National Park Service
U.S. Department of the Interior

Fort Pulaski National Monument
Savannah, Georgia

Fort Pulaski National Monument
Administrative History

Cultural Resources
Southeast Region

Fort Pulaski National Monument

Administrative History

December 2003

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National Park Service

The administrative history presented here exists in two formats. A printed version is available for study at the park, the Southeastern Regional Office of the National Park Service, and at a variety of other repositories. For more widespread access, this administrative history also exists in a web-based format through ParkNet, the website of the National Park Service. Please visit www.nps.gov for more information.

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About the cover: A "park" guide poses in front of the Fort Pulaski National Monument contact station, which was located in Savannah, Georgia, at the intersection of Bull Street and Victory Boulevard in the 1930s. The contact station was necessary because Fort Pulaski, located on an island in the Savannah River, was difficult to access during the early years of its development. Lack of uniform insignia suggests that the guide, identity unknown, was a CCC employee.
Source: Fort Pulaski NM photo collection.

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Chief, Cultural Resources Stewardship, Southeast Regional Office — Date

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Foreword

We are pleased to make available this administrative history, part of our ongoing effort to provide a comprehensive account of the development of each National Park Service unit in the Southeast Region. This narrative history was written by J. Faith Meader, a historian with New South Associates, a cultural resources management consulting firm located at 6150 East Ponce de Leon Avenue in Atlanta, Georgia. The contract for this project was supervised by Cameron Binkley, a National Park Service (NPS) historian on the Cultural Resources Stewardship staff of the Southeast Regional Office (SERO). Mr. Binkley also edited and revised various drafts of this administrative history. Several other individuals and institutions contributed to the successful completion of this work. We would particularly like to thank Fort Pulaski National Monument Superintendent John Breen. Others who deserve thanks for their suggestions on early drafts or for other forms of assistance include SERO cultural resource professionals John Barrett, Bob Blythe, Allen Bohnert, Tony Paredes, and Sara van Beck, as well as NPS Bureau Historian Janet McDonnell, Lou Groh of the Southeast Archeological Center, Richard Laub of Georgia State University's Heritage Preservation Program, and Mary Beth Reed of New South Associates. Thanks are due also to Bob Blythe for copy-editing and Mark Swanson of New South Associates who visited Fort Pulaski and scanned historic photographs included in the text. We hope that this administrative history will prove valuable to park managers and others in understanding the past development of Fort Pulaski National Monument and in planning future activities.

Dan Scheidt
Chief, Cultural Resources Divison
Southeast Regional Office
December 2003

Introduction

Fort Pulaski National Monument (NM) at Cockspur Island, Georgia, preserves a striking masonry fortification significant in American military history. Visitors to Fort Pulaski NM learn how the golden age of coastal fortifications ended on April 11, 1862, when the fort failed to withstand bombardment by Union forces who attacked it during the American Civil War using newly developed rifled canon. Other interesting themes relating to Fort Pulaski include its use as a prison for captured Confederate soldiers and as the site where John Wesley, founder of American Methodism, landed on Cockspur Island in 1736. Robert E. Lee also began his military career at Fort Pulaski by helping to oversee construction of the remarkable, once state-of-the-art example of "third system" coastal architecture. Of course, Fort Pulaski has also served as a location marking important moments in local history. However, several years passed after the United States Army abandoned the military post in 1879 before efforts to preserve the fort became serious. The War Department's announcement of the fort's selection as a potential national monument in 1915 and the proclamation of its official monument status in 1924 began a series of restoration efforts. When Fort Pulaski NM was transferred to the National Park Service (NPS) in 1933, the labor of the Civilian Conservation Corps (CCC) transformed the neglected fort and grounds into a place for the public to visit. Since then, the 5,623-acre national monument has been carefully managed and maintained, although a temporary period of neglect beset the park between 1942 and 1948 when the site reverted to War Department management.

Fort Pulaski NM features a visitor's center, interpretive signs and audio aids in and around the fort, and nature trails leading to both the John Wesley Memorial and Battery Hambright, a gun emplacement on the north side of Cockspur Island that dates to the Spanish American War. On the western edge of the island, the U.S. Coast Guard uses facilities on park land under an inter-agency agreement. The Savannah Bar Pilots Association also carries out piloting operations on the island's west end. Near the South Channel Bridge, visitors can fish, exercise, or use the picnic area. Important administrative concerns at Fort Pulaski NM include preserving the park's unique natural and cultural resources, overseeing relationships with agencies that play a part in park development and management, and providing the public with a place that encourages education and safe recreation. In other words, the historic events that characterize the fort and island only partially comprise Fort Pulaski's significance.

This administrative history provides an overview of Fort Pulaski from the Colonial Period to the present with attention focused upon the origins, development, and management of the site as a unit of the national park system. Chapter I provides a brief history of significant historic events at the fort. Chapter II presents the military reservation's development and management efforts prior to its transfer to the NPS in 1933. In Chapter III, land acquisition and park physical development from 1933 to 2000 are discussed, with particular focus directed toward the CCC work and Mission 66 improvements. Chapter IV explains interpretation, visitor use, community relations, and the special events and programs at the monument. Park planning efforts are explored in Chapter V. Chapter VI focuses on park administration, especially relationships with other government agencies. Chapter VII examines cultural and natural resource management, along with park maintenance, law enforcement, and safety issues. The appendices that follow consist of a chronology of events important in the history and management of Fort Pulaski NM, a list of past superintendents, legislation pertaining to the park's administrative history, and the park's National Register of Historic Places Nomination.

Chapter One: The History of Fort Pulaski

Early History of Cockspur Island

Cockspur Island lies just inside the mouth of the Savannah River, whose North and South Channels pass around the land mass and into the Atlantic Ocean. In earlier times, the island offered an excellent position for coastal military defense. Located nearly seventeen miles east of Savannah, in Chatham County, Georgia, Cockspur Island historically measured one mile in length and three quarters of a mile wide (Figures 1, 2). Savannah River dredging practices in the nineteenth and twentieth centuries increased the island's landmass and connected it with Long Island to the west.

Not much is known about the human occupation and use at Cockspur Island during the prehistoric era. On nearby Whitemarsh and Wilmington Islands, archeological investigations have shown that humans resided in the area during the Middle Woodland (ca. 500 B.C. to A.D. 500) and Late Woodland (ca. A.D. 500 to A.D. 1100) periods.[1] The Euchee Indians lived on Tybee Island, just east of Cockspur Island, when Spain colonized the Georgia coast as part of "La Florida" in the early 1500s. Beginning in the 1580s, Spanish friars of the Franciscan Order worked their way up the Georgia coast to establish missions and assimilate coastal indigenous chiefdoms into greater Spanish Florida. The northernmost mission stood at the northern edge of the Guale chiefdom at the mouth of the Ogeechee River, about fifteen miles southwest of Cockspur Island. The downfall of the Spanish missions in Georgia began when the English colony of Charles Town to the north grew quickly in the 1670s. Because the English won over many Indians who supported the Spanish missions, coupled with a series of mission raids by English-allied Indians, the Spanish left Georgia and retreated to Florida by 1684. From that year to the early 1730s, the Spanish, French, and English all vied to possess Georgia.[2]

On January 30, 1733, six British ships ferrying General James Edward Oglethorpe and a group of settlers sailed up the Savannah River, anchoring at Cockspur Island, then called Peeper Island.[3] Peeper Island derives its name either from the native "peeping" tree frogs or its "peeping" out from behind Tybee Island.[4] One of Oglethorpe's passengers on a later voyage to Cockspur Island in 1736 was John Wesley, founder of American Methodism. According to Wesley's journal, a small group set foot on Peeper Island and "kneeled down to give thanks to God," marking the first recorded visit of Europeans to the island.[5] Wesley soon served as prohibition officer in the new Georgia Colony, thwarting trade in illicit rum on Peeper Island.[6] His trustworthy character earned him much respect in the colony.

Goods such as corn, rice, peas, and lumber were loaded and unloaded at Cockspur Island in the early colonial years. All apparently made important contributions to the area's economic development.

