2006). The City of Hampton had an estimated 2006 population in excess of 145,000 persons. The federal government owns approximately 12% of the land in the metropolitan area including ten separate military installations.

Fort Monroe and the 2005 BRAC Process

Fort Monroe was the subject of the Base Realignment and Closure (BRAC) decision of 2005 - one of 12 major US Army installations scheduled for closure. The BRAC Commission's report, which was unchanged by the President or Congress, recommended that the Army relocate Fort Monroe's primary mission groups, including the US Army Training & Doctrine Command (TRADOC) Headquarters, the Installation Management Agency (IMA) Northeast Region Headquarters, the US Army Network Enterprise Technology Command (NETCOM) Northeast Region Headquarters and the Army Contracting Agency Northern Region Office, to Fort Eustis, Virginia. It also recommended the relocation of the US Army Accessions Command and US Army Cadet Command to Fort Knox, Kentucky.

Among the reasons asserted by the Commission for the Fort's closing were that the action "enhances the Army's military value, is consistent with the Army's Force Structure Plan, and maintains adequate surge capabilities to address future unforeseen requirements." The Commission further stated that "closure allows the Army to move administrative headquarters to multi-purpose installations that provide the Army more flexibility to accept new missions. Both Fort Eustis and Fort Knox have operational and training capabilities that Fort Monroe lacks and both have excess capacity that can be used to accept the organizations relocating from Fort Monroe."

The Commission estimated that the recommendation could result in a maximum potential reduction of 2,275 jobs (1,013 direct and 1,262 indirect) from 2006 – 2011 in the Virginia Beach-Norfolk-Newport News, VA-NC Metropolitan Statistical Area. This estimate was purported to represent 0.2 percent of the area's employment. The Commission estimated a total one-time cost of \$72.4 million to the Department of Defense to implement the recommendation. The net savings to the Department of Defense during the

implementation period was estimated at \$146.9 million. Annual recurring savings to the Department after implementation was estimated at \$56.9 million with a payback expected in one year. The Commission estimated the net present value of the costs which would result in a savings to the Department of \$686.6 million over 20 years.

The Commission's report recognized the Army's obligation to consult with the Virginia State Historic Preservation Office to ensure the continuing protection of historic resources in a manner consistent with the provisions of the National Historic Preservation Act of 1996, as amended. A programmatic agreement to guide future development and reuse is presently in draft form.

The current schedule for the closure of Fort Monroe calls for the FMFADA Reuse Plan to be completed by the end of Fiscal Year 2008 with a draft report due in June 2008, National Environmental Policy Act compliance on closure in late Fiscal Year 2009, and complete movement of all commands by Fiscal Year 2011.

Fort Monroe Overview and Economic Impact

Present-day Fort Monroe comprises about 570 acres and is located on a spit of land situated between the Chesapeake Bay and a shallow estuary called Mill Creek off Hampton, Virginia. The land base has grown over the years primarily because of infilling of marshlands and wetlands. The masonry fort inside a moat comprises about 63 acres. There are 264 government-owned structures and five privately-owned structures on the post that provide a total of 2,239,590 square feet of floor space. Within the 264 government-owned structures, there are 300 housing units occupying approximately 739,590 square feet. There are about 1.5 million square feet of non-residential floor space on the post.

The base is host to 43 Table of Distribution & Allowances (TDA) organizations (federally funded component activities/tenant organizations) and 22 contract funded, government funded and/or non-appropriated funded organizations. In Fiscal Year 2006

(FY-06), these on-post work centers employed a total of 4,690 federal appropriations funded (AF), non-appropriation funded (NAF) and contracted employees.

The total for salaries paid at Fort Monroe in FY-06 were:

Military Pay	\$120,182,181
Civilian Pay	\$130,686,642
NAF salaries and Purchases	\$ 8,518,945

Other expenses that comprise the total monetary outlay (AF & NAF) at Fort Monroe include but are not limited to the following:

Contracts/All Other	\$ 65,541,062
Facility Construction/Maintenance	\$ 6,465,786
Supplies and Equipment	\$ 15,277,634
Travel and Transportation	\$ 5,880,717
NAF Capital Expenditures/Minor Construction	\$ 131,283

The total economic impact to the region resulting from employee salaries, contracted services, local purchases, travel and transportation, Post Exchange sales, etc., was estimated to exceed \$344,034, 022 in FY-06.

Reconnaissance Study Criteria

The key questions to be answered by a reconnaissance study are whether the resource being analyzed is “likely” or “unlikely” to meet criteria for designation as a unit of the National Park System and whether a Special Resource Study recommendation should or should not be made to Congress. If it is determined that the resource is unlikely to meet any one of the criteria, a recommendation for a congressionally authorized Special Resource study would not normally result from the reconnaissance study. Should the reconnaissance study determine that it is “likely” that the resource would meet unit designation criteria, or that more detailed information is necessary for such a determination to be made for any specific criterion, a recommendation may be made for a congressionally authorized Special Resource Study.

Areas comprising the present 391 unit 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, cultural and recreational resources that characterize our nation. The NPS is responsible for conducting professional Special Resource Studies of potential additions to the National Park System when specifically authorized by an Act of Congress, and for making recommendations regarding new areas to the Secretary of the Interior, the President, and Congress. Several laws outline criteria for potential units of the National Park System.

As stated above, this reconnaissance study has preliminarily assessed the likelihood or unlikelihood that Fort Monroe resources may potentially meet designation criteria and contains recommendations as to whether further analyses through a Special Resource Study may be merited. The assessment results from a process of preliminary analyses of Fort Monroe's natural and cultural resources against potential unit designation criteria that must be evaluated in a Special Resource Study.

To receive a favorable recommendation from the NPS as a result of a Special Resource Study, 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 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.

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 those comprising the predominant resources associated with Fort Monroe, is evaluated by applying the criteria for

designation of National Historic Landmarks contained in the United States Code of Federal Regulations at 36 CFR Part 65. This reconnaissance report makes a finding regarding the likelihood of Fort Monroe's resources meeting the national significance criterion.

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, compares the resource being studied to similar ones already protected. The analysis 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. In the case of Fort Monroe, comparable resources representing the Third System of coastal fortifications of which it is a component are of particular interest.

The suitability analysis also addresses rarity of the resources, interpretive and educational potential, and similar resources already protected in the National Park System and 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. This reconnaissance study provides a preliminary analysis regarding the likelihood of Fort Monroe's resources meeting the suitability criterion.

To be *feasible* as a new unit of the National Park System, an area must (1) 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 (2) be capable of efficient administration by the NPS at a reasonable cost. In evaluating feasibility, the Service 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.

This reconnaissance study provides preliminary information on a number of feasibility factors, but did not examine economic/socioeconomic impacts of potential unit designation. It does not provide any determination as to whether there is public support for designation since only one public meeting was conducted during the course of the survey. The former would require a detailed assessment of the affected social and economic environment and the latter, a public involvement process well beyond that associated with a reconnaissance study.

There are many excellent examples of the successful management of important natural and cultural resources by other public agencies, private conservation organizations, and individuals. 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 Service 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 evaluates the appropriate range of management alternatives, including a “no action” alternative, and identifies which alternative or combination of alternatives would be most effective and efficient in protecting significant resources and providing opportunities for appropriate public enjoyment. Alternatives to NPS management are not normally developed for study areas that fail to meet any one of the four criteria for inclusion, particularly the national significance criterion.

In cases where a study area's resources meet criteria for national significance, but do not meet other criteria for inclusion in the National Park System, the Service may instead recommend an alternative status, such as "affiliated area." To be eligible for "affiliated area" status, the area's resources must: (1) meet the same standards for national significance that apply to units of the National Park System; (2) require some special recognition or technical assistance beyond what is available through existing NPS programs; (3) be managed in accordance with the policies and standards that apply to units of the national park system; and (4) be assured of sustained resource protection, as documented in a formal agreement between the NPS and the non-federal management entity.

Designation as a National Heritage Area is another option that may be recommended. Heritage areas are distinctive landscapes that do not necessarily meet the same standards of national significance as units of the National Park System. Either of these two alternatives would recognize an area's importance to the nation without requiring or implying management by the NPS. This reconnaissance study includes a preliminary analysis of the likelihood of a Special Resource Study determining a need for NPS management of the resources associated with Fort Monroe.

III. FORT MONROE – SUMMARY HISTORY AND OVERVIEW OF RESOURCES

Today's Hampton, Virginia, and Old Point Comfort on which Fort Monroe is located, have long histories of settlement. Archeological evidence demonstrates that Native Americans inhabited this area of the Eastern Shore of Virginia for no less than 10,000 years before the arrival of Europeans. In the Hampton area and on the Point, Spanish explorers and English settlers encountered the Kecoughtan, a subtribe of the Powhatan that is believed to have belonged to the Algonquian linguistic stock. The Powhatan Indians were well known to the Spanish, who established a Jesuit mission among them in 1570, but the missionaries were killed by the Powhatans in 1571.

Periods of Development

Appendix A presents a chronology of events related to Old Point Comfort with sources. Events and development on Old Point Comfort can best be described during discrete periods as follows:

- 1607 – 1818: Colonial Period
- 1819 – 1860: Federal Period
- 1861- 1865: Civil War
- 1866 – 1899: Post-Civil War Expansion
- 1900 – 1929: Early Twentieth Century Development
- 1930 – 1945: Depression Era/WWII Development
- 1946 – 2008: Post -WWII Development

Colonial Period

The Colonial Period was dominated by exploration and settlement of Hampton Roads and the James River region, construction of early fortifications, and development of the Old Point Comfort Lighthouse.

A group from a convoy of English settlers led by Captain Christopher Newport sailed into what they termed “Cape Comfort” and landed on the Point on April 28, 1607, before moving on to settle at Jamestown in the next month. Among those aboard the three ships carrying the settlers was Captain John Smith, who explored the Chesapeake Bay in his famous voyages of 1607-1609, and who became Jamestown Council’s third president.

In 1609, to protect the entrance to settlements along the James River, the British built Algernourne Fort (Fort Algernon) at Old Point Comfort. It was an earthwork structure with boards “10 hands high.” Sources vary on whether it held a contingent of 25 soldiers with 4 iron pieces or 40 soldiers with 7 pieces of artillery. Fort Algernon burned in 1612. Other fortifications followed on the site, with the strongest, Fort George, being constructed in the 1730s to guard against French invasion. Built of brick and shell lime, Governor William Gooch wrote in 1736 that “no ship could pass it without running great risks.” Fort George was destroyed by a hurricane in 1749.

While it is has often been stated that the first enslaved Africans in Colonial America were brought to Jamestown in 1619, historians now conclude that the first arrival was actually at Point Comfort. The arrival of the Dutch ship bearing the enslaved Africans, who were traded in exchange for provisions, began the long history of slavery in America.

A navigational light was active as early as 1775 at Old Point Comfort. Between 1800 and 1801, Congress appropriated funds for the construction of a permanent lighthouse, which was first lit in 1802. The structure, still extant, consists of an octagonal structure 54 feet high made of stacked stone with a spiral staircase. During the War of 1812, the lighthouse was captured by the British who used it as an observation post. The British burned Hampton on June 25, 1813 and, unimpeded by any coastal fortifications, went on to do the same to Washington, D.C. in August of that year.

Federal Period

The Federal period saw the construction of Fort Monroe and the establishment of the Artillery School of Practice. The period also was marked by the Fort’s initial association

with persons of historical importance, the construction of two buildings used for religious purposes, and the emergence of Old Point Comfort's resort industry.

In the early 19th Century, prior to the War of 1812, the newly formed United States government constructed a series of fortifications known as the "Second System." The "First System" was largely made up of former British fortifications with a few additions built after the Revolutionary War. Due to the inadequacy of coastal fortifications during the War of 1812 (with the exception of Fort McHenry in Baltimore) and the capture of Washington by the British, President James Monroe and Congress turned their attention to the construction of a comprehensive system of fortifications – the "Third System." These were planned to protect America's important port cities and the nation's capital from future invasion.

In 1817, General Simon de Bernard, a French-trained military engineer and former aide to Napoleon Bonaparte, was appointed to plan the new system of fortifications. Major Charles Gratiot, who would later be appointed the Army's chief engineer, supervised the initial construction of Fort Monroe which began in 1819. Quarters 1 (the DeRussey House), a Federal style two-story residence with a two-story front porch, was built within what would become the largest of all the Third System fortifications.

Bernard's grandiose design for Fort Monroe called for a brick, granite, and earthen casemated fortification. The Fort encompasses 63 acres with a perimeter of 2,394 yards or well over one mile. Designed as a bastioned work with seven fronts, holding 380 gun mounts and a compliment of over 2600 men in time of war, the Fort was deemed close to being impregnable from land and sea. Bernard envisioned Fort Monroe as the "headquarters" for the entire coastal fortifications system. A water battery designed to contain 40 casemated guns was constructed as part of the outer works. Its role was to protect the Fort from direct attack. The labor force used to construct Fort Monroe included a large number of enslaved persons hired out by the owners of local plantations.

Construction of a nearby fortification, Fort Calhoun (later renamed Fort Wool), was begun on a man-made island. Designed to have three tiers of casemates, work was stopped during the construction of the second tier as the island began to settle. All of the original Fort Wool, except for eight casemates, has since been demolished.

While Fort Monroe construction continued, the Army granted permission to private investors to erect the Hygeia Hotel. Built in 1822, the hotel was initially used to house workers constructing the Fort, but it later became a popular resort attracting many prominent persons of the era including Henry Clay and President John Tyler. The Hygeia was the first of a number of hotels, including a second Hygeia in 1872 after the first was demolished, to be built at Old Point Comfort, making it a leading resort destination.

In 1823, the second oldest housing structures, Quarters 17 and 18 (the Tuileries), Federal style two story residences with one-story porches (later two-story), were constructed. This year marked the arrival of the first of eleven artillery companies to the Fort. Within the next year, Fort Monroe would become the Army's Artillery School of Practice. By 1834, it would be the 5th largest arsenal in the country.

Author Edgar Allen Poe served at Fort Monroe for a few months in 1828 after enlisting in the Army in 1827 using the alias "Edgar A. Perry." Poe attained the rank of Sergeant Major for Artillery. After he left Fort Monroe, Poe was appointed to West Point from which he was dismissed by purposely getting a court martial in 1831.

Second Lieutenant Robert E. Lee arrived at Fort Monroe from Fort Pickens in 1831 to assist then construction engineer Captain Andrew Talcott. Fort Pickens and Fort Monroe were two of a number of Third System fortifications that Lee would provide engineering assistance to prior to the Mexican-American War. While at Fort Monroe, Lee married Mary Anna Randolph Custis, a great-granddaughter of Martha Washington. He and his young wife settled into the Tuileries (Quarters 17) while he supervised construction of the Fort's moat and nearby Fort Calhoun.

In 1833, Fort Monroe hosted some unusual visitors. In the early 1830s, a band of members of the Sauk, Fox and Kickapoo Nations, led by Chief Blackhawk, fought a bloody rebellion after being forcibly removed from tribal lands in Illinois. After the Blackhawk War's conclusion at the Battle at Bad Axe River in southwestern Wisconsin, Chief Blackhawk and other tribal leaders were transported east, greeted along the way by large crowds of curious spectators, and imprisoned for a few weeks at Fort Monroe until June 1833. While at Fort Monroe, the prisoners often sat for portraits. In his last days of imprisonment, Blackhawk related his life story to a government interpreter; the story was edited by a reporter and became known as the first Native American autobiography in the United States.

By 1836, Fort Monroe's construction was considered fully complete. In 1845, the garrison was dispatched to fight in the Mexican-American War. With that war ending, the Fort returned to normal operations, but was struck by a tragedy in 1855 with an explosion at the armory that killed two men and destroyed the building. A survivor, Lieutenant Julian McAllister, commissioned a chapel to be built honoring his two friends who died in the explosion. The Chapel of the Centurion was consecrated by Assistant Bishop John Johns of the Diocese of the Protestant Episcopal Church of Virginia in 1858.

The Chapel (Building 166) is a Carpenter Gothic structure expanded from an original plan attributed to Richard Upjohn. Most of the original windows have been replaced, with several being made by the Tiffany Company and installed in 1890 and 1911. A new arsenal was constructed in 1860 just as the Civil War was to begin (Buildings 27 and 27A).

Another church, St. Mary Star of the Sea Roman Catholic Church, was also constructed as a wood frame structure in 1860. The original church was lost to fire in 1903 and replaced by the present stone church, which is still owned and operated by the Catholic Diocese of Richmond.

Besides the Fort itself, the extant antebellum buildings are not only the most historically significant structures, but among the most architecturally significant. These buildings

demonstrate living conditions at Fort Monroe in its earliest years and the use of the Fort as a significant defensive structure and artillery training center.

Civil War Period

The Civil War period saw a major influx of personnel and activities as Fort Monroe became a critical outpost for the Union Army in the South. This period is, perhaps, the most significant in the Fort's history as it became both a staging area for invasions and a fortress of hope for the oppressed. While Fort Monroe was the scene of much construction during the Civil War, the buildings were temporary ones and none from this period are extant today.

When South Carolina became the first state to secede from the Union on December 20, 1860 and Confederate troops under General P.T. Beauregard fired on Fort Sumter less than five months later, President Lincoln moved quickly to reinforce Fort Monroe so that it would not be taken, as was the fate of many other Union forts in the South. The Fort became an integral component in the effort to blockade Southern ports from Virginia to the Carolinas, providing shelter and supplies to Union ships participating in the blockade.

In March 1861, Fort Monroe received a prototype 15 inch Rodman smooth bore gun, named "The Lincoln Gun," for testing. The gun remains today as a prominent remnant of the Civil War at the edge of the parade ground inside Fort Monroe. The bottle shaped barrel is 15 feet and 10 inches in length with its widest diameter at 4 feet. It weighed 49,000 pounds when built.

Lincoln assigned newly appointed Major General Benjamin Butler, a "political general" from Massachusetts to command Fort Monroe and the Department of Eastern Virginia soon after the first shots were sounded. Before the War, Butler had been a successful attorney and member of both the Massachusetts House of Representatives and its Senate.

Butler was a Northern Democrat who was not known for having abolitionist beliefs. As a delegate to the Democratic Presidential Convention of 1860 pledged to Stephen A. Douglas, Butler instead cast his vote for Jefferson Davis, explaining that he believed

Davis was the only candidate who could maintain the Union. He supported John C. Breckinridge (Vice President under President James Buchanan and later a Confederate General) in the Presidential campaign won by Abraham Lincoln.

On May 23, 1861, three escaped slaves of Confederate Colonel Charles Mallory of Virginia sought refuge at Fort Monroe. While the Fugitive Slave Act of 1850 required the return of enslaved persons to their owners, when Butler learned that the three had been contracted out to work on Confederate fortifications, he applied his lawyer's mind to the matter. Declaring the three to be contraband of war, since Virginia considered itself no longer to be a part of the Union, he refused to send them back. When word got out, many more arrived at Fort Monroe and when room ran out to house them there, they sought shelter in areas previously burnt out by Confederate forces in Hampton. Washington advised Butler that any enslaved person accepted at Fort Monroe could be put to work for Union purposes. Butler did so.

In August 1861, Congress passed the Confiscation Act providing a de facto ratification to Butler's action. When the war ended in 1865, over 10,000 had sought refuge at Fort Monroe. Many note an irony in the fact that the place where the first enslaved persons arrived in Virginia in 1619 became, some 242 years later, a place of refuge for so many seeking their freedom in 1861.

Butler's contraband decision, regardless of the fact that it was a strategic military decision to deny the Confederate Army an enslaved work force, placed Fort Monroe as a major starting point on the pathway to Lincoln's Emancipation Proclamation. Butler's action was repeated by other Union commanders and set forth a continuous wave of enslaved persons seeking freedom by entering Union lines.

In June 1861, 4,000 men under the command of General Ebenezer W. Pierce left Fort Monroe to remove a much smaller number of Confederate forces under General John Magruder from an observation post at Big Bethel, some eight miles from Hampton. It was the first land battle of the Civil War in Virginia and an embarrassment for the Union, whose forces proved inadequate to the task. The loss resulted in a public clamor for the

removal of General Benjamin Butler as commander of the Department of Eastern Virginia.

On March 9, 1862, soldiers standing atop the Fort witnessed a major change in the technology of naval warfare when the Monitor and the CSS Virginia (formerly the USS Merrimac) came together in the epic, but non-conclusive naval Battle of Hampton Roads. While both ironclads survived the encounter, the battle marked the end of the era of the great wooden war ships.

In the Spring of 1862, Fort Monroe became the base for another, more intensive excursion against the Confederacy. General George B. McClellan launched his grand plan to capture Richmond by assembling more than 120,000 troops of the Army of the Potomac, using Fort Monroe as the base to march up the peninsula between the York and James Rivers. The venture again resulted in a major Union failure with McClellan withdrawing in the face of far fewer Confederate forces despite the fact that the Union Army had marched to within a short distance from Richmond. While Union forces fought and ultimately stood firm at Malvern Hill, McClellan was on a gunboat almost 10 miles distant from the battle. Lincoln immediately replaced McClellan as commanding general of the Union Army. A Harpers Weekly article of September 20, 1862 announced that, as McClellan's army was streaming back into Fort Monroe, that the Hygeia Hotel had been ordered to be demolished. A second Hygeia Hotel would be built soon after.

While McClellan was involved in his Peninsula Campaign, President Lincoln, along with Secretary of War Edmund Stanton and Secretary of State Salmon Chase, came to Fort Monroe and experienced from afar the surrender of Norfolk to General John Wool. Lincoln slept in Quarters 1 while at the Fort.

In June 1863, Fort Monroe received a prisoner, General William Henry Fitzhugh "Rooney" Lee, second son of Robert E. Lee. Lee had been wounded at the Battle of Brandywine Station and captured while recuperating at Hickory Hill Plantation, owned by an uncle of his wife. He was placed in the hospital at Fort Monroe and threatened with

death by hanging when Confederate authorities announced they would execute two Union Army officers in retaliation for the killing of two Confederates caught as spies in Kentucky. This threat prevented the execution of the Union officers and Lee was later transferred from Fort Monroe and ultimately exchanged to resume his duties as a Confederate officer.

In December 1863, a year after Lincoln's signing of the Emancipation Proclamation, the 2nd Regiment Cavalry was organized at Fort Monroe. This regiment of US Colored Troops, along with the 1st Cavalry Regiment of Colored Troops, was attached to Fort Monroe, participated in the engagements at Drury's Bluff and City Point, and later participated in the siege of Petersburg, as well as other engagements prior to the fall of Richmond. Battery B of the 2nd US Colored Troops Light Artillery was formed at Fort Monroe in January 1864.

Also in 1864, the Army of the James, a combination of the Departments of Virginia and North Carolina, was formed at Fort Monroe under the command of General Benjamin Butler. It included several regiments of US Colored Troops. Fort Monroe played a key strategic role as General Ulysses S. Grant marched from Cold Harbor to what became the siege of Petersburg. The Fort's control of the approaches to Hampton Roads was critical in guaranteeing naval support and supplies for Grant's Army at Petersburg, which ultimately led to the Confederate withdrawal from Richmond and Lee's surrender at Appomattox Court House.

On February 3, 1865, President Lincoln was on the steamer River Queen anchored off the Virginia coast under the protective guns of Fort Monroe with Secretary of State William Seward. They met with a delegation of the Confederacy consisting of Vice President Alexander H. Stephens, Assistant Secretary of War John Campbell, and the presiding officer of the Confederate Senate, Robert M.T. Hunter. The so called "Hampton Roads Peace Conference" lasted only four hours with Lincoln stating terms that were unacceptable to the Confederate delegates who desired that the Confederacy remain independent of the United States.

In March 1865, Harriet Tubman, a woman who had escaped slavery and returned to Dorchester and Caroline Counties in Maryland on numerous occasions to guide others to freedom, and who had provided services to the Union Army, was appointed matron of a hospital at Fort Monroe that was set up to administer to the population of contrabands gathered there. Tubman served in that capacity until July.

Samuel Arnold, one of the original conspirators in a planned March 1865 abduction of Abraham Lincoln, but who had left the group that John Wilkes Booth assembled before the assassination on April 14, was arrested three days after the assassination at Fort Monroe where he was working for a sutler. Arnold was brought to trial, but since he was not part of the successful assassination plot, his life was spared. He was imprisoned and later pardoned by President Andrew Johnson.

As the war drew to a close, Fort Monroe became the location of the local office of the Bureau for Refugees, Freedmen and Abandoned Lands or the “Freedman’s Bureau.” A former commander of the 8th Regiment of US Colored Infantry, Brigadier General Samuel Chapman Armstrong, became its director.

After the surrender of the Confederacy, President Jefferson Davis, having been captured on May 10, 1865 in Georgia, was transferred to Fort Monroe on May 19. He was to remain imprisoned there for two-years, first in a casemate and then in Carroll Hall. Upon arrival, Davis was placed in irons by the new Fort commander, General Nelson Miles. Reports of his harsh treatment and ill health, based on the complaints offered by his attending Army physician, Dr. John J. Craven, raised a public outcry. Davis was indicted for treason a year later and released on bail in May 1867, a year after his indictment. Davis was never to face trial.

Post–Civil War Expansion Period

This period at Fort Monroe was marked by significant renovation and expansion of facilities and the construction of Endicott Batteries. The Fort was reinstated as the Army's center for artillery training.

In 1867, the Artillery School was reestablished under Brevet Major General William F. Barry, former artillery chief to General William T. Sherman during his March to the Sea. A New York Times article of November 4, 1870 described the course available to Army 2nd Lieutenants:

During the Summer months, while the weather is pleasant, the course of instruction embraced here comprises mechanical manoeuvres with heavy ordnance, mortars, etc., giving the officer and soldier a thorough knowledge of his field duties. Mounting and dismounting heavy guns is especially taught, and the most recent inventions and appliances are used for this purpose. All the different varieties of arms – both of heavy and light artillery – are used here and they learn to handle the heavy fifteen-inch guns with almost the same alacrity as the light artillery pieces. During the Winter months the course of study is varied, and comprises military law, ancient and modern history, surveying, ordnance and gunnery, etc., besides a thorough course of instruction in regard to camp and garrison duties.