1. John H. Jameson Jr., *Archeological Issues at Fort Pulaski National Monument, Georgia* (Tallahassee: Southeast Archeological Center, National Park Service, 1998).
2. Phinizy Spalding, "Spain and the Coming of the English," pt. 1 of *A History of Georgia*, ed. Kenneth Coleman (Athens: University of Georgia Press, 1991).
3. A.E. Sholes, comp., *A Chronological History of Savannah* (Savannah: Morning News Print, 1900).
4. Talley Kirkland, FPNM, conversation with author, 1 November 2000.
5. James W. Holland, "'Key to Our Province' 1736-1776: A Study of a Marsh Island of Georgia in the Mouth of the Savannah River, Site of Fort Pulaski National Monument" (Washington, D.C.: National Park Service, 1937), 13.
6. Ibid., 17.

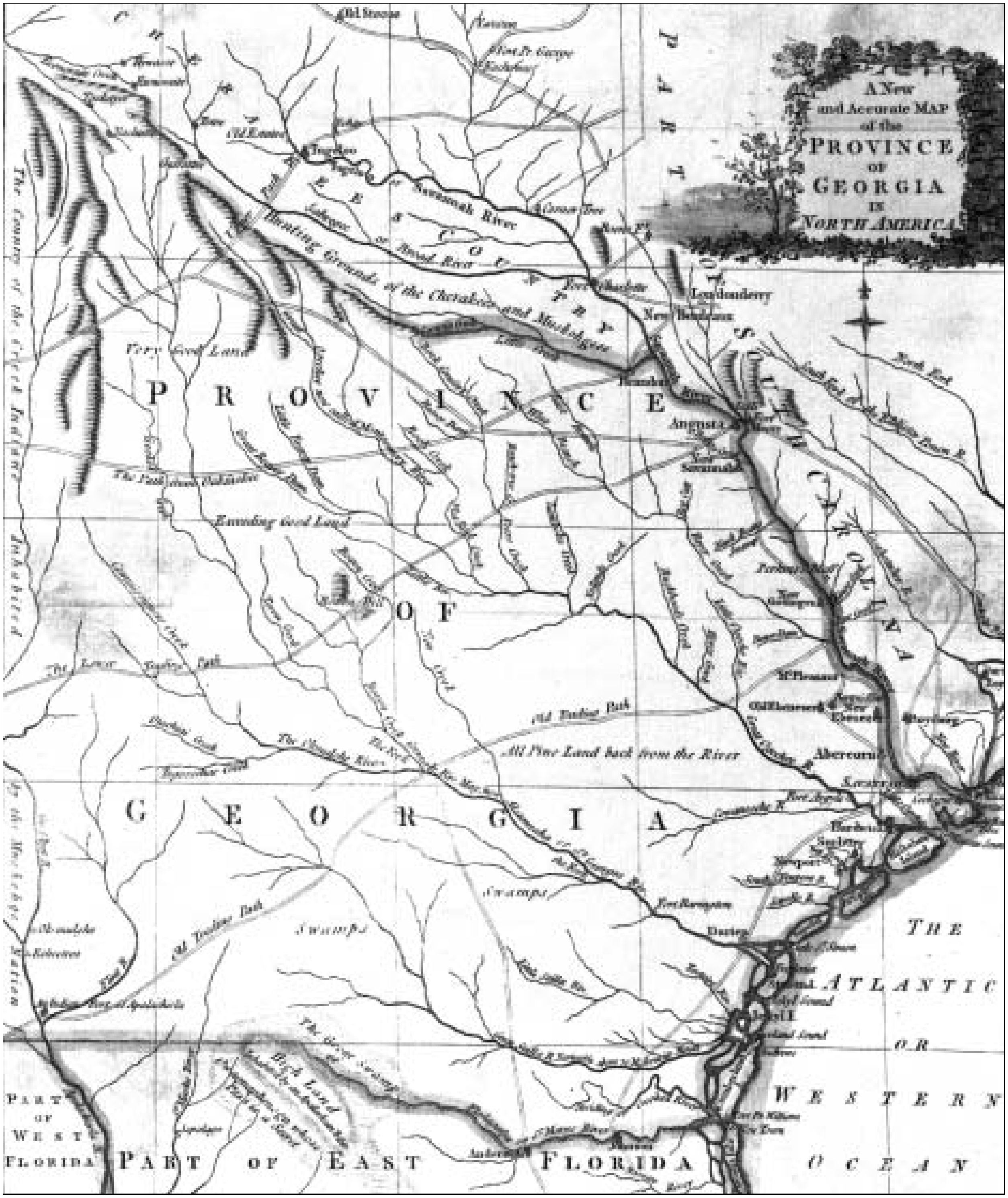

FIGURE 1. Map of the Savannah River by John LeConte, 1837

Fearing attack by the Spanish from Saint Augustine, the early English settlers of both coastal Georgia and South Carolina petitioned the King to provide adequate defense for the colony. However, construction of a fort at Cockspur Island was not started until late in 1761. When a settler by the name of Jonathan Bryan purchased 150 acres of land on the island in 1758, a twenty-acre lot on the eastern portion of the island was reserved "for the Use of his Majesty."[7] The British colonists viewed the Spanish to the south as a military threat. This defense concern eventually spurred the building of Fort

7. Ibid., 44.

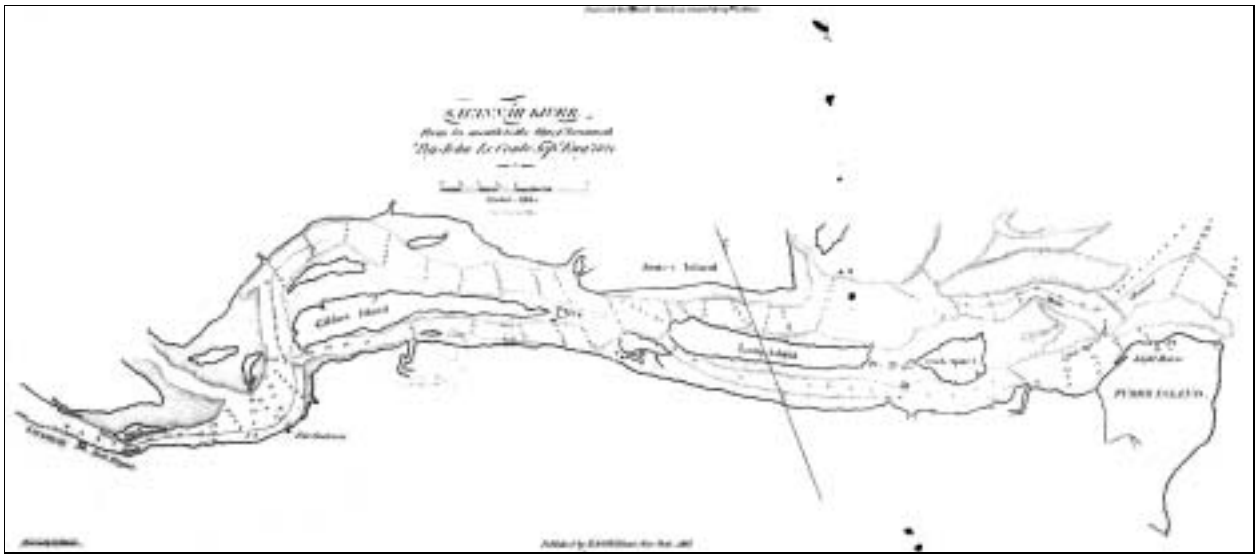

FIGURE 2. J. Hinton, *A New and Accurate Map of the Province of Georgia in North America*, 1779, shows Cockspur Island labeled near Savannah

George upon the land on Cockspur Island set aside for the crown. Fort George consisted of a small wooden palisade one-hundred-feet square enclosing a forty-foot-square by thirty-foot-high blockhouse used as a magazine, storehouse, and barracks.[8] Fort George, built by slave labor, guarded against pirates, smuggling, and the spread of disease. Royal Governor James Wright called the fort "the key to our Province, as it commands obedience to the British Laws of Trade, and to many of our essential Provincial Laws." Still, Fort George was not imposing and fell into disrepair by the 1770s.[9]

In 1794, unsettled by the brutal French Revolution and threats of aggression, Congress authorized the construction of what would later be known as the "First American System of Fortifications." As a result the Secretary of War ordered new efficiently designed forts to be built to protect major U.S. coastal cities. These forts were impermanent wooden structures that consisted of batteries, magazines, and either barracks or two-story blockhouses containing small cannons on the upper story.[10] Under the First System, Cockspur Island acquired a new fort to protect Savannah. The fort, christened "Fort Green," was constructed in 1794 at the former site of Fort George. Fort Green was built of timber and earth and stood surrounded by pickets.[11] Officers and soldiers of the garrison, which was used solely as a quarantine station, complained of Fort Green's squalid living conditions.[12] A powerful storm in 1804 swept away the short-lived structure, killing half of its inhabitants.