In 1875 the Sub-Tuileries, (Building 16 and Building 3) were constructed. Both were built as two-story, multi-family quarters and are similar in design to the Tuileries (Buildings 17 and 18). These were remodeled in 1908 and 1910 with two-story porches.

Between 1875 and 1898, building at Fort Monroe accelerated. Among the structures built within and outside the moat were Building 5, the Old Main Barracks and the largest structure inside the moat, and five wood frame quarters on the western edge of the parade ground and on Ingalls Road.

The Ingalls Road Corridor was developed with the most significant group of buildings outside the Fort including the Fire Station in 1881 (Building 24), Post Headquarters in 1894 (Building 77), the Old Batchelor's Quarters in 1897 (Buildings 80 and 81), and the Hospital Building (Building 82) and the Post Office (Building 83) in 1898.

In 1885, President Grover Cleveland convened a board under Secretary of War William Endicott to plan a new system of coastal defense. The Civil War, particularly the Union bombardment of Fort Pulaski with rifled artillery, had demonstrated that the Third System fortifications could not withstand modern weaponry. In 1891 construction began at Fort Monroe on detached batteries of concrete with earthen parapets. Batteries Gatewood, DeRussy, and Church were completed in 1898, Batteries Ruggles and Anderson in 1899, Battery Irwin in 1903, and Battery Parrott in 1906.

A new hotel, The Chamberlin, continued the resort tradition of the previous Hygeia hotels. The Chamberlain was constructed between 1890 and 1896. Electrical service and a sewerage system arrived, respectively, in 1895 and 1896.

Early Twentieth Century Period

During the period 1900 to 1929, Fort Monroe experienced construction related to the re-organized Coast Artillery School, and the completion of Endicott era batteries. Buildings from this era are among the majority of extant structures at Fort Monroe.

Between 1900 and 1910, mostly due to the establishment of the Coastal Artillery School and an influx of trainees, additional barracks and a gymnasium were built along the north edge of the parade ground. Architect Paul Pelz designed the three story Bachelors Quarters/Old One Hundred (Building 100) and brick duplexes on Ingalls Road. Additional brick duplexes were built along Ingalls and Fenwick Roads and along Tidball Road and Moat Walk. In 1909, the Commanding General's Quarters were built on Fenwick Road outside the Fort. St. Mary Star of the Sea Church, which had burned, was replaced by the present church structure in 1903.

In 1907, the Army separated its artillery and coastal artillery functions, and the Coast Artillery School was established at Fort Monroe, including the School of Submarine Science previously based at Fort Totten, New York). It was created to train all coastal defense officers and soldiers from throughout the United States. A complex for the school was constructed at Ingalls and Fenwick Roads that included the Administration Building

(Building 161), Murray Hall (Building 133) and Lewis Hall (Building 134). Additional quarters to house trainees were constructed in various locations on Fenwick and Ingalls Roads and on the southern edge of the parade ground inside the Fort.

In 1907, too, battleships, cruisers and destroyers of the Great White Fleet appeared at Hampton Roads as part of the Jamestown Exposition, celebrating the 300th anniversary of the founding of Jamestown. The Fleet would return two years later for a grand salute viewed by President Theodore Roosevelt.

In 1920, the Chamberlin Hotel burned to the ground and a new Chamberlin Hotel, designed by Marcellus Wright, was built on its site in 1928. The largest building at Fort Monroe, the hotel remained a popular tourist attraction.

Great Depression and World War II Period

In 1930, General Stanley D. Embick advocated changes in the doctrine of the Coast Artillery School to place anti-aircraft artillery for defense of harbors on an even keel with seacoast artillery. Fort Monroe added anti-aircraft gun training to its curriculum.

During the Great Depression, additional development was undertaken with funding from the Public Works Administration and the Works Progress Administration. Providing jobs to workers affected by the Depression, construction was completed on Colonial Revival style duplexes and quadriplexes. Damage from hurricanes in August and September of 1933 prompted more construction, and additional land area was created by infilling the Mill Creek shoreline. In 1934, the prominent bandstand was built near the Chamberlain Hotel in Continental Park. Portions of the industrial section were built on newly filled land between the Fort and Mill Creek from 1934 to 1938, including the Motor Pool (Building 57), Ordnance Machine Shop (Building 59), and the Submarine Mine Depot (Building 28).

In 1942, Fort Monroe became the headquarters for the Chesapeake Bay Coastal Defense Sector. The Fort controlled shipping in Hampton Roads during World War II; an inner

mine field was established and an anti-submarine net and gate stretched between Fort Wool and Fort Monroe.

In 1943, the Military Affiliated Radio Station (MARS) signal station was built on top of Bastion #4 at the southeast face of the Fort. The station was designed by the architecture firm of Beddow, Gerber and Wharples and is a rare example of Bauhaus School Modernism on the post. Mercury Boulevard was also constructed as a military highway between Newport News and the Fort, bypassing downtown Hampton. McNair Drive, part of the new route, skirted the developed sections of Fort Monroe and linked the mainland directly with the main dock and the Chamberlin Hotel.

Post World War II Development

After World War II, the role of coastal fortifications was deemed obsolete as the emphasis on air power and aircraft carrier based strike forces grew and nuclear weapons began to emerge on the world stage. In 1946, the Coast Artillery School was moved from Fort Monroe to Fort Winfield Scott in the western portion of the Presidio in San Francisco, but remained there for only a brief period. In 1950, Coast Artillery was deactivated as a separate arm of the military.

In 1953, the Wherry Housing complex was constructed at the sites of Endicott era batteries, Montgomery and Eustis. The complex contained 53 buildings and 206 housing units.

In 1955, Fort Monroe became the headquarters for the Continental Army Command and, in the Army reorganization of 1973, it was designated as the United States Army Training and Doctrine Command (TRADOC), its current function.

THE CASEMATE MUSEUM - OVERVIEW

The Casemate Museum at Fort Monroe is one of 60 museums in the Army Museum System managed by the U.S. Army Center for Military History. The Center for Military History (CMH) seeks to record the official history of the Army and provide opportunities

for using military history in the teaching of strategy, tactics, logistics and administration. A core function of the CMH mission is historical research, writing, publication and education. The current strategic plan for the CMH assigns to the Army Museum System the mission “to preserve, study, and interpret the history and material culture of the United States Army, providing a continuous record of the Army’s heritage for the soldiers and the nation.”

The Army Museum System manages a museum collection of about 450,000 artifacts and 15,000 works of art. By comparison, within the Northeast Region of the National Park Service there are 76 units managing a museum collection totaling 27,000,000 items, representing about 25% of the museum collection of the entire National Park Service.

The Casemate Museum is open to the public seven days a week, year round, except for three holidays when the museum is closed. Admission is free and in FY 2007 the museum received an estimated 32,835 visitors. There are twelve casemates open to the public with a mix of free-standing and wall mounted exhibit cases featuring historic objects, with interpretive panels and photo reproductions illustrating a wide range of topics relating to Fort Monroe. Several casemates are set up with historic and reproduction furnishings and mannequins dressed in period costumes to represent specific ways that the structure has been used, from cannon and gun emplacements to prison cells to residences for families.

In addition to the casemates open for exhibit, there are five casemates used for offices, work space and storage areas for museum collections. Archives, art work and reference collections are in several rooms on the ground floor of Quarters 1. The museum collection of the Casemate Museum totals 7,971 historic objects and 4000 archival items. The museum collections and a reference library are available to the public for research.

History of the Museum

The Casemate Museum was organized between 1949 and 1951 by a group of volunteers with the specific goal of restoring and opening to the public the casemate cell that held

Confederate President Jefferson Davis for nearly five months after his capture in 1865. The cell is furnished with a simple cot, small desk and chair to represent the kind of furnishings that would have been in the cell in 1865. A large 35 star American flag is mounted in a case on the wall opposite the cot in the cell. The flag is believed to be the same one that hung in the cell when Jefferson Davis was imprisoned. The exhibit was opened to the public in June of 1951, as one of three casemates the organizing committee planned to use as a museum.

In July 1952, a second casemate was opened to the public with an exhibit of scale models of the ironclads Monitor and Merrimack, built and provided by the Newport News Shipbuilding and Drydock Company. A third casemate opened in July 1954 dedicated to all the personnel who had served at Fort Monroe.

During this period the Casemate Museum was operated primarily by volunteers organized into a museum committee and an honorary committee. Physical improvements and restoration of the casemates was done primarily by post engineers and maintenance staff. Funding and support for exhibit and interpretive materials were provided by the committees with assistance from charitable and volunteer groups with historical affiliations and connections to Fort Monroe. Two uniformed military police were assigned to open and close the museum each day but the museum was left unattended and visitors were allowed self-guided through the museum.

The museum did not have full-time professional staff until 1968 when a specific allocation of appropriated funds enabled the hiring a director/curator. At this same time the museum closed for seven months for a full renovation and expansion, doubling the number of casemates for exhibitions and installing central heating and air conditioning. In 1976 two casemates were refurbished to the 1830s' appearance with two 32-pounder guns. Additional casemates were refurbished for offices and to accommodate storage and research space for the growing museum collections.

In 1977, the Casemate Museum was officially designated as the Army's Coast Artillery Museum. In 1982, the Casemate Museum closed again to allow for a renovation and expansion program that would nearly double the size of the exhibit space. New exhibits included two rooms as furnished quarters depicting life for 19th- century families on the base, displays of uniforms and equipment from the Coast Artillery, and archeology and artifacts recovered from moat.

In 1982, the Casemate Museum passed two very important professional milestones – the first was achieving certification from the U.S. Center for Military History; the second was achieving accreditation from the American Association of Museums (AAM). These external reviews ensure that museums are meeting the highest professional standards and their responsibilities to the public to preserve and protect important historical resources. The CMH certification process is even more rigorous than the AAM accreditation standards and re-certification is required every five years. The Casemate Museum successfully passed its most recent CMH certification inspection in 2004. In the past year the new exhibition installations and improvements to existing displays have continued to enhance the visitor experience and education.

Scope of Collections

The Scope of Collections defines the types of historic objects that will be accepted into the museum collection and also describes the major categories of the existing museum collection. The current collection policy for the Casemate Museum includes the following Scope of Collection statement:

The Casemate Museum will collect items of military material culture, documents, photographs, and works of art which relate directly to the history of Fort Monroe, the Coast Artillery Corps, and Old Point Comfort. Of special interest will be those items which were worn, used, or owned by the soldiers, civilians, or dependents that either served or lived at Fort Monroe or in the Coast Artillery Corps. The museum will also collect items directly relating to the specific visits of famous persons to Fort Monroe. The museum will only collect generic military items which are illustrative of those used by soldiers stationed at Fort Monroe or serving in the Coast Artillery Corps and then only as needed to complete an exhibit.

The museum collection developed primarily through individual donations, with many of the items donated by retired military staff with some connection to Fort Monroe. The entire collection is fully owned by the U.S. Army Center for Military History. There was no single source or original group of material that formed the core of the museum collection. Although the Army designed the museum as the Coast Artillery Museum in 1977, the Coast Artillery School moved from Fort Monroe in 1946 and the Coast Artillery Corps was deactivated in 1950.

The museum collections are accessioned and cataloged into the Army Historical Collection Accountability System (AHCAS). The AHCAS database counts 7,971 historic objects in the Casemate Museum collection. Objects in this category are mostly three-dimensional items such as weapons, flags, uniforms, books etc. Approximately 4000 archival items are listed in a separate database used to track the paper-based materials at the Casemate Museum. Some artillery pieces, including the Lincoln Gun, are in exterior locations.

Visitation

Visitation to the museum is characterized as a mix of out-of-state tourists, local citizens, and active and retired military and families. Out of an estimated total of 32,835 visitors to the museum in FY 2007, approximately 4700 comprised organized groups or tours. Over the past five years, visitation at the museum has increased. This may be attributed to several factors among them new and improved exhibits, an increased interest in the Fort since the BRAC announcement, and increased comfort level with access restrictions to the site since September 11, 2001. The chart below indicates estimated visitation from 2003 to 2007.

Casemate Museum Visitation

2003	24,692
2004	27,498

2005	33,613
2006	31,530
2007	32,835

Additional funding for special projects, exhibits and equipment is provided occasionally by the CMH. The museum competes for special funding from the CMH with other museums in the system. For example, the Casemate Museum received \$40,000 for a set of new windows for the museum in FY 2006, but received no special project funding in FY 2007.

Casemate Museum Foundation

The Casemate Museum Foundation was established in 1983 to provide financial support and educational assistance for the museum. The Foundation operates as private, non-profit, 501c3, tax exempt organization. Principal support activities for the Foundation include operating the gift shop and providing funding for the museum to help fund exhibits or one-time needs such as advertising for a special event, public program or exhibit. Over the past five years the amount of support to the museum provided by the Foundation has varied in response to the needs of the museum. For example, in FY 2006 the Foundation provided \$4,980 in support to the museum for advertising, exhibit supplies, and membership dues. In FY 2007, the Foundation provided \$20,746 in support primarily for a new exhibit and related advertising.

Museum Facilities

The museum collections are located in three separate areas: exhibits in the casemates, storage in the casemates, and storage in Quarters 1. In a separate casemate there is a workshop for the museum specialist with dedicated tools and equipment to support the maintenance and fabrication needs of the museum exhibitions.

The museum exhibit areas are provided with climate control, security and fire detection. Historic objects are securely mounted and/or displayed behind Plexiglas barriers. A range

of reproduction textiles and materials are used in the period rooms and vignettes, which have simple barriers to separate museum visitors from the historic displays.

Museum collections are stored in several casemates which are provided with basic climate control. Storage areas are clean and well-organized with museum quality storage cabinets and specialized equipment used to protect and preserve a wide range of objects in storage. This includes locking metal cabinets and archival boxes, folders, enclosures and padding to protect fragile museum objects. Additional security is provided for controlled property such as weapons in the museum collection, with locking gun cabinets and padlocked entry doors.

A continuing problem for the museum collections is moisture penetration from the vaulted brick ceiling, something that is a constant maintenance issue. Objects that are not in museum cabinets are covered with plastic sheeting to protect from potential leaks. Floors in this area are new concrete slabs that have been sealed. Each storage area in the casemate is furnished with a high efficiency dehumidifier that operates an average of nine months of the year. Excessive humidity is the most significant environmental problem for the museum collections in storage. Each of the storage casemates includes exterior doors and windows, which are not ideal from a museum security perspective. However, there is a security system including motion detectors and contact alarms protecting this space.

Museum collections at Quarters 1 are located in several rooms on the ground floor. This area includes an office and work area for the museum technician who is responsible for the archives and reference collections. Art work is also stored at Quarters 1.

The future of the museum and its collections after the Army leaves Fort Monroe has not been determined. In other base closings, the military has removed its collections. There may be a possibility that the Army would consider loaning the collections so they could remain at Fort Monroe, if a suitable management entity qualified by expertise and financial sustainability is identified.

IV. ANALYSIS OF THE LIKELIHOOD OF MEETING CRITERIA FOR POTENTIAL DESIGNATION AS A UNIT OF THE NATIONAL PARK SYSTEM

This analysis preliminarily applies the criteria for potential designation of Fort Monroe as a unit of the National Park System. It assesses the resource to determine if it is likely to meet Special Resource Study criteria for national significance, suitability, feasibility and need for NPS management. If all criteria are likely to be met, the NPS would normally recommend that Congress authorize a Special Resource Study. If any criterion or combination of criteria is deemed unlikely to be met, the NPS normally would not recommend that Congress authorize a Special Resource Study. Where enough information to make the determination of likelihood of meeting criteria is not available within the scope of a reconnaissance study, the NPS may recommend that Congress authorize a Special Resource Study.

For a determination to be made as to whether a resource should be considered for potential designation as a unit of the National Park System, analyses are conducted based on criteria established by Congress in *Title III of Public Law 105-39*, and in accordance with NPS Management Policies. To be eligible for consideration, an area 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 or the private sector.

NATIONAL SIGNIFICANCE

National Park Service Management Policies 2006 provide that a resource will be considered nationally significant if it meets all of the following criteria:

1. is an outstanding example of a particular type of resource;

2. possesses exceptional value or quality in illustrating or interpreting the natural or cultural themes of our nation's heritage;
3. offers superlative opportunities for public enjoyment, or for scientific study; and
4. retains a high degree of integrity as a true, accurate, and relatively unspoiled example of a resource.

National significance for cultural resources is evaluated by applying the National Historic Landmark criteria contained in 36 CFR Part 65. 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, and that:

1. 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; or
2. are associated importantly with the lives of persons nationally significant in the history of the United States; or
3. represent some great idea or ideal of the American people; or
4. 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; or
5. 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; or

6. 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.

National significance for natural resources can be evaluated by applying the National Natural Landmark criteria contained in 36 CFR Part 62. Within the National Natural Landmarks Program, national significance describes an area that is one of the best examples of a biological or geological feature known to be characteristic of a given natural region. Such features include terrestrial and aquatic ecosystems; geologic structures, exposures and landforms that record active geologic processes or portions of earth history; and fossil evidence of biological evolution.

When evaluating national significance in congressionally authorized Special Resource Studies, resources that have already been designated as National Historic Landmarks or National Natural Landmarks are considered to already have been determined to be nationally significant and require no further analysis. Resources associated with Fort Monroe were designated a National Historic Landmark District by the Secretary of the Interior in December 1960 and are nationally significant for the reasons identified in its nomination. The Fort Monroe National Historic Landmark District, therefore, meets the Special Resource Study criterion for national significance. The study team also confirmed that the resources of the district retain integrity. The study team notes that the National Historic Landmark nomination for Fort Monroe would be vastly improved if it were updated to meet current nomination standards.

This reconnaissance study did not reveal information indicating that natural resources associated with Fort Monroe are of potential national significance and, therefore, these resources are unlikely to meet the criteria for potential designation as a unit of the National Park System.

National Significance Conclusion

This reconnaissance study concludes that a Special Resource Study of Fort Monroe would likely find that the Fort is an outstanding example of a particular type of resource, in this case, Third System Coastal Fortifications; that it possesses exceptional value or quality in illustrating or interpreting the cultural themes of our nation's heritage, namely military history; that it offers superlative opportunities for public enjoyment, although its future use may enhance or diminish that experience; and that it retains a high degree of integrity as a true, accurate, and relatively unspoiled example of a resource. It is further highly likely that a Special Resource Study would find the Fort to be nationally significant as a cultural resource, due to its existing designation as a National Historic Landmark District with a determination that the resource retains a high degree of integrity.

SUITABILITY

NPS Management Policies 2006 provide that an area is 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. It is important to reiterate that the suitability analysis is not limited, simply, to whether resources are represented in the system, but extends the analysis to similar resources protected by other public entities and the private sector.

A reconnaissance study does not investigate resources for suitability to the degree or level of detail that would be undertaken in a Special Resource Study. Rather, it attempts to identify already protected resources that readily suggest the likelihood of confirming or refuting a likely finding of suitability.

In evaluating the suitability of cultural resources within or outside the National Park system, the Service uses its "Thematic Framework" for history and prehistory. The framework is an outline of major themes and concepts that help to conceptualize American history. It is used to assist in the identification of cultural resources that

embody America's past and to describe and analyze the multiple layers of history encapsulated within each resource.

Through eight concepts that encompass the multi-faceted and interrelated nature of human experience, the thematic framework reflects an interdisciplinary, less compartmentalized approach to American history. The concepts are:

1. Peopling Places
2. Creating Social Institutions
3. Expressing Cultural Values
4. Shaping the Political Landscape
5. Developing the American Economy
6. Expanding Science and Technology
7. Transforming the Environment
8. Changing Role of the United States in the World Community

The themes most closely associated with the history and resource types associated with Fort Monroe appear to be Peopling Places and Shaping the Political Landscape. Other theme categories may apply to aspects of the Fort and its history, but for the purpose of the reconnaissance study these two are readily apparent.

Peopling Places

This theme examines human population movement and change through prehistoric and historic times. It also looks at family formation, at different concepts of gender, family, and sexual division of labor, and at how they have been expressed in the American past. Topics that help define this theme include: (1) family and the life cycle; (2) health, nutrition, and disease; (3) migration from outside and within; (4) community and neighborhood; (5) ethnic homelands; (6) encounters, conflicts, and colonization.

For the purpose of this analysis, the topics of migration from outside and encounters, conflicts, and colonization will be used as they relate to English settlement and settlement period fort construction at Old Point Comfort.

1. ***Colonial National Historical Park*** – This unit of the National Park System includes Historic Jamestowne. It was here that England's successful colonization of America began with the first permanent English colony. Jamestowne was the first seat of English government in Virginia, the place where the first representative government met in 1619 and early arrival of Africans to English America is recorded. This site is also where Captain John Smith began his historic voyages of the Chesapeake Bay from 1607-1609. Archeological evidence indicates that Native Americans utilized the site of Jamestowne for an estimated 10,000 years before the English arrived.
2. ***Captain John Smith Chesapeake National Historic Trail*** – This recently designated national historic trail, administered by the NPS, celebrates and commemorates the voyages of Captain John Smith and will provide interpretive experiences in numerous locations around the Chesapeake Bay, as well as water borne recreational opportunities. The NPS is currently completing a comprehensive trail plan for the resource.
3. ***Fort Raleigh National Historic Site*** – This unit of the National Park System protects and preserves known portions of England's first New World settlements from 1584 to 1590. The site also preserves the cultural heritage of the Native Americans, European Americans and African Americans who have lived on Roanoke Island.
4. ***Charles Towne Landing State Historic Site*** – This State of South Carolina historic site interprets the first English colonial site in South Carolina in 1670. The park provides information on how settlers, traders, Native Americans, and enslaved persons came to this site, the latter by force, resulting in the beginnings of what would become the plantation system of the American South.

It is the study team's conclusion, based on this minimal sampling of resources representing the theme of Peopling Places, that resources relating to English settlement at

Old Point Comfort would not likely be viewed in a Special Resource Study as a reason to determine that Fort Monroe would meet the suitability criterion. The existence, of Colonial National Historical Park, particularly, and the Captain John Smith Chesapeake National Historic Trail in such close proximity to Fort Monroe, would contribute to a finding that suitability under this theme topic is unlikely.

Shaping the Political Landscape

This theme encompasses tribal, local, state, and federal political and governmental institutions that create public policy and those groups that seek to shape both policies and institutions. Sites associated with political leaders, theorists, organizations, movements, campaigns, and grassroots political activities all illustrate aspects of the political environment. Independence Hall is an example of democratic aspirations and reflects political ideas. Topics that help define this theme include: (1) parties, protests, and movements; (2) governmental institutions; (3) military institutions and activities; and, (4) political ideas, cultures, and theories.

Places associated with this theme include battlefields and forts, such as Saratoga National Historical Park in New York and Fort Sumter National Monument in South Carolina, as well as sites such as Appomattox Court House National Historical Park in Virginia that commemorate watershed events in the life of the nation.

The political landscape has been shaped by military events and decisions, by transitory movements and protests, as well as by political parties. Places associated with leaders in the development of the American constitutional system, such as Abraham Lincoln's home in Illinois and the birthplace of Martin Luther King, Jr., in Atlanta, embody key aspects of the political landscape.

For the purpose of this analysis, the topic of military institutions and activities was deemed the most appropriate. Specifically, Third System fortifications form the sub-topic of the most relevance to the resources of Fort Monroe. Former historic army installations that now are part of the National Park System were also analyzed.

A significant number of Third System fortifications are preserved, open for public enjoyment and interpreted by the NPS and other public entities. A sample of these resources protected by states and local governments include:

1. *Fort Adams in Newport Rhode Island* – A NHL –(National Historic Landmark), this Rhode Island State Park contains the second largest Third System fort in the United States. Constructed between 1824 and 1857, largely by Irish immigrants, Fort Adams was designed by Simon Bernard and initially supervised by Lieutenant Colonel Joseph G. Totten, later Chief Engineer of the Army from 1838 to 1864. Then Lieutenant Pierre T.G. Beauregard, who fired the first shots at Fort Sumter to begin the Civil War, was assigned to assist in engineering duties at Fort Adams shortly after his graduation from West Point in 1838. The fort continued in use until 1950 when it completed its mission as a coastal artillery installation. This site is open to the public year-round. The Fort Adams Trust, a nonprofit corporation, provides tour volunteers and raises funds for the restoration of the fort.

2. *Fort Clinch, Amelia Island Florida* – This Florida State Park, located on Amelia Island, contains a Third System fort, constructed from 1847 through the Civil War. In 1861, the Fort was occupied by Confederate soldiers and became a safe haven for blockade runners. In 1862, Union forces regained control of the fort. Fort Clinch was occupied for a brief period during the Spanish-American War in 1898. The site is open year-round and features reenactments and living history programs.

3. *Fort Delaware, Pea Patch Island, Delaware* – This Delaware State Park contains a Third System fort constructed between 1848 and 1859. In 1794, Pierre Charles L'Enfant identified the island as an ideal defensive site to protect approaches to the ports of Wilmington and Philadelphia. Fort Delaware, however, was most noted for its role as a Civil War prison camp for political prisoners and Confederate soldiers. More than 30,000 Confederate prisoners passed through Fort Delaware between 1861 and 1865, including many from the Battle of Gettysburg. Of these, almost 2,700 died on the island, many buried across the river at Finn's Point National Cemetery in New Jersey. Fort Delaware was declared surplus in 1947 and the State of Delaware assumed control in 1951. The

State works closely with the Fort Delaware Society, a nonprofit corporation dedicated to the restoration and interpretation of the fort. The fort is open to the public seasonally.

4. *Fort Gaines, Dauphin Island, Alabama* – This resource is managed by the Dauphin Island Park and Beach Board. Constructed between 1853 and 1861, Fort Gaines was designed by Army Chief Engineer Joseph G. Totten. The fort, occupied by Confederate soldiers in 1861, fell to Union forces during the Battle of Mobile Bay in August 1864. It was further modified in 1898 during the Spanish-American War. The site is open for year-round for visitation.