The Construction of Fort Pulaski

In 1807, with Europe embroiled in the Napoleonic Wars and the United States fearing British attack, Congress authorized the "Second American System of Fortifications." This defense was characterized by the early efforts of the U.S. Army Corps of Engineers, which built fortifications featuring high stone or brick walls with multilevel tiers containing internal casemates and gun positions for more firepower.[13] Before this system was completed, however, damage to it and the First System forts by British attack during the War of 1812 pressed Congress for further action. In 1816, Congress moved to create the Board of Fortifications for Sea Coast Defense. The U.S. Government soon hired Simon Bernard, a French military engineer, to work

8. Forts Committee, Department of Archives and History, "Georgia Forts," *Georgia Magazine* (Feb.-Mar. 1967): 17-19.
9. Ibid., 17.
10. Willard B. Robinson, *American Forts: Architectural Form and Function* (Urbana: University of Illinois Press, 1977), 63.
11. Historic American Building Survey (HABS), *History of Fort Pulaski and Cockspur Island, Addendum to Fort Pulaski* (Washington, D.C., HABS No. GA-2158, 1998).
12. Ibid., 4.
13. John Whiteclay Chambers, ed., *The Oxford Companion to American Military History* (Oxford: Oxford University Press, 1999), 275-6.

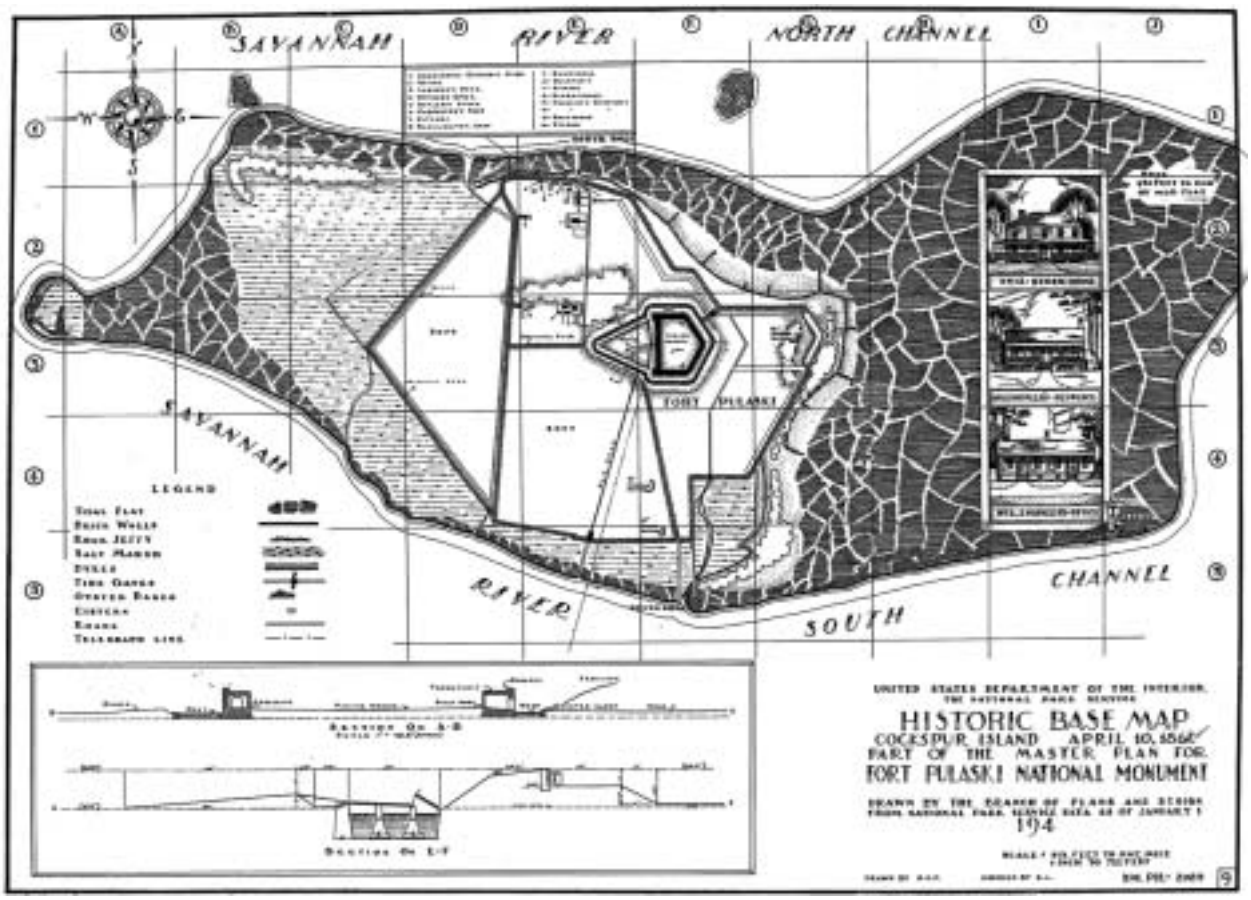

FIGURE 3. Historical Base map of Cockspur Island in 1862 shows construction village (produced for 1942 Master Plan)

with an Army board of engineers on designing a new comprehensive defense system known as the "Third System of Defense." The Board's mandate was to span four decades. Broad considerations of national geography, military organization, and military architecture characterized the Board's innovative approach to the construction of permanent, massive masonry forts.[14] Several years passed before Bernard surveyed Cockspur Island, but in 1828 the Board approved his plans for erecting a new fort at that location. That same year Major Samuel Babcock, the first engineer assigned to the project, began to conduct topographical surveys while also building the workmen's village, a north channel dock, and a system of drainage ditches and embankments.[15] A young West Point graduate named Robert E. Lee, who reported to his first military assignment in 1829, joined Babcock. Lee acted as assistant engineer, but began to direct many tasks when Babcock's health deteriorated.[16]

Meanwhile, only the State of Georgia and private owners shared title to Cockspur Island. That changed on March 15, 1830, when Alexander Telfair deeded 150 privately owned acres, practically "the whole Island of Cockspur," to the U.S. Government for $5,000.[17] The State of Georgia retained some twenty acres but granted them to the United States in 1845. It was on this holding that Fort Pulaski was built.

In 1830, the engineering commission for fort construction was reassigned to Lieutenant Joseph K. F. Mansfield. Mansfield recommended revised plans after he found Babcock's work inadequate, probably the result of poor supervision during his illness. For a time, Lieutenant Lee performed new surveys, recorded work progress, and supervised excavations for Mansfield, but by 1831 Lee's vigor and intelligence had earned him a "less idle" assignment in Virginia.[18] In 1833, under Mansfield's

14. Robinson, 1977, 86-88.
15. Rogers W. Young, "The Construction of Fort Pulaski," *The Georgia Historical Quarterly* 20 (1936): 41-51.
16. Rogers W. Young, *Robert E. Lee and Fort Pulaski*, Popular Series 11 (Washington, D.C., National Park Service, 1947).
17. Farris Cadle, "Title Abstract for Cockspur Island," 2000, park files, Fort Pulaski National Monument (hereafter, FPNM).
18. Ibid., 14.