5. *Fort Jackson, Plaquemines Parish, Louisiana* – This county park and NHL contains a Third System fort constructed between 1822 and 1832 to help guard the Mississippi River approaches to New Orleans. The fort saw no military action until the Civil War when it, along with Fort St. Philip on the opposite riverbank, formed part of the most important link in the defense of New Orleans. After a six-day bombardment ending April 24, 1862, these forts were passed by the Union Navy under Flag-Officer David G. Farragut. New Orleans surrendered, depriving the Confederacy of an important port and opening up the river initially for Union forces from New Orleans to Vicksburg. The fort has incurred major damage from Hurricanes Katrina and Rita. It was under water for weeks, with many cracks forming in the outer wall. It was listed by Civil War Preservation Trust (CWPT) in 2006 as one of the Top 10 Endangered Civil War Battlefields.

6. *Fort Macon, Atlantic Beach, North Carolina* - This North Carolina State Park contains a Third System fort built between 1826 and 1834. The fort was designed by Simon Bernard. Future Confederate General Robert E. Lee initially engineered a system of erosion control. Occupied two days after the Civil War began by Confederate soldiers, the fort was retaken by Union forces in April 1862. It operated as a civilian and military prison until 1876. Fort Macon was reactivated during the Spanish-American War and then used again between 1941 and 1944. It is one of North Carolina's most heavily visited state parks. The Friends of Fort Macon, a nonprofit organization, provides volunteers and raises funds for the restoration of the resource.

7. Fort Morgan, Gulf Shores, Alabama – This Alabama State Historic Site contains a Third System fort built between 1819 and 1834. The fort was designed by Simon de Bernard as part of the defense of Mobile Bay. It was historically significant in the Battle of Mobile Bay during the Civil War. The fort was active during the Spanish-American War and World Wars I and II. A nonprofit organization, the Friends of Fort Morgan, assists the State at the site.

8. Fort Taylor, Key West, Florida – This Florida State Park contains a Third System fort constructed between 1845 and 1866. ANHL, the fort was one of four in the South secured by Union forces for the duration of the Civil War. It was used during the Spanish-American War through World War II and abandoned by the Army in 1947. It is open for public tours and reenactments.

Among the additional Third System forts protected by state or local authorities are:

- Fort Wool - Hampton, Virginia
- Fort Independence NHL – Boston, Massachusetts
- Fort Knox NHL – Bucksport, Maine
- Fort Pike - New Orleans, Louisiana

Third System forts included in units of the National Park System include:

1. Advanced Redoubt, Fort Barrancas, Fort Pickens and Fort Massachusetts at Gulf Islands National Seashore - The Advanced Redoubt of Fort Barrancas was built between 1845 and 1870 as part of a defensive network for the Pensacola Navy Yard. The Redoubt is unique among the early American forts at Pensacola in being designed solely for resisting a land-based assault. Fort Barrancas was designed by Joseph G. Totten, and expanded from the older fort footprint between 1839 and 1844. It was occupied by Confederate soldiers in January 1861 and abandoned by those forces in May 1862. Deactivated in April 1947, the fort became a National Monument in 1971.

Fort Pickens was constructed between 1829 and 1834 from the design of Simon de Bernard. Much of the construction was done by enslaved labor. Fort Pickens remained in

Union occupation during the Civil War. Apache Indian Chief Geronimo was imprisoned at Fort Pickens from 1886 to 1887. The Army abandoned the fort after World War II.

Construction of Fort Massachusetts began in 1859 and continued until 1866. It was occupied by Confederate soldiers in 1861, but abandoned later that year. Union forces used the fort for its successful capture of New Orleans in 1862. The difficult environmental conditions at the island fort resulted in the deaths of over 200 union soldiers. It was the station for one of the first black regiments recruited during the Civil War, the 1st Louisiana Native Guard.

2. Fort Wadsworth at Gateway National Recreation Area – Portions of Fort Wadsworth, which was the longest manned military installation in the United States at its close in 1994, contains Third System fort elements including Fort Tomkins and Battery Weed. Both were reconstructed based on the recommendation of then Captain Robert E. Lee, who was serving at nearby Fort Hamilton. Battery Weed (below) is a five foot thick, three-tiered battlement, with gun and rifle ports.

3. Fort Jefferson at Dry Tortugas National Park – Construction of Fort Jefferson began in 1846. It was originally envisioned as the greatest of the Third System forts, but was never fully completed. During and after the Civil War, the fort was used as a prison for deserters and other criminals. The Navy used the fort during the Spanish-American War. It also served as a quarantine station between 1888 and 1900. In 1935, it was designated a National Monument by President Franklin D. Roosevelt, the first marine area to be so protected.

4. Fort Point at Golden Gate National Recreation Area – Constructed between 1853 and 1861, Fort Point has been called “The Pride of the Pacific” and “The Gibraltar of the West Coast.” It was the only Third System fort constructed west of the Mississippi River. In 1861, then Colonel Albert Sydney Johnston, a Kentuckian and commander of the Army’s Department of the Pacific, ordered troops to the nearly completed fort to forestall any possibilities of its being taken by Southern sympathizers. When word came of the

attack on Fort Sumter, however, Johnston resigned his command and joined the Confederate Army. The fort served as a coast artillery facility during World War II.

5. Fort Pulaski National Monument – Constructed between 1829 and 1847, Fort Pulaski's drainage canals and earthworks were prepared under the supervision of then Lieutenant Robert E. Lee. The fort was ordered to be taken by Georgia militia (?) by Governor Joseph E. Brown in 1860 when South Carolina seceded from the Union. When Georgia did the same in February 1861, Confederate soldiers occupied the fort.

In 1862, Fort Pulaski was considered invincible with 7½ foot thick brick walls backed by massive piers of masonry, but it became the true testing point for Third System forts in April 1862, when Union forces using rifled cannon, forced its surrender. "The result of this bombardment," Union commander of the Department of the South General David Hunter stated in his report to the Secretary of War, "must cause a change in the construction of fortifications as radical as that foreshadowed in naval architecture by the conflict between the *Monitor* and *Merrimac*."

General Hunter, known as "Lincoln's Abolitionist General" would institute his own premature version of the Emancipation Proclamation from Fort Pulaski by proclaiming enslaved persons to be freed throughout Florida, Georgia, and South Carolina. President Abraham Lincoln would quickly retract his order, but hundreds of former slaves came to Fort Pulaski, taking up residence in the Fort's village. Hunter was a strong advocate of enlisting former slaves as Union soldiers. He enlisted black soldiers from occupied regions of South Carolina and formed the 1st South Carolina (African Descent) Regiment, the first armed black troops in the Union Army. Hunter was ordered to disband the regiment, but later received approval from Congress for his prior action. Hunter became the president of the military commission that tried the conspirators in Lincoln's assassination.

In October 1864, Fort Pulaski served as a Confederate prisoner of war camp, receiving what were known as "The Immortal 600," Confederate officers who, while held prisoner, had earned their sobriquet by being placed directly between Union and Confederate fire

on Morris Island in Charleston harbor. Thirteen of these died at Fort Pulaski. Survivors were later sent to Fort Delaware. After the war ended, Fort Pulaski would continue as a place of confinement, housing former Confederate secretaries of State, Treasury, War, an Assistant Secretary of War, and three former Confederate state governors.

6. Fort Sumter – Constructed beginning in 1829, this Third System fort was still unfinished when, on April 12, 1861, it was attacked by Confederate batteries under the command of Brigadier General P.T.G. Beauregard. Of the 135 guns planned for the gunrooms and the open terreplein above, only 15 had been mounted. Fort Sumter fell on April 13th. Union Major Robert Anderson had previously evacuated nearby Fort Moultrie to defend this stronger position.

7. Fort Warren at Boston Harbor Islands National Recreation Area – Constructed between 1833 and 1861, this Third System fort is managed by the State of Massachusetts as a state park. A NHL, the Fort served as a prisoner of war camp for more than 2200 Confederates. It also was the site where James M. Mason and John Slidell were held after being seized in the Trent Affair, in addition to: Confederate Vice President Alexander Stevens, Postmaster General John Reagan and high ranking generals such as Richard S. Ewell. Fort Warren was operational during the Spanish-American War, as well as during World Wars I and II. It was decommissioned in 1947.

Third system forts managed by others include:

1. Fort Hamilton – Constructed between 1825 and 1835 to protect New York Harbor, this Third System fort remains active as an Army post and contains a harbor defense museum. Captain Robert E. Lee, whose house remains and is listed on the National Register of Historic Places, served as the post's engineer between 1841 and 1846. Then Lieutenant Thomas Jackson (later General "Stonewall" Jackson) also served at the Fort in the 1850s. Troops from Fort Hamilton helped put down the New York City draft riots in 1863. During World Wars I and II, the Fort was a major embarkation and separation center. Portions of the fort were demolished during the construction of the Staten Island to Brooklyn Verrazano–Narrows Bridge.

2. Fort Schuyler - Constructed between 1833 and 1856, this Third System fort has been the site of the New York State Maritime College since 1934. During the Civil War, Fort Schuyler housed up to 500 Confederate prisoners of war.

Former historic U.S. Army installations now partially managed by the National Park Service in association with others include:

1. Governors Island National Monument – created by Presidential Proclamations in 2001 and 2003, Governor’s Island National Monument contains Castle Williams and Fort Jay under NPS management. Both fortifications were built prior to the War of 1812 for the protection of New York City. The military base at Governor’s Island remained active under the Army and later the Coast Guard until 1996. Castle Williams served as a prisoner of war camp for Confederate soldiers during the Civil War.

The rest of the Island, a portion of which along with the National Monument is a NHL District, is managed by the Governor’s Island Preservation and Education Corporation (GIPEC), a public corporation of the State of New York. GIPEC is charged with developing a reuse plan for the portions of the Island outside of the National Monument, within the framework of preservation deed covenants (provided when the land was transferred from the Federal Government) and a preservation and design manual.

The deed restrictions provide that the property managed by GIPEC can be used for parkland, educational uses, open space, museums and historic sites, and not-for-profit cultural facilities. Additional permitted uses, as long as they are compatible with the historic and civic use of the Island, include entertainment facilities; cultural and arts facilities; housing for caretakers and managers; hospitality uses including hotels and conference centers; commercial office space, retail, service and dining facilities; health facilities; and, other public, commercial and mixed use purposes. The deed prohibits residential uses, industry or manufacturing, casino or gaming uses, and electric power generating facilities for off-island service. The NPS is an enforcement authority with regard to ensuring that uses on the Island are consistent with the deed restrictions.

2. *The Presidio* – a NHL District and part of the *Golden Gate National Recreation Area*, the Presidio served as a military installation under Spanish, Mexican and United States armies for 218 years. In 1846, and for a period of 148 years, the U.S. Army transformed the Presidio grounds from mostly empty windswept dunes to a preeminent military post. Established as an addition to the Golden Gate National Recreation Area in 1994, approximately 80% of the resource was placed under the management of a congressionally established corporation, the Presidio Trust, in 1998.

The Trust, governed by a Board of Directors appointed by the President, is responsible for managing, 1,168 of the Presidio's total 1,491 acres, including most historic structures. It is authorized to lease properties and generate revenues. The Trust is required to be financially self-sufficient by 2013.

Under its 2004 *Presidio Trust Management Plan*, the Trust plans to increase the amount of open space by 99 acres and reduce the total square footage of existing buildings by removing non-historic structures. New construction is limited to areas previously developed. Approximately 1/3 of its buildings will be made available for public uses including educational and cultural tenants such as museums, arts, conservation and historical organizations. The number of housing units proposed in the plan will not exceed the number previously existing (1,650), although new housing may be built in areas where former non-historic buildings have been removed and/or existing units may be subdivided into smaller units. Approximately 1/3 of the buildings will be devoted to commercial uses. The plan minimizes vehicular use and encourages other forms of transportation.

The NPS manages the coastal portions of the Presidio and provides interpretive services there and in the historic areas.

Suitability Conclusion

This reconnaissance study concludes that there is a wide range of Third System forts already protected and interpreted by units of the National Park System and by state and

local governments and other organizations. It also concludes that resources associated with two major historic military installations, one on each coast, are represented in whole or in part as units of the National Park System with strong partnership entities managing resources. In most cases, this analysis would lead to a finding that a congressionally authorized Special Resource Study would likely conclude that a resource is unsuitable for inclusion.

This study concludes, however, that Fort Monroe, as the largest and now one of the two remaining Third System forts in continuous operation; with its rich Civil War history as a critical Union outpost in the South, including the Contraband Decision that provided a pathway to the Emancipation Proclamation; combined with its integrity of resources spanning the post-War of 1812 history of coastal defense of the nation's capital and Chesapeake Bay; and its association with persons of historic military and political importance, appears likely to be found to be a suitable addition to the National Park System in a congressionally authorized Special Resource Study. This conclusion is reached primarily by taking into consideration the character, quantity, quality, and combination of resources that exist at Fort Monroe to illustrate the theme of Shaping the Political Landscape. The exceptional state and integrity of Fort Monroe's resources, due to the continuing care of the United States Army, would likely reinforce a conclusion that it meets the suitability criterion.