direction, construction of the massive red brick structure finally began. Because of the gallant heroism of Polish patriot Count Casimir C. Pulaski at the Siege of Savannah during the American Revolutionary War, the new fort was christened Fort Pulaski. The first phase of its construction involved placement of wall foundations and timber grillage and the careful pounding of timber piles into the earth. Approximately twenty-five million bricks were used in building the fort's thirty-two-foot-high walls, which vary in thickness from seven to eleven feet.[19] Slave labor was rented from nearby rice plantations and used to perform most of the hardest work of the fort's construction. Other workers included military servicemen, skilled masons, and carpenters, some of whom were recruited and brought down each fall from Northern states.[20] A construction village, built in 1829, stood at the north end of the island. These frame buildings served as quarters to accommodate engineers, mechanics, and workers and house building materials[21] (Figure 3). The project was made more difficult by frequent coastal storms and years when Congress failed to appropriate funds for Fort Pulaski's construction. However, by late 1839, the central edifice of the five-sided fort neared completion. The main features of the fort's interior, the demilune (the large projecting outwork behind the main fortification), and various dikes and ditches, were finished by early 1847. The fort received fairly minor repairs and regular maintenance over the next fourteen years. By 1861, the overall cost of Fort Pulaski totaled above one million dollars.[22]

In 1848, a final significant addition to the landscape of Cockspur Island was completed, the Cockspur Island Lighthouse. Unfortunately, a hurricane destroyed the structure in 1854, but another lighthouse was completed on the same foundation in 1856. This still-standing, three-story brick tower lies on a narrow strip of oyster shells and mud at the southeast corner of the island and cost $6,000 to build.[23] A sister lighthouse on Oyster Bed Island, north of Cockspur, was apparently built simultaneously with the Cockspur Lighthouse.[24] While the light of the Oyster Bed Lighthouse guided ships through the North Channel of the Savannah River, the Cockspur Island Lighthouse assisted sailors along their courses through the river's South Channel. The Oyster Bed Lighthouse did not survive the Civil War battle at Fort Pulaski. The Cockspur Lighthouse ceased its operation during the Civil War, withstood artillery fire, and resumed service on Cockspur at the war's end. Both the Assistant Engineer and the Inspector of the Sixth Lighthouse District, Charleston, discussed plans to construct an elevated walk between the fort and the lighthouse in 1874. The Engineer of the Sixth District in Baltimore did not approve of the construction and submitted his own plans. This conflict of opinion led to an inconclusive decision on the matter. A lighthouse inspector recommended in 1881 and 1884 that the light be discontinued after the hurricane of 1881 caused a twenty-three-foot rise in the sea level, partially submerging the structure. Other storms in 1893 and 1894 further damaged the lighthouse, but it remained in operation until June 1909. At that time, the Secretary of the Pilots Association in Savannah informed the head of the Sixth Lighthouse District of the U.S. Lighthouse Service in Charleston that deepwater vessels traveled the North Channel along the north side of Cockspur Island without using the light. The deeply dredged North Channel proved to be an easier course than the shallow, narrower South Channel, which came to be used only for travel to Cockspur Island.[25]

The Civil War Years

In November 1860, Abraham Lincoln was narrowly elected to the presidency of the United States. A month later South Carolina seceded from the Union. The citizens of Georgia praised the news of

19. Ralston B. Lattimore, *Fort Pulaski National Monument, Georgia.* Handbook Series No. 18 (Washington, D.C, National Park Service, 1961); HABS, *History of Fort Pulaski and Cockspur Island, Addendum to Fort Pulaski*, 10.
20. Lattimore, 9. Some of the skilled workers were probably also slaves.
21. Lou Groh, *Research Design for Archeological Investigations at Fort Pulaski National Monument Chatham County, Georgia for the Regionwide Archeological Survey Program 1999 Field Season* (Tallahassee: Southeast Archeological Center National Park Service, 1999).
22. Young, "The Construction of Fort Pulaski," 49.
23. HABS, *History of Fort Pulaski and Cockspur Island, Addendum to Fort Pulaski*, 12.
24. Sandi McDaniel, "Tybee's Loneliest Light," *Savannah Morning News,* Tuesday 12 May 1992, Sec. D.
25. Judith Collins, *Historic Structure Assessment Report: The Cockspur Island Lighthouse* (Atlanta: Southeast Regional Office, National Park Service [hereafter NPS-SERO], 1994).

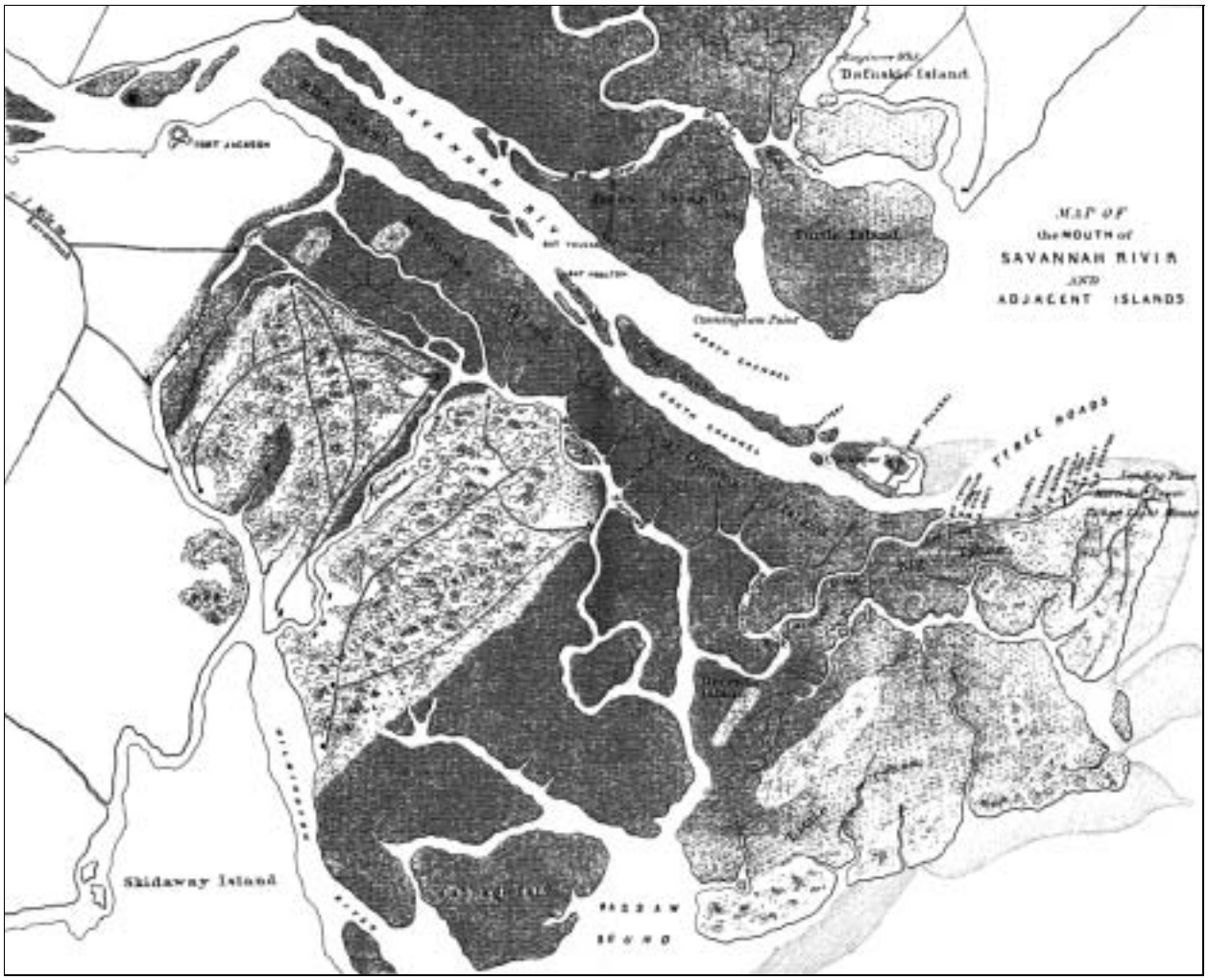

FIGURE 4. Map of the "Mouth of the Savannah River" from Gillmore's *Siege and Reduction of Fort Pulaski*, 1862

the secession but were outraged the following week when U.S. Army Major Robert Anderson reinforced Union forces stationed at Fort Sumter in South Carolina. Although the U.S. Army already held the fort, Anderson's operation occurred without notification to South Carolina, which considered the maneuver a threat to its sovereignty.[26] In Georgia, Anderson's action energized Savannah to defend its own maritime port of entry. Thus, on January 2, 1861, Governor Joseph E. Brown ordered the Georgia Volunteer Militia to take possession of the still ungarrisoned Fort Pulaski.[27] Over the next few months, Confederate troops and rice plantation slaves feverishly worked to prepare the fort against Federal attack. In November of 1861, General Robert E. Lee returned to Fort Pulaski to strengthen its coastal defense. Confederate President Jefferson Davis had made Lee a Confederate brigadier general and military advisor earlier that year. In command of forces in South Carolina, Georgia, and Florida, Lee adopted a new strategy of defense that involved relocating seacoast island forces to the mainland. As a result, a battery of artillery then existing at Tybee Island was dismantled, and its heavy guns were ferried to Fort Pulaski.[28]