FEASIBILITY

In evaluating feasibility, this report focuses solely on preliminarily analyzed potential costs associated with simply operating and maintaining the resources of Fort Monroe, i.e., an on-going caretaker function. It does not estimate potential staffing or costs associated with interpretation, exhibits, or capital costs for development of visitor facilities or alternative transportation systems, etc. Costs are expressed in conservative terms and do not include a variety of factors that, in part, remain unknown until the Army leaves Fort Monroe. These include future disposition of Army vehicles and tools, costs of fire protection, utilities including electricity, heating and cooling, and water supply, sewerage facility costs, etc. Archival and curatorial costs for materials and non-museum artifacts

left behind by the Army are not included, as well as any costs for planning or activation of a unit of the National Park System. Only a Special Resource Study could attempt to analyze all costs associated with the entirety of Fort Monroe being considered as a unit.

The Garrison Command

Although Fort Monroe is comprised of many federally funded and component tenant activities and organizations, the Garrison Command serves at the backbone of the entire post. The Garrison is the landlord of the post and oversees, manages, funds or provides nearly all the essential functions, components and missions to keep the post operational on a day-to-day basis. The Garrison Command is comprised of 201 civilian employees and 16 military personnel. This is a fluid number and changes weekly due to outplacements in anticipation of the BRAC transition in 2011 and retirements. As some positions become vacant, the decision to fill them is made on a case-by-case basis. In FY-07 the total civilian employees’ salary costs for the Garrison were \$14,399,347.00. Other costs incurred in FY-07 by the Garrison Command include:

Facility Construction and Maintenance	\$7,542,127
Total Contracts	\$5,400,000
Supplies and Equipment	\$2,800,000
Utilities	\$2,700,000
Travel & Transportation	\$ 900,000
Other	<u>\$ 300,662</u>
Total	\$34,042,136

Preliminary Potential Deferred Maintenance Costs by Management Zone

Fort Monroe planners use a management zone concept to help plan, manage and communicate project planning concepts and needs on the entire 570 acre post. These zones (see Figure 2) generally reflect like environments, functions or uses. For example, all resources inside the moat of the masonry fort comprise one zone, while other zones encompass the industrial area, the historic housing area, the marshlands, etc. This report preliminarily allocates deferred maintenance costs into the zones. Most zone-specific cost data relates to the work done by the Directorate of Public Works. Most other costs within the Garrison are non-zone specific, but will be required of future stewards.

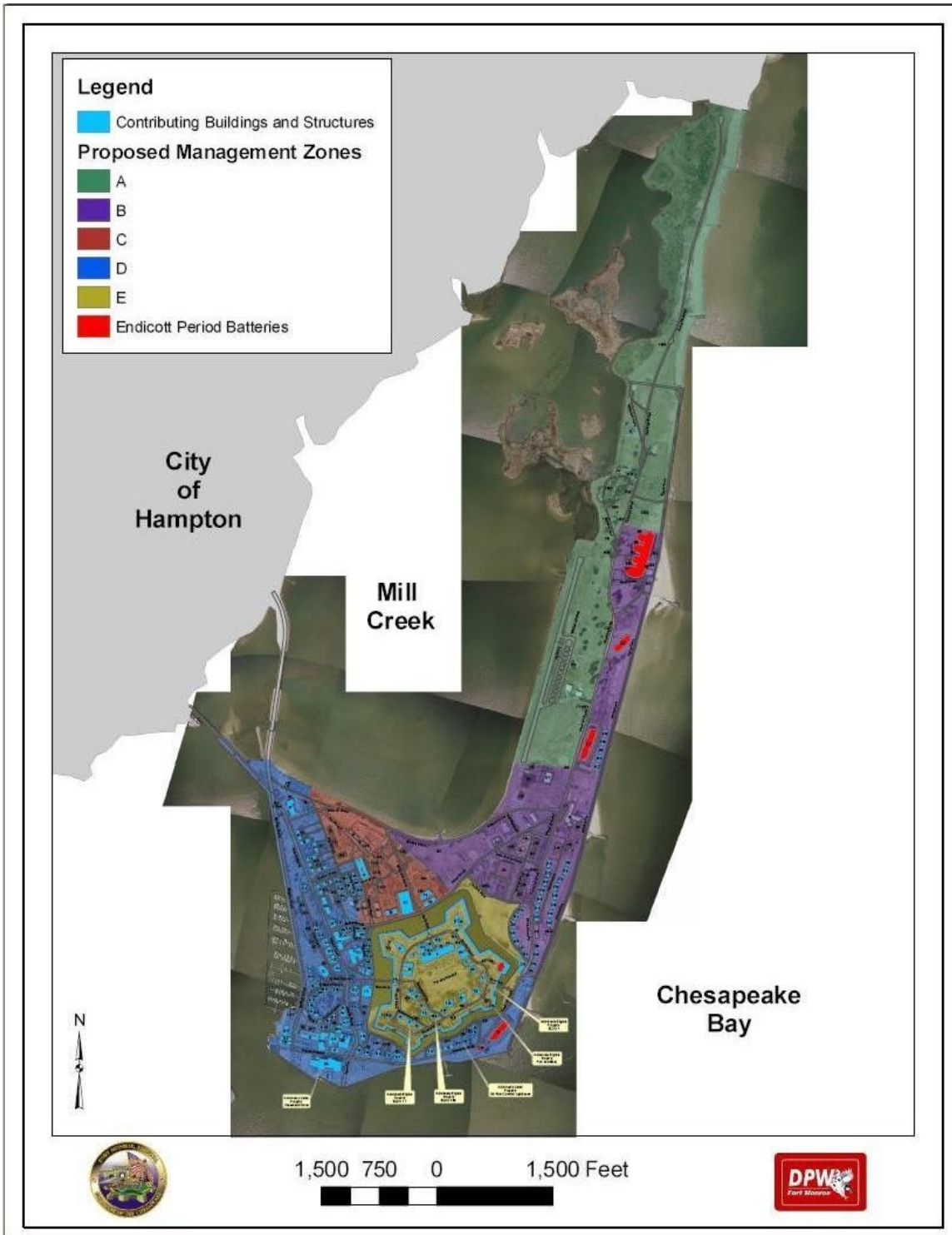


Figure 2, Courtesy of Fort Monroe Public Works Directorate

Many costs and expenditures are spread across the entire post, making it virtually impossible to correlate them to specific zones. Some utility costs, fire, police, management and overhead costs, master planning, safety office, property management, business management, records management, civilian personal support, etc. are examples of operational costs that cannot easily assigned to a zone. However, some Garrison functions lend themselves to zone-centric or specific cost allocation. The Directorate of Public Works and the Casemate Museum were two major components that lent themselves most readily to specific cost allocations.

In order to present the picture of potential deferred maintenance costs, this report will utilize the 6 zones (Zone A-E) described below. The analyses should be viewed as a broad and superficial look at the likely fiscal allocations needed to simply maintain the respective resources within the zones.

Zone “A”

Zone “A” was determined to be generally a non-historic zone. Deferred maintenance costs were estimated based on a comparable NPS average deferred maintenance cost per square foot in selected NPS units. The data was taken from the NPS Facility Management Software System (FMSS). The survey data produced an average cost per square foot of all buildings of \$64.13. Using this average for Fort Monroe and then adjusting for historic and non-historic assets, we derived an estimated deferred maintenance cost per square foot of \$37.48 for non-historic zones (includes zone A) and a total estimate of deferred maintenance costs for Zone A of \$343,500.

Zone “B”

Zone “B” was determined to be generally a non-historic zone. Using the estimated deferred maintenance cost for non-historic structures of \$37.48 per square foot, the estimated total deferred maintenance costs for Zone B are \$13,435,760

Zone “C”

Zone “C” was determined to be generally a non-historic zone. Using the estimated deferred maintenance cost for non-historic structures of \$37.48 per square foot the estimated total deferred maintenance costs for Zone C are \$8,170,600.

Zone “D”

Most of the structures (65%) in this zone are on or eligible for National Register of Historic Places or retain National Historic Landmark status. Zone “D” was determined to be a historic zone. Using our estimated deferred maintenance cost for non-historic structures of \$37.48 per square foot and adjusting for the 100% historic cost factor, we estimate the deferred maintenance cost for historic zones to be \$74.96 per square feet. The estimated total deferred maintenance costs for Zone D is \$71,123,000.

Zone “E”

Zone “E” was determined to be a historic zone with a historic cost factor of 100%. Using our estimated deferred maintenance cost for non-historic structures of \$37.48 per square foot and adjusting for the 100% historic cost factor, we estimate the deferred maintenance cost for historic zones to be \$74.96 per square feet. The estimated total deferred maintenance costs for Zone E is \$36,864,500.

The study team preliminarily estimates a total potential deferred maintenance cost for Fort Monroe at \$129,937,360.

Preliminary Estimate of Staffing Caretaker Costs

The study team prepared estimates on potential staffing costs for a caretaker function at Fort Monroe. All full-time equivalent positions were calculated as Federal Employees Retirement System eligible at Step 5 of their respective General Schedule (GS) ratings with an added 35% benefit and associated costs factor, and Step 3 for Wage Grade (WG) employees.

Casemate Museum

Current annual staff salary costs (excluding benefits and associated personnel costs) for the operation of the Casemate Museum are \$483,525. For the purpose of this study, potential NPS personnel costs are estimated at \$650,000.

Law Enforcement

The Military Police currently provides law enforcement for Fort Monroe; however, Fort Monroe also employs 16 contracted security guards who staff the entry station. After the Military leaves this latter function should not be necessary. NPS law enforcement personnel costs are estimated at approximately \$1.2 million.

Management and Administration

This staffing component represents park management, administrative and budget support personnel, a public affairs specialist and other positions normally found in units of the National Park System. These costs are estimated at approximately \$840,000.

Resource Management

Resource management personnel comprise those positions responsible for natural and cultural resource management, monitoring, research, and cartographic services. These costs are estimated at approximately \$915,000.

Facility Management

Fort Monroe currently uses 50 contracted employees and 40 General Schedule civilians to maintain the post. Before BRAC, the Garrison employed 110 people. While this component would particularly require additional analysis in a Special Resource Study, preliminary cost estimates for NPS personnel are approximately \$1.6 million.

Information Management

Due to security requirements, the existing infrastructure and applications are not known to unauthorized personnel. However, base personnel indicated that the systems in place are extensive and sophisticated. The Garrison currently employs 44 government and 11

contracted personnel to manage their existing IT and system requirements. The estimated personnel costs associated with NPS administration and maintenance of the system could approach \$1 million depending on the application of the systems to park use and reuse of existing structures not needed for park purposes in any potential leasing program.

Business Services And Leasing

Recognizing that the largest percentage of buildings at Fort Monroe would not be used for park operations and visitor services, it would be necessary to develop and implement provide an extensive leasing function with the need for associated personnel. This function may be handled by contract or other means and may or may not constitute a caretaker responsibility. It is included to reflect the huge workload anticipated in managing the large stock of historic and non-historic structures on the post. There is no adequate comparison to the existing Fort Monroe scenario due to the nature of the military use verses the likelihood of civilian leased uses in the future. While this component would require greater analysis in a Special Resource Study, personnel costs are preliminarily estimated at approximately \$965,000.

Safety Office

While this report does not include costs the extensive costs that may be associated with fire protection, a function currently performed by the military, a minimal safety staff is estimated to cost approximately \$304,500.

This very conservative staffing scenario which excludes a number of functions associated with a national park including interpretive and visitor services portrays the extensive costs that may be anticipated if the NPS were to assume management and operations of Fort Monroe. The total annual costs listed above are approximately \$7,474,500. Many additional staffing components, particularly those related to interpretive services, would need to be carefully analyzed in a Special Resource study, as well as a host of other issues relating to planning and stewardship costs. Costs of maintaining buildings, utilities and infrastructure, or restoring the historic landscape also remain unknown at this time.

Feasibility Conclusion

It is clear even from this very preliminary sample of potential costs that it is unlikely that a Special Resource Study would find it feasible, in light of current and anticipated NPS budget constraints, for the NPS to manage, maintain and operate the full range of resources comprising Fort Monroe. Recognizing its scale, a potential unit of the National Park System would have no operational or visitor experience needs for the extensive amount of space represented by the Fort's building inventory. In effect, NPS would simply act as Fort Monroe's landlord undertaking its own reuse plan for extensive private uses of resources that may or may not be sustainable. This is not the mission of the NPS envisioned by the American people. That role can better be played by others within the framework of a resource sensitive reuse endeavor.

It also does not appear likely that a Special Resource Study would find that management, maintenance and operation of the Fort itself (the area inside the moat) by the NPS would be feasible without a strong and financially sustainable partner to offset a large percentage of any capital, maintenance and operational costs. Only a Special Resource Study could adequately explore the appropriate scale, partnership potential and feasible cost components associated with any potential role for the NPS at Fort Monroe.

There are, however, other important issues besides costs that relate to the determination of feasibility. A feasibility analysis in a Special Resource Study would investigate, among other factors, surrounding area and interior plans that may impact resources that are being considered for designation, and those affecting related resources and immediately adjacent areas. This analysis would examine state, county and municipal master plans, local zoning maps, and zoning and subdivision ordinances, consider the build-out capacity and types of uses of adjacent lands to assess their compatibility with a national park setting, the adequacy of existing conservation or historic district ordinances, and the direct and indirect impacts of future growth and development on park resources and the visitor experience.