Union forces quickly occupied undefended Tybee Island and established a permanent garrison in December 1861. Soon afterwards, Union troops prepared to attack Fort Pulaski. In January and February 1862, these troops improved and guarded waterways to the north of Cockspur Island. They also constructed various batteries around the perimeter of Fort Pulaski, including a battery on Jones Island across the North Channel from Cockspur Island and a battery on Bird Island,

26. Lattimore, *Fort Pulaski National Monument*, 12.
27. Ibid., 13.
28. Ibid., 20.

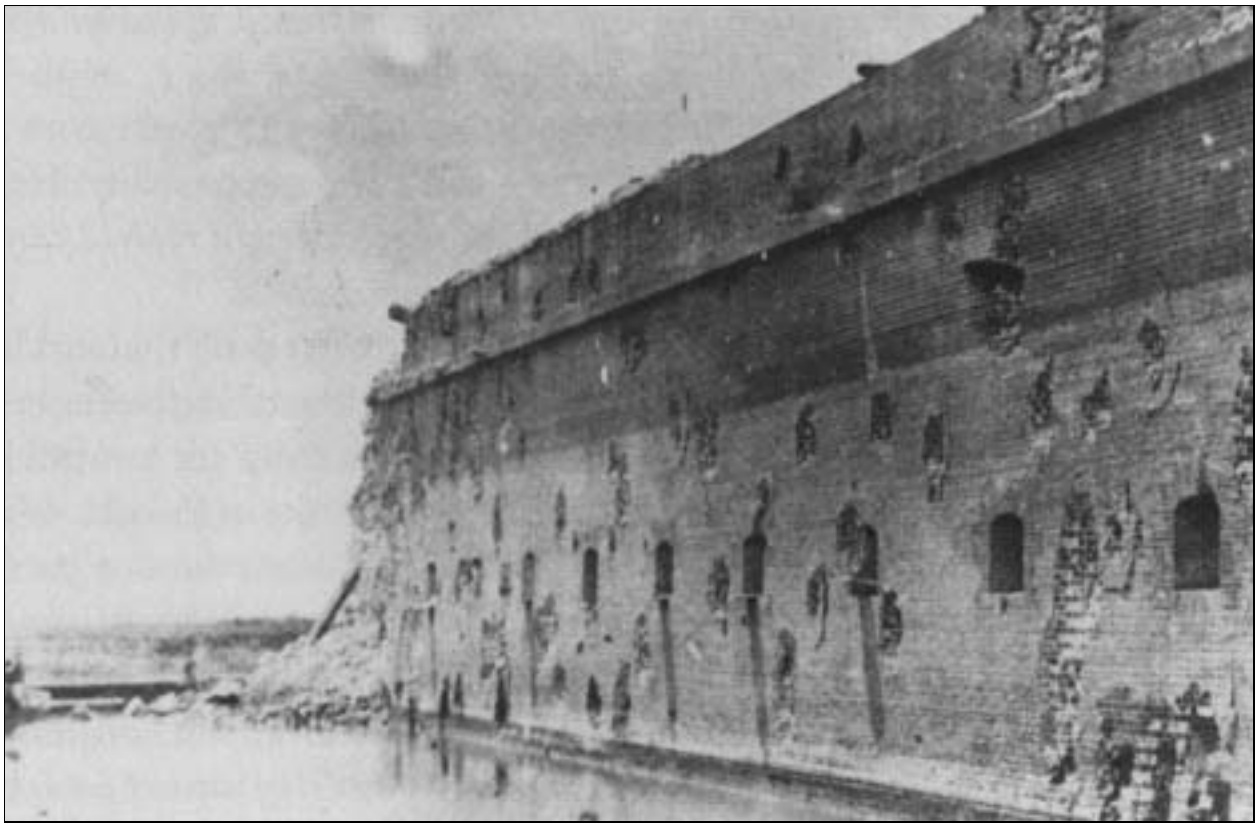

FIGURE 5. Photograph of crumbled brick at the fort's southeast angle, 1862

situated in between the North and South Channels. The most significant emplacements, however, were eleven batteries positioned along the north shore of Tybee Island (Figure 4).[29] During March, Fort Pulaski soldiers reported hearing movement at night across the South Channel. The fort's Confederate commander, Colonel Charles H. Olmstead, wrote that "signs of activity on the part of the enemy were heard but not seen…the morning light revealed nothing to the closest scrutiny."[30]

On the morning of April 10, 1862, Fort Pulaski was attacked by Union artillery after Col. Olmstead refused a formal demand to surrender. Fighting was intense during the morning hours, but by the day's end, the battle was essentially over. At first, Union General Quincy A. Gillmore, commanding the siege, underestimated the impact of his attack. From Gillmore's vantage point on Tybee Island, only the "commencement of a breach" on the fort's east wall could be seen.[31] In fact, the southeast angle was largely demolished (Figure 5). After a few more hours of bombardment the next morning, Union artillery breached the southeast wall. The gaping hole in the fort created by these weapons allowed projectiles to penetrate dangerously close to Fort Pulaski's north magazine, which held forty thousand pounds of black powder. Realizing his vulnerability and the futility of further resistance, Olmstead surrendered Fort Pulaski just after 2:00 p.m. On this occasion, Olmstead remarked: "I yield my sword, but I trust I have not disgraced it."[32]

The capture of Fort Pulaski by Union forces resulted from the efficacy of Gillmore's new and previously controversial rifled guns. Many military experts, including Gillmore's superior, General Thomas W. Sherman, believed that such weaponry could not penetrate the thick fort walls when fired from the distant Union batteries. However, Gillmore's confidence in the new rifled guns and persistent firing strategy from carefully placed angles on Tybee Island proved his skeptics wrong. The seizure of Fort Pulaski resulted in a successful blockade of the

29. Quincy A. Gillmore, *Siege and Reduction of Fort Pulaski National Monument* (1862; reprint, Gettysburg: Thomas Publications, 1988).
30. Charles H. Olmstead, "Fort Pulaski," *The Georgia Historical Quarterly*, 1, no. 2 (June 1917): 98-105.
31. Quincy A. Gillmore, *Siege and Reduction of Fort Pulaski National Monument*, 35.
32. Lattimore, *Fort Pulaski National Monument*, 34-35.

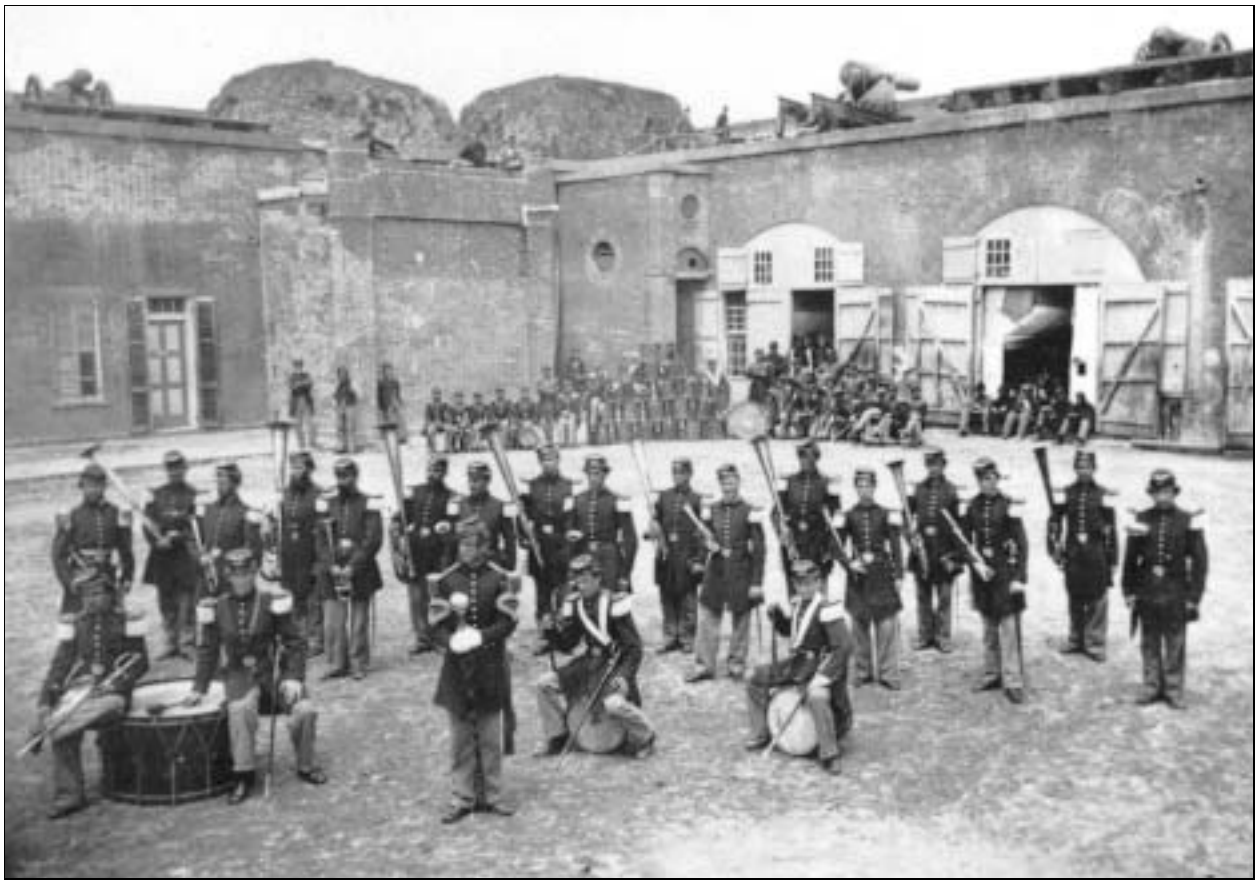

FIGURE 6. The band of the 48th New York Volunteer Infantry posed in Fort Pulaski's parade ground, c. 1862

Savannah River, the principal port of Georgia. The capture of the fortification thus helped to damage the economy of the Confederacy and contributed to the Union's victory. However, the broader lesson of the battle at Fort Pulaski was best expressed by former park superintendent Ralston B. Lattimore. He called the event "one of the many mileposts in history" which taught both military experts and engineers that war strategy and fortification design needed to be revised. The new weapons of war, he added, branded Fort Pulaski "an interesting relic of another age."[33]

With the surrender of Fort Pulaski, Major General David Hunter, known as "Lincoln's Abolitionist General," ordered that local African-American slaves in the coastal low country be freed. In April 1862, he issued General Order #7, which declared:

> All persons of color lately held to involuntary service by enemies of the United States in Fort Pulaski and on Cockspur Island, Georgia, are hereby confiscated and declared free, in conformity with the law, and shall here after receive the fruits of their labor.[34]

As a result, many freed slaves fled to Fort Pulaski from throughout Coastal Georgia. Hunter quickly recruited them into the Federal Army, but his orders, given without authority from the War Department, were temporarily rescinded by President Lincoln. Later, on January 1, 1863, Lincoln restored this freedom by issuing the Emancipation Proclamation. Many ex-slaves then helped to form the core of the 1st, 2nd, and 3rd South Carolina Volunteers. These soldiers comprised some of the earliest African-American units to serve in the Union Army.[35]

Following Fort Pulaski's capture by Federal forces, a number of units served there. These included the 7th Connecticut Regiment, the 3rd Rhode Island Heavy Artillery, and the 48th New York Volunteers (Figure 6). In October 1864, the 157th New York Volunteers

33. Ibid., 36.
34. Derek Smith, *Civil War Savannah* (Savannah: Frederic C. Beil, 1997), 87.
35. Ibid., 86.

were also stationed at Fort Pulaski and assigned to guard a group of Confederate prisoners of war later referred to as "The Immortal Six Hundred."[36] Representing all Confederate states, some six hundred officers were initially imprisoned at Fort Delaware and later sent to Morris Island, South Carolina. Forty-nine of the men lay in hospitals while others had escaped, taken the oath of allegiance to the Union, were exchanged, remained unaccounted for, or passed away. When Union generals transferred the prisoners to Fort Pulaski, they numbered around 520.[37] Colonel Philip P. Brown, commander of the fort, attempted to improve the prison conditions by requisitioning blankets, clothing, full Army rations, and fuel. When his superiors ignored the request, Brown won the respect of his prisoners by feeding them from his own garrison supplies.[38] In November 1864, 197 of the prisoners were sent to Hilton Head to relieve overcrowding at Fort Pulaski. At Hilton Head, five of these men died. The Fort Pulaski prisoners, including the sick, spent the winter without blankets. They ate starvation rations of bread, cornmeal, and pickles. In March 1865, the remaining 290 of the original six hundred prisoners were in such a wretched condition that embarrassed Union officers sent them to Fort Delaware to be "fattened up" before their later release in July.[39] Nevertheless, only thirteen of these prisoners perished while at Fort Pulaski. Their remains lie buried across the moat from the north side of the demilune.

After the Civil War, Fort Pulaski saw no further combat or bloodshed, although it remained a military post for several years. The next chapter examines the history of the fort before its designation as a national monument.

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36. Various stories exist to explain the origins of the label "The Immortal Six Hundred," but the term does not appear to have come into use until near the end of the nineteenth century. Early published accounts by prisoners themselves mention "the 600," but not "the Immortal 600." According to Mauriel Joslyn, the term "The Immortal Six-Hundred" became popular in the South from about 1895, especially after Confederate officer John Ogden Murray published an autobiographical account of his experience as a prisoner in a book entitled *The Immortal Six-Hundred* (New York: The Neale Publishing Company, 1905). See Mauriel Joslyn, *Immortal Captives: The Story of 600 Confederate Officers and the United States Prisoner of War Policy* (Shippensburg, PA: White Mane Publishing Company, 1996).
37. Lattimore, *Fort Pulaski National Monument*, 34.
38. Ibid., 40.
39. David M. Brewer and John E. Cornelison Jr., *Archeological Testing and Remote Sensing Survey for the Graves of the Immortal 600: Fort Pulaski National Monument* (Tallahassee: Southeast Archeological Center, National Park Service, 1998).

Chapter Two: Fort Pulaski Prior to the National Park Service

The Military Post after the Civil War, 1865-1880

Fort Pulaski continued to serve as a prison for former Confederate officials and Union troop deserters after the Civil War. U.S. Army units stationed at the fort until 1872 included the 30th Maine Infantry and the 103rd United States Colored Troops. The Army soon took a serious interest in updating the fort's design, which had, after all, failed to withstand its own artillery fire.[1] Thus, from 1869 to 1872, the U.S. Army Corps of Engineers modernized the fort by remodeling the demilune, installing underground magazines and passageways, and constructing gun emplacements.[2] The Corps drafted many plans for remodeling the demilune before choosing a preferred one. The new demilune mounds over the magazines created a significant topographical change. Funds to repair the drawbridge wharf, sea walls, roads, and the original construction village buildings used by the Army were also provided during these years as well.[3]

Despite the efforts to modernize Fort Pulaski after the Civil War, construction halted in 1872, the same year that the Corps of Engineers drew plans for a new fort on Tybee Island, which, unlike Fort Pulaski, directly faced the coast and was more suitable for use with improved long-range artillery. Hence, as military technology changed, the Army decided to replace the inland fortification and, in 1875, succeeded in acquiring land on Tybee Island for a new installation. The Army, however, had all but abandoned Fort Pulaski long before this event. On October 8, 1873, the last Army units stationed at Fort Pulaski, Batteries B and C, 1st Artillery, were withdrawn. Fort Pulaski officially closed on October 25, the day after the discharge of all enlisted men and the hospital matron.[43] By 1880, Fort Pulaski stood vacant, except for an Army ordnance sergeant who remained as caretaker of the deserted post. Fort Pulaski was set aside as a military reservation for potential, if unspecified, future military use.