In this case, FMFADA plans for Fort Monroe and any local ordinance provisions affecting implementation of such plans for the future of Fort Monroe and its environs are unknown. The FMFADA is currently in the process of completing its reuse planning efforts and the answers to numerous questions that would need to be addressed in a Special Resource Study will not be fully available until the Department of Defense approves a final reuse plan for Fort Monroe. In light of this critical vacuum of information, the study team is unable to reach a conclusion as to whether these aspects of the feasibility analyses are likely or unlikely to meet the feasibility criterion in a Special Resource Study. In addition to the current lack of knowledge regarding finally approved reuses of the resources of Fort Monroe including the types, locations and intensities of development, there is also the unknown factor of what entity or entities will implement the reuse plans, and under what land use or regulatory authorities reuse will be conducted. If a Special Resource Study was authorized prior to this knowledge being available, it would lack information on the specific implementation plans, state and local intergovernmental agreements and administrative authorities currently under development. The study findings would likely be that the criterion would not be met.

Within the two previously noted units of the National Park System, Governors Island National Monument and The Presidio at Golden Gate National Recreation Area, a state or federally empowered public entity, guided by federal legislation and comprehensive planning and design standards, or by stringent deed restrictions and design standards, provides for the implementation of compatible development plans that are intended to respect the park setting of those resources administered by the National Park Service. At this time, there is no management entity yet defined for implementation of the reuse plan to assess the opportunity for a compatible NPS presence at Fort Monroe.

NEED FOR NPS MANAGEMENT

This criterion is met if a Special Resource Study concludes that a resource meets other designation criteria and that NPS management is clearly superior to any other available form of management. It may find that the resource is immediately threatened and preservation by the NPS is the only alternative available. The NPS does not normally find

that it is needed to manage resources already adequately protected by state, local or private entities.

At the conclusion of the BRAC closure process for Fort Monroe, virtually all of its nationally significant resources will revert to the Commonwealth of Virginia. All of its resources could be adequately protected and administered by the Commonwealth, with public access and interpretation provided through state park designation, or through a well-conceived, comprehensive public/private preservation, public education and reuse venture. As with the feasibility analysis, there is no way to know at this time what the specific final disposition will be of the Fort's resources, how they will be administered, and under what authorities future plans will be implemented. Until such information is available in a finally approved reuse plan, it is not possible to determine if a need for NPS management is required, or if the resources of the Fort will be adequately protected under an alternative management scheme.

STUDY CONCLUSION

This study concludes that the resources comprising Fort Monroe, particularly those within the National Historic Landmark District, are highly likely to be found to meet the national significance criterion for cultural resources in a Special Resource Study. It also concludes that natural resources associated with Fort Monroe are unlikely to be found to be nationally significant in a Special Resource Study.

This study similarly concludes that the resources associated with Fort Monroe are likely to be found to meet the suitability criterion in a Special Resource Study. While the National Park System contains a number of Third System fortifications, as do other state and locally protected areas, the history and integrity of this largest Third System fortification reinforce the likelihood of a positive finding.

This study concludes that it is unlikely that a Special Resource Study would find that it is feasible for the NPS to manage, maintain and operate the full range of resources associated with Fort Monroe. It is apparent, too, that without a strong and sustainable

financial partnership with others, a similar finding would result for even those resources constituting the original fortress within the moat. Thus, it is probable that provision of adequate resource protection, public access, and visitor enjoyment at Fort Monroe would require a non-traditional form of management that would rely on a range of partnerships to be successful. This study also concludes that it would be premature to recommend that Congress authorize a Special Resource study to determine if any portions of the Fort may be feasible for NPS management, or to recommend any NPS role until such time as a final reuse plan, programmatic agreement, and design standards for protection of the historic resources of Fort Monroe have been approved by the Department of Defense, and its future use and feasibility factors can be better understood.

This study additionally concludes that until the reuse plan is approved by the Department of Defense and an administrative structure put in place for its implementation, it is not possible to determine whether a Special Resource Study is likely or unlikely to determine if there is need for NPS Management. It therefore concludes that it would be premature to recommend that Congress authorize a Special Resource Study until the reuse plan is approved and subject to further analysis.

Based on the analysis contained in this reconnaissance study, The NPS recommends that Congress defer consideration of any authorization for a Special Resource Study for Fort Monroe, until such time as the Fort Monroe Reuse Plan is approved by the Department of Defense and the NPS has the opportunity to review the plan and its implementation components and is able to make further recommendations to Congress.

In the interim, the NPS will offer to provide the FMFADA technical assistance, under existing authorities, to assist that agency in devising plans for the preservation of Fort Monroe resources and for the development of visitor services and experiences that promote public understanding and appreciation of the rich history of this important historic resource. Such assistance does not presume that the NPS will own, operate or manage resources or provide interpretive services at the Fort in the future. Rather, the technical assistance will be offered to assist the FMFADA to identify and plan for an

appropriate park configuration and visitor experience within the resource base of Fort Monroe.

The historic resources of Fort Monroe form an exceptionally important portal through which to examine the contributions of the United States Army to the history of this nation. Fort Monroe's historical experience comprises the most important periods of our national coastal defense theory and network, its critical role during the Civil War, a military decision affecting enslaved persons that led ultimately to the Emancipation Proclamation, and the many important historical figures that are associated with its resources, including the enslaved that participated in its construction. It is a resource worthy of preservation and protection. Its future reuse should primarily be grounded in a thorough comprehension of and sensitivity to its role in American history. Its future use should also enhance and not detract from the opportunities to provide for public understanding and appreciation of its historic resources and the stories associated with them that reflect the American experience.

APPENDIX A

Fort Monroe Chronology

Periods of Development:

- 1607 – 1818: Colonial Period; dominated by exploration and settlement of Hampton Roads and James River; temporary fortifications; lighthouse
- 1819 – 1860: Federal Period; Construction Period; Artillery School of Practice; dominated by the construction of the fort and essential military buildingsⁱ
- 1861- 1865: Civil War; dominated by influx of personnel and supplies necessary for the war effort; fortification remained in Union handsⁱⁱ
- 1866 – 1899: Post-Civil War Expansion; period dominated by an Army building renovation campaign and construction of Endicott Batteriesⁱⁱⁱ
- 1900 – 1929: Early Twentieth Century Development; dominated by the construction of the newly-reorganized Coast Artillery School and the necessary support buildings (1905 – 1915)^{iv}
- 1930 – 1945: Depression/WWII Development; dominated by the construction under Depression work programs and World War II temporary structures^v
- 1946 – 2008: Post-WWII Development; Wherry Housing

1607 – 1818: Colonial Period

- 1607 Virginia Company, with John Smith, land and name Point Comfort; Smith builds defensive works on the Point at the mouth of the James River (Hampton Roads) where the channel was narrowest^{vi}
- 1609 British, under Captain Ratcliffe, build Algernourne Fort (Fort Algernon) at Old Point Comfort, named in honor of William de Percy; earthwork with boards 10 hands high, held by 25 soldiers and 4 iron pieces.^{vii} Fort Algernon protected the entrance to settlements along the James River estuary^{viii}
- 1612 Fort Algernon burned^{ix}

- 1730s Fort George built at Old Point Comfort, constructed as two lines of brick and shell lime walls set 16' apart;^x Governor William Gooch wrote in 1736 that "no ship could pass it without running great risks."^{xi}
- 1749 Hurricane destroys Fort George^{xii}
- 1802 Old Point Comfort Lighthouse constructed; octagonal stone tower with interior spiral staircase; treads keyed into masonry wall as well as supported by riser below^{xiii}
- 1812 War of 1812: British ships sail into Chesapeake Bay where they destroyed the city of Hampton and burned Washington, DC, unhindered by any coastal defenses^{xiv}

1819 – 1860: Federal Period

- 1817 Third System of Coastal Defense established; Simon Bernard, French trained military engineer, hired to give advice on fort design;^{xv} on the recommendation of the Marquis de Lafayette, Bernard, a former aide-de-camp to Napoleon Bonaparte known for the Defenses of Antwerp, was appointed to draft plans for coastal fortifications^{xvi}
- 1819 Major Charles Gratiot and contractor Bolitha Laws begin construction on Fortress Monroe at Old Point Comfort;^{xvii} Quarters 1 (DeRussy House) constructed inside what would become the stone fortress; two story Federal style residence with raised basements and two-story front porch^{xviii}
- 1821-29 The Fortress constructed, designed by Simon Bernard; consists of load-bearing masonry structure and associated earthworks; modeled on classic French border fortifications perfected by Sebastien Vauban, Louis XIV's great military engineer;^{xix} the fort is an irregular hexagon with bastions; the 63-acre parade ground is lined with casemates along several fronts; Fort Monroe was the headquarters for the coastal defense system; the work was so massive that it was considered nearly impregnable;^{xx}
- 1822 Investors led by Marshall Parks build the Hygeia Hotel on Old Point Comfort outside the fort walls, after permission granted by U.S. Army^{xxi}
- 1823 Captain Mann P. Lomax, commanding Company G of the Third Artillery, leads first of 11 artillery companies into the fort that was still under construction;^{xxii} Quarters 18 and 18 (The Tuileries) constructed inside the fort walls; two story Federal style residence with raised basements and two-story front porch^{xxiii}
- 1824 Parade Ground, an irregularly shaped interior space roughly centered within the fort walls, was cleared and leveled in preparation for Marquis

- de Lafayette's visit;^{xxiv} Live Oaks are prominent in clusters at the perimeter of the Parade Ground, documented in early photographs^{xxxv}
- 1824 Artillery Corps for Instruction, later named the Artillery School of Practice, established at Fort Monroe under the command of Brevet Colonel Abraham Eustis; curriculum included artillery exercises, gunnery practice, laboratory work, and arsenal construction^{xxvi}
- 1828 Edgar Allan Poe, using the name Private E. A. Perry, served four months at Fort Monroe before entering the United States Military Academy^{xxvii}
- 1830 Two companies of artillery sent to Wilmington, NC, to discourage an insurrection^{xxviii}
- 1831 Second Lieutenant Robert E. Lee assigned to assist Captain Andrew Talcott, the engineer in charge of construction at Fort Monroe; lived with his wife in Quarters 17, known as The Tuileries; supervised construction of the moat and Fort Calhoun on the south side of the channel facing Norfolk, VA^{xxix}
- 1832 Five companies sent to Charleston, SC, during the Nullification Crisis^{xxx}
- 1833 Chief Black Hawk imprisoned at Fort Monroe; eight companies sent to Fort Mitchell, AL, to assist in the removal of white families from land ceded to the Creek Indians^{xxxi}
- 1834 Fort Monroe arsenal grows to become fifth largest in US, with 39 workmen, specializing in seacoast ordinance and manufacture of seacoast gun carriages; officers were taught the care and manufacture of gunpowder under the Artillery School's laboratory instruction^{xxxii}; school operations suspended until 1858 since the garrison was frequently absent due to uprisings and wars;^{xxxiii}
- Quarters 50 built within the fort walls; two story Federal style residence with raised basements and two-story front porch^{xxxiv}
- 1836 Fort Monroe construction considered complete^{xxxv}
- 1838 Recruits from Fort Monroe sent as precaution to Vermont during Canada's Mackenzie Rebellion^{xxxvi}
- 1845 Entire garrison sent to fight Mexican War^{xxxvii}
- 1855 Gunpowder accident at the arsenal; two men killed; building destroyed; Lieutenant Julian McAllister survived and commissioned a post chapel for Fort Monroe^{xxxviii}

- 1858 Artillery School reestablished for heavy guns^{xxxix}
- Chapel of the Centurion consecrated by Assistant Bishop John Johns of the Diocese of the Protestant Episcopal Church of Virginia,^{xl} designed in Carpenter-Gothic style derived from designs for a small, rural church published by Richard Upjohn^{xli}
- 1858 Colonel Rene DeRussy resumed work on Fort Calhoun in preparation for war^{xlii}
- 1860 Saint Mary's Star of the Sea Catholic Church constructed; wooden church burned in 1903; replaced by current stone church^{xliii}
- Bldg #27 - The Arsenal constructed, replacing the one destroyed in the 1855 accident^{xliv}

1861- 1865: Civil War

- 1861 Fort Monroe plays a decisive role in the Civil War. The powerful batteries of Fort Monroe closed Hampton Roads and the James River to shipping that was vital to the Confederate war effort. The fort operated as a staging area and supply base for Union assaults.^{xlv} One of four forts located within the seceding Southern states to be held by the Union when the war began, Fort Monroe contributed more than any other pre-war coastal defense fortification to Union victory.^{xlvi} During the Civil War, Fort Monroe resembled a bustling town, but none of the structures built at that time stand today^{xlvii}
- Three slaves owned by Colonel Charles K. Mallory of the 115th Virginia Militia took advantage of chaos during skirmishes between Union and Confederate forces to escape into Union lines seeking refuge from their owner; General Benjamin F. Butler classifies them as “contrabands of war”, declaring the U.S. Fugitive Slave Law null and void within the Confederacy^{xlviii}; Fort Monroe became known as “Freedom’s Fortress.”^{xlix}
- 4,000 soldiers from Fort Monroe, commanded by General Ebenezer W. Pierce, engage Confederate forces under General Daniel H. Hill at Big Bethel, the first land battle of the Civil War.¹ Gen. Butler commissioned John LaMountain to make first aerial observation by balloon to observe Confederate troop positions^{li}
- 1862 Fort Monroe served as base for General George B. McClellan’s Peninsula Campaign against the Confederate capital of Richmond; 121,500 soldiers flowed into area camps via the fort;

Ironclads *Monitor* and *Virginia* (formerly the *Merrimack*) battle in Hampton Roads within sight of Fort Monroe; the *Monitor* and the guns of Fort Monroe prevent the *Virginia* from entering the Chesapeake Bay from Hampton Roads;

President Abraham Lincoln visited Fort Monroe to plan and expedite the capture of Norfolk and Gosport Navy Yard^{lii}

1864 General Ulysses S. Grant met Gen. Butler to plan the strategy to attack Richmond^{liii}

1865 Peace conference aboard *River Queen* between Union and Confederate commissioners fails to reach agreement;^{liv} after the war ended, Confederate President Jefferson Davis was imprisoned at Fort Monroe, charged with conspiracy in the assassination of President Abraham Lincoln^{lv}

1866 – 1899: Post-Civil War Expansion

1867 Artillery School reestablished under Brevet Major General William F. Barry; a one-year course for new lieutenants included instruction in artillery, gunnery, mathematics, the application of artillery during campaigns and sieges, military law, and military history.^{lvi}

1875 Five frame quarters built on western edge of the Parade Ground; two built on Ingalls Road outside the fort;^{lvii}

1879 Building #5, Old Main Barracks built on north edge of Parade Grounds; largest building with the fort walls^{lviii}

1881-98 Ingalls Road Corridor developed with the most significant group of buildings outside the fortress walls: Bldgs #24 - Fire Station (1881), #77 – Post Headquarters (1894), #80 and #81 – Old Bachelor’s Quarters (1897), #82 – Hospital Building (1898), and #83 – Post Office (1898); these buildings are united by their similar scale, segmental arched masonry openings, corbelled brick eaves, and roofs with dormers and towers, reaching the finest expression in the Richardsonian Romanesque Post Office;^{lix} the tree canopy along Ingalls Road contribute to the park-like quality of Fort Monroe;^{lx}

1885 President Grover Cleveland convened a board under Secretary of War William Endicott to plan new coastal defenses; brick and stone forts were no longer impregnable due to improvements in rifled artillery with greater ranges, accuracy, and velocity, along with steam power and improvements in naval armor^{lxi}

- 1890 Queen Anne Style bungalows built on Ingalls Road^{lxiii}
- 1891 Construction begins on detached batteries of concrete protected with earthen parapets, which maintain the strategic importance of Fort Monroe in defense of the Chesapeake Bay^{lxiii}; built in response to Endicott Board recommendations; Batteries Gatewood, DeRussy, and Church (1898); Batteries Ruggles and Anderson (1899); Battery Irwin (1903); Battery Parrott (1906)^{lxiv}

1900 – 1929: Early Twentieth Century Development

- 1900-09 Additional barracks and gymnasium built along north edge of Parade Grounds; massive, hip-roofed brick buildings with external porches; gymnasium is built of red brick in the Beaux Arts style with classical ornaments^{lxv}
- 1906 Bldg #100 – Bachelor’s Quarters/Old Hundred constructed; designed in the Queen Anne Style by architect Paul Pelz, it dominates the Ingalls Road corridor with its three-story façade and alternating arched brick and cast iron balconies^{lxvi}
- 1906- 09 Brick duplexes designed by architect Paul Pelz built along Ingalls Road in 1906 in the Queen Anne style; more brick duplexes built in 1907-1909 in the Colonial Revival style along Ingalls and Fenwick Roads,^{lxvii}
- 1906- 11 Brick duplexes built along Tidball Road and along Moat Walk between the Hospital and the moat built to accommodate growing numbers of Coast Artillery School trainees; all use a less ambitious Quartermaster plan for lower ranking officers; vernacular designs use red brick with white trim, stone sills, gable roofs, and one-story screen porches;^{lxviii}
- 1907 Coast Artillery School created from Artillery School and School of Submarine Defense^{lxix}
- Bldg #119 - Commanding General’s Quarters built on Fenwick Road outside the fort walls; designed by Brigadier General Arthur Murray adapted from a Quartermaster design; Colonial Revival style with a monumental full height Doric portico, full entablature and cornice; grounds include a gazebo relocated from Quarters 1 and a garden laid out in squares with brick paths;^{lxx}
- 1909 Coast Artillery School complex built at Ingalls and Fenwick Roads to support this 1912 expanded training mission; part of the most significant building campaign since the construction of the fort; group designed in brick in the Beaux Arts style with classical details in limestone; Bldg #161

– Administration (1912); Bldgs #133 – Murray Hall and #134 – Lewis Hall (1909);^{lxxi}

- 1910-11 Quarters built to support the Coast Artillery School in several locations (Fenwick Road, Ingalls Road, and inside the fort on the south edge of the Parade Ground) adapted from Quartermaster designs in Neoclassical and Queen Anne styles; all share red brick walls, white trim, jack-arched window openings, and two story porches with classical details^{lxxii}
- 1911 Five companies of coast artillery sent to Galveston, TX as precaution during Mexican Revolution^{lxxiii}
- 1917 Coast Artillery School training program adjusted to heavy mobile artillery; Fort Monroe became headquarters for Coast Defenses of Chesapeake Bay^{lxxiv}
- 1923 Coast Artillery Training Center disbanded, replaced with Third Coast Artillery District^{lxxv}
- 1928 Chamberlin Hotel built on site of first Chamberlin Hotel that burned in 1920; continues tradition of private resort development on the post that began with the Hygeia Hotel in 1821;^{lxxvi} fifth in a series of civilian resort hotel on post; largest building at Fort Monroe; commands a position at the end of Ingalls Road which is highly visible to those entering the installation through the main gate; it is also highly visible from the Hampton Roads,^{lxxvii}

1930 – 1945: Depression/WWII Development

- 1930 Brigadier General Stanley D. Embick changes doctrine of the Coast Artillery School to place antiaircraft artillery for defense of harbors on par with seacoast artillery^{lxxviii}
- 1930- 34 Colonial Revival duplexes and quadriplexes built from Quartermaster plans as part of a nation-wide Army building campaign funded by the Works Progress Administration and the Public Works Administration; built in red brick with white trim, slate roofs, classical detailing;^{lxxix}
- 1933 Hurricanes in August and September caused extensive damage to the post and prompted new construction. Additional room for new buildings was obtained by infilling the Mill Creek shoreline.^{lxxx}
- 1934 Bandstand built in Continental Park on Fenwick Road^{lxxxii}
- 1934 Three masonry buildings built in industrial vernacular with Art Deco ornament; located

- 1938 Between fortress and Mill Creek in newly filled land; Bldg #57 – Motor Pool & #59 – Ordnance Machine Shop (1934); Bldg #28 – Submarine Mine Depot (1938);^{lxxxii}
- 1942 Fort Monroe became headquarters for Chesapeake Bay Sector coastal defense; controlled inner mine field, antisubmarine net and gate, and shipping in Hampton Roads during World War II^{lxxxiii}
- 1943 Military Affiliated Radio Station (MARS) signal station built on top of Bastion #4, southeast face of the fortress; designed by architects Beddow, Gerber and Wharples in the International Style.^{lxxxiv} Spiral stair, pipe railings, streamlined details and white stucco finish on concrete load-bearing walls are a rare example of Bauhaus School modernism on the post;^{lxxxv}
- Mercury Boulevard constructed as a military highway to improve transportation to the post. The new road began in Newport News, bypassed downtown Hampton through residential Phoebus, and passed over Mill Creek on a new bridge. The railroad trestle was used as the main infill for a new route into the post. McNair Drive, the new route, bypassed the main post and proceeded directly to the main dock and hotel^{lxxxvi}

1946 – 2008: Post-WWII Development

- 1946 Coast Artillery School moved to Fort Winfield Scott and later disbanded;^{lxxxvii} Fort Monroe became headquarters for Army Ground Forces and headquarters for command of the armies of the continental US^{lxxxviii}
- 1953 Wherry Housing complex constructed on site of Batteries Montgomery and Eustis; 206 units in 53 buildings required by new role of Fort Monroe as training and command center;^{lxxxix}
- 1955 Fort Monroe became headquarters for Continental Army Command (CONARC), responsible for training and direct command of continental armies^{xc}
- 1973 Fort Monroe became headquarters for US Army Training and Doctrine Command (TRADOC)^{xc1}

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Endnotes

ⁱ HABS, v 1, p 19

ⁱⁱ HABS, v 1, p 37

ⁱⁱⁱ HABS, v 1, p 19

^{iv} HABS, v 1, p 37

^v HABS, v 1, p 37

^{vi} HABS, v 1, p 3

^{vii} HABS, v 1, p 3

^{viii} Cobb, p 52

^{ix} HABS, v 1, p 4

^x HABS, v 1, p 6

^{xi} Cobb, p 52

^{xii} HABS, v 1, p 6

^{xiii} HABS, v 1, p 10

^{xiv} HABS, v 1, p 9

^{xv} HABS, v 1, p 9

^{xvi} Cobb, p 52

^{xvii} HABS, v 1, p 10

^{xviii} Army, HARMP v 2, p 4

^{xix} Army, HARMP v 3, p 4-5

^{xx} Weaver, p 49

^{xxi} Quarstein & Mroczkowski, p 21

^{xxii} Cobb, p 52-53

^{xxiii} Army, HARMP v 2, p 4

^{xxiv} HABS, v 1, p 23

^{xxv} Army, HARMP v 3, p 15-16

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- xxvi HABS, v 1, p 12
 - xxvii Quarstein & Mroczkowski, p 22
 - xxviii HABS, v 1, p 12
 - xxix Cobb, p 53
 - xxx HABS, v 1, p 12
 - xxxi HABS, v 1, p 12
 - xxxii Quarstein & Mroczkowski, p 24
 - xxxiii HABS, v 1, p 12
 - xxxiv Army, HARMP v 2, p 4
 - xxxv HABS, v 1, p 11
 - xxxvi HABS, v 1, p 12
 - xxxvii HABS, v 1, p 12
 - xxxviii HABS, v 1, p 22
 - xxxix HABS, v 1, p 13
 - xl HABS, v 1, p 22
 - xli HABS, v 1, p 22
 - xliv Quarstein & Mroczkowski, p 24
 - xliv HABS, v 1, p 23
 - xliv Army, HARMP, v 3, p 5
 - xlvi HABS, v 1, p 13
 - xlvi Quarstein & Mroczkowski, p 120 - 125
 - xlvi HABS, v 1, p 24
 - xlvi Quarstein & Mroczkowski, p 36
 - xlvi HABS, v 1, p 13
 - l Cobb, p 54
 - li HABS, v 1, p 14
 - lii Cobb, p 55-56
 - liii HABS, v 1, p 14
 - liii HABS, v 1, p 15
 - lv Cobb, p 56
 - lvi Quarstein & Mroczkowski, p 110
 - lvii Army, HARMP, v 2, p 9-10
 - lviii Army, HARMP v 3, p 66
 - lix Army, HARMP, v 3, p 9-10
 - lx Army, HARMP, v 3, p 16
 - lxi HABS, v 1, p 15
 - lxii Army, HARMP, v 2, p 9-10
 - lxiii HABS, v 1, p 15
 - lxiv Army, HARMP, v 3, p 7
 - lxv Army, HARMP, v 3, p 8
 - lxvi Army, HARMP, v 3, p 9-10
 - lxvii Army, HARMP, v 2, p 6-7
 - lxviii Army, HARMP, v 2, p 8
 - lxix HABS, v 1, p 16
 - lxx Army, HARMP, v 2, p 24
 - lxxi Army, HARMP, v 3, p 11
 - lxxii Army, HARMP, v 2, p 7
 - lxxiii HABS, v 1, p 16
 - lxxiv HABS, v 1, p 16
 - lxxv HABS, v 1, p 16
 - lxxvi HABS, v 1, p 31
 - lxxvii HABS, v 2, Chamberlin Hotel inventory form
 - lxxviii HABS, v 1, p 16
 - lxxix Army, HARMP, v 2, p 10-11

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- ^{lxxx} HABS, v 1, p 31
^{lxxxi} HABS, v2, Inventory #4
^{lxxxii} Army, HARMP, v 3, p 13
^{lxxxiii} HABS, v 1, p 16
^{lxxxiv} HABS, v2, inventory #209
^{lxxxv} Army, HARMP, v 3, p 14
^{lxxxvi} HABS, v 1, p 32
^{lxxxvii} Fort Monroe Casemate Museum website,
<http://www.monroe.army.mil/Monroe/sites/installation/museum/artillery.aspx>, accessed March 24,
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^{lxxxviii} HABS, v 1, p 17
^{lxxxix} HABS, v 1, p 32
^{xc} HABS, v 1, p 17
^{xcixci} HABS, v 1, p 17

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