Fort Pulaski Military Reservation, 1881-1914

In August 1881, a destructive hurricane demolished the workmen's village that had stood on Cockspur since 1831. The dike system also suffered damage, and few other buildings remained on the island after the storm. Surviving structures included the fort and the ordnance sergeant's residence, believed to be located immediately north of the fort.[5] The Tybee Knoll Cut Range Lighthouse, built in 1879 on the western side of the island overlooking the South Channel, also survived the storm. A year after the hurricane, a boat house and keeper's house were constructed on the southwestern face of the island near the lighthouse, followed by a wharf in 1888 and

1. Historic American Building Survey (HABS), *History of Fort Pulaski and Cockspur Island. Addendum to Fort Pulaski* (Washington, D.C., HABS No. GA-2158, 1998).
2. Ralston B. Lattimore, *Fort Pulaski National Monument, Georgia,* Handbook Series No. 18 (Washington, D.C., National Park Service, 1961).
3. Quartermaster Gen. to Belknap, Secretary of War, 4 December 1869, Townsend, Adj. Gen., to Maj. Gen. Halleck, 25 August 1870, "Fort Pulaski National Monument," Georgia State Historic Preservation Office files, Atlanta, Georgia; HABS, *History of Fort Pulaski and Cockspur Island*, 14.
4. *Preliminary Inventory of the Records of U.S. Army Continental Commands, 1821-1920*, Volume IV, Military Installations, 1999, RG 393, National Archives, Washington, D.C.
5. HABS, *History of Fort Pulaski and Cockspur Island*, 15.

an oil storage shed in 1893. The lighthouse was operated in conjunction with the Cockspur Island Lighthouse by the U.S. Lighthouse Service until the early twentieth century.[6]

Throughout the 1880s, the only residents of the otherwise uninhabited Cockspur Island consisted of the two lighthouse keepers and the ordnance sergeant.[7] During this time, the Army decided which of its branches should assume responsibility for the maintenance of Fort Pulaski. The U.S. Army Corps of Engineers was chosen, probably because of its periodic activity around Cockspur Island following the Civil War. The Corps officially became responsible for the fort on June 27, 1884.[8]

The 1880s marked the beginning of dramatic physical changes to the general landscape of Cockspur Island. Col. Gillmore of the Corps, the same Gillmore who captured Fort Pulaski in 1862, conducted an inspection of the site in late 1884.[9] The following year, in a bid to improve navigation, the Corps began to construct a series of jetties around the mouth of the Savannah River. The last jetty was built between 1894 and 1896 and extended from the northeast tip of Cockspur Island eastward into the Atlantic Ocean.[10] This long jetty caused sediment to be collected, which soon increased the size of the east side of the island. The dredging of the Savannah River also continued to enlarge the shores of the island. This practice started in 1867 when the U.S. Quartermaster sought to employ the "Savannah River Dredge Machine" to deepen Fort Pulaski's harbor area.[11] Another physical change to the island was the disappearance of the tidal salt marsh between the western edge of Cockspur and Long Island, which resulted in the merging of the two islands. It is unclear whether the jetties, dredging, or both actions caused this landscape change.[12]

More construction on Cockspur Island and its surrounding area took place in the 1890s after additional storm damage. Between 1893 and 1906, a two-story, three-chimney house for the Cockspur Island lighthouse keeper was built and maintained on top of Fort Pulaski's gorge terreplein, the grassy upper level of the fort.[13] Seemingly an odd location for the keeper's quarters, the location had the distinct advantage of being flood proof during inclement weather. However, the structure was not lightning proof and burned in 1925 after being struck during a storm.[14] The Central of Georgia Railroad Company also laid a single-track railroad bed, between 1886 and 1887, which ran along the South Channel on McQueen's Island from Savannah to Big Tybee Island. In 1894, the Corps proposed to extend the parade ground, but this plan was never realized.[15]

In 1895, a year before Congress appropriated funds to build Fort Screven on Tybee Island, a rebellion against Spanish rule in Cuba began. This conflict, which also later led to the Spanish-American War, prompted Congress to authorize appropriations for the War Department to invigorate U.S. coastal defenses. Although Fort Pulaski's walls were made obsolete by rifled canon during the Civil War, its location was still militarily important. The demilune thus acquired an additional mound over an underground room in its southeast corner. This mound housed controls for electric mines placed at the bottom of the North Channel of the Savannah River. A subsurface buoy floated above each mine, which sent an electric signal to the mining casemate at the fort if a passing ship hit it. Between 1898 and

6. *Fort Pulaski Draft Cultural Landscape Inventory, Level 1*, 1997 (Atlanta: NPS-SERO, 1994). Note, the term "U.S. Lighthouse Service" used in this text is a generic name used for simplicity in referring to the government authority responsible for lighthouses that was officially known by differing names through out the nineteenth and early twentieth centuries until it was absorbed by the U.S. Coast Guard in 1939.
7. Ibid., 22.
8. *Preliminary Inventory of the Records of U.S. Army Continental Commands, 1821-1920*, Volume IV, Military Installations, 1999, RG 393. National Archives, Washington, D.C.
9. Colonel Gillmore to Capt. Thomas Baily, 5 December 1884, "Fort Pulaski National Monument," Georgia State Historic Preservation Office files, Atlanta, Georgia.
10. HABS, *History of Fort Pulaski and Cockspur Island*, 16.
11. Colonel Reynolds, Savannah, to Colonel Low, A.G.M., Charleston, April 6, 1867, J. Stoddard, Commissioners of Pilotage, to Reynolds, 1867, "Fort Pulaski National Monument," Georgia State Historic Preservation Office files, Atlanta, Georgia.
12. *Fort Pulaski Draft Cultural Landscape Inventory, Level 1*, 23.
13. HABS, *History of Fort Pulaski and Cockspur Island*, 15.
14. Brown, Savannah Quarantine Station, to Howard, District Engineer's Office, Savannah, 20 June 1925, "Civil Works Project Files--Savannah," RG 77, Box 1, National Archives, Atlanta.
15. *Fort Pulaski Draft Cultural Landscape Inventory, Level 1*, 23.

1899, to provide additional harbor protection during the Spanish-American War, the War Department also built Battery Horace Hambright on Cockspur Island's north shore. Battery Hambright contained three ammunition magazines and two gun emplacements. Like the mines, Battery Hambright never saw combat action. Meanwhile, as noted above, the Corps developed plans to build new coastal fortifications on Tybee Island. With war in Cuba, Congress listened to the Army's arguments and, in 1896, finally authorized appropriations necessary to move the project forward. With the exception of Battery Hambright, no further modifications to Fort Pulaski were planned, and funds for improvements instead went to construct Fort Screven, which was completed in 1897. Increasingly, planners began to realize that Fort Pulaski was irrelevant from a military point-of-view.[16]

Another development on Cockspur Island occurred in May 8, 1889, when the War Department issued a revocable license to the City of Savannah to establish a quarantine station on the northwest portion of the island.[176] A Caribbean-style raised cottage, still extant today, was completed in 1891 for the quarantine officer, and two years later, other construction for the station began, including a house for vessel crews and a disinfecting plant.[18] In 1899, the U.S. Marine Hospital Service took over the quarantine station, and by 1903, the growing station consisted of nine buildings. The station was built atop deposited sand and ballast from dredging vessels. Because the station was only one foot above spring tide, officials repeatedly requested additional deposits of dredged materials throughout the station's operation in the early twentieth century. These requests suggest that a continued effort to prevent flooding remained a priority at the station even though wood and masonry posts elevated the wood-frame buildings.[19] The quarantine station expanded when the War Department issued a license to the Treasury Department to occupy the west end of Cockspur Island in 1911. The license increased the size of the Quarantine Station to approximately 130 acres.[20] New construction included the extension of the wharf, a new kitchen and dining hall, new quarters, and a barracks building. Decontamination facilities were later constructed in anticipation of the arrival of German prisoners of war in 1918 and 1919. World War I ended, however, before the new hospital could be used. Twenty additional buildings stood at the station by the late 1920s. Despite $75,000 worth of improvements at the Quarantine Station in 1936, the Bureau of Public Health closed the station at Cockspur Island the following March upon the establishment of new headquarters in Savannah.[21]

By 1910, Fort Pulaski and the surrounding grounds showed evidence of deterioration and neglect. Problems included decayed interior woodwork, a crumbled coping around the top of the wall due to vegetation, and cow manure from about a dozen animals owned by the lighthouse keeper littering the casemates.[22] The lighthouse keeper served as overseer of the fort only to prevent vandalism, and for many years no money was allotted for fort repair and preservation.[23] When a 1913 fort inspection reported the lighthouse keeper had vacated the reservation, which left the fort without a caretaker, steps were taken to obtain a full-time custodian as well as modest appropriations from Congress for repair work. In a letter to the Adjutant General at Governor's Island, Colonel Dan C. Kingman of the Corps made a plea for repair funding in 1913. He wrote:

> Fort Pulaski is a fine specimen of a brick fort…The wet ditch is filled with mud and grown up with weeds, the drawbridge is gone, and the gates are in such condition as would hardly exclude anyone who cared to enter it. I think that all these forts should be maintained.

16. Lattimore, *Fort Pulaski National Monument*, 42; Jaymi Freiden, "History by the Sea," *Savannah Morning News*, 24 October 1999.
17. Mike Capps, "Task Directive Administrative History Fort Pulaski National Monument," 1994, park files, Fort Pulaski National Monument (hereafter, FPNM).
18. HABS, *History of Fort Pulaski and Cockspur Island*, 17.
19. Ibid., 16.
20. Ibid., 18.
21. Lattimore to NPS Director, 8 January 1937, park files, FPNM.
22. A.M. Hunter, Inspector General, to Adjut. General, Dept. of the Gulf, 16 December 1910, RG 77, Box 1, National Archives, Atlanta.
23. Col. Dan C. Kingman, U.S. Army Corps of Engineers, to Chief of Engineers, 6 January 1911, RG 77, Box 1, National Archives, Atlanta.

> The time may come when they will be found useful…it seems a pity to see the forces of nature gradually destroying them.[24]

The Fort Pulaski keeper position promised no pay but permitted the occupancy of the house atop the fort. The keeper had the following responsibilities: refraining from the sale of liquor on the reservation, preventing trespassing at the fort, and maintaining the house and trees on the grounds. In the next few years, the poor condition of the fort and grounds remained the same, and the turnover for the caretaker position was high.[25] Mr. F. M. Lales resided in the house on top of Fort Pulaski and acted as the first full-time caretaker at the island. Within a few weeks, he resigned his position because of the complications with making a living at Cockspur Island.[26] The next caretaker, J. Harry McLendon, stayed at Fort Pulaski for nearly two years until poor health led to his resignation in July 1916.[27]

The American Antiquities Act and the Establishment of the National Park Service

Deteriorating conditions at Fort Pulaski would likely have continued had the Navy and the Lighthouse Service remained solely responsible for the Civil War fortress. Fortunately, however, a train of events interacted to bring Fort Pulaski under the administration of the National Park Service. Starting at the end of the nineteenth century, the United States entered into a period of reform that historians have labeled the Progressive Era. Middle-class citizens, concerned by problems stemming from rapid industrialization and population growth, urbanization, and cultural change, launched a wide-ranging social and political reform movement. Nationalism and renewed respect for traditional American symbols generated restrictive anti-immigrant laws, but also helped mobilize support for the preservation ethos emerging from within popular culture and from such professional fields as forestry. Conservation measures were successfully applied to preserve forests and scenic wonders in the West. Not coincidentally, established patriotic organizations began to advocate the preservation of buildings and artifacts that symbolized the virtuous American past. Many Americans also became increasingly concerned about "pot-hunting" activities at prehistoric archeological and historic architectural sites that destroyed valuable knowledge about the past. These relics of the past, termed "antiquities," were in desperate need of protection.

In 1906, a long campaign by reformers resulted in the passage of Iowa Representative John F. Lacey's "Act For the Preservation of American Antiquities." The Antiquities Act authorized the President of the United States to proclaim "historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest" as national monuments. Similar to national parks established by Congress, but without the same level of protection, national monuments were nevertheless "set aside" and protected from encroachment. The Antiquities Act created an important lever for preserving public lands in that it eschewed the difficult legislative process by giving the president authority to decree national monuments. One drawback of the Antiquities Act, however, was that it placed more than one agency in charge of the administration of the monuments. The secretary of the department having jurisdiction over the land on which the antiquity was located retained control of the monument. Naturally, this division resulted in uneven administration and maintenance of the monuments by the Departments of Interior, War, and Agriculture. Some monuments received improvements while others continued to deteriorate or suffer from vandalism.[28]

By 1910, twelve national parks and thirteen national monuments existed. J. Horace McFarland,

24. Col. Kingman to Adjut. General, Headquarters Eastern Division, Governors Island, NY, 18 February 1913, RG 77, Box 1, National Archives, Atlanta.
25. W.C. Langfitt, U.S. Army Corps of Engineers, to J. Harry McLendon, 19 October 1914, RG 77, Box 1, National Archives, Atlanta.
26. William H. Myers to District Engineer's Office, Savannah, 4 July 1914, RG 77, Box 1, National Archives, Atlanta.
27. J. H. McLendon to Thomas Lynch, Fort Screven, 28 July 1916, RG 77, Box 1, National Archives, Atlanta.
28. Harlan D. Unrau and G. Frank Williss, *Administrative History: Expansion of the National Park Service in the 1930s* (Washington, D.C.: National Park Service, 1983).

president of the American Civic Association, led a group of enthusiasts to take action in lobbying for the formation of one governing bureau to administer the parks. At the same time, the Secretary of the Interior produced a proposal for a park bureau. Congress remained uninterested but controversy among conservationists over how to manage the national parks and monuments continued and grew more heated.[29] Some conservationists wanted to utilize the parks by harnessing water through dam construction, while others sought strict preservation of park natural resources.[30] Progress in the effort to create a new agency was made when the Interior Department hired Stephen T. Mather. A wealthy, well-connected businessman, Mather came to Washington in January 1915 as special assistant to Secretary Franklin K. Lane for national park concerns.

After a climactic national debate in 1913 over the daming of Hetch-Hetchy, a scenic valley within Yosemite National Park, to meet the water and power demands of San Francisco, the need for a national service to protect the nation's parks and monuments became more widely acknowledged, if only to balance the influence of utilitarian conservationists whose views were already institutionalized through the U.S. Geological Survey and the U.S. Forestry and Reclamation Services. Mather, working closely with his assistant, Horace M. Albright, continuously promoted the economic usefulness of parks as tourist destinations. Mather even hired a publicist and convinced several western railroads to fund an elaborately illustrated publication, *The National Parks Portfolio,* which was sent to congressmen and others of influence. Through such efforts, Mather and Albright successfully campaigned to increase the popularity of national parks and to convince Congress to establish a single agency to govern them. President Woodrow Wilson approved the legislation that formed the National Park Service within the Department of the Interior on August 25, 1916. Interior Secretary Franklin K. Lane then appointed Mather to be the first NPS Director.[31]

The legislation that created the National Park Service had one significant failing. Monuments within the Departments of War and Agriculture remained administered by those agencies. The Park Service had to wait another seventeen years to take possession of these areas. Moreover, the onset of U.S. involvement in World War I and the illness of Mather delayed the growth and consolidation of the new system. Eventually, however, Mather and Albright, who was appointed Assistant NPS Director in 1919, began to develop clearly defined park standards and policies, took steps to incorporate the neglected national monuments into the park system, and sought to create new parks as well. Albright's particular focus was to transfer War Department parks and monuments to the NPS. In 1923, President Warren G. Harding outlined a major reorganization proposal of the executive departments that included recommendations to transfer nine military parks to the Department of the Interior. The War Department approved of the notion to transfer parks under its jurisdiction, largely as a cost-cutting move. However, the transfer proposal somehow became, in Albright's words, "lost in the shuffle" and was ignored by the Joint Committee on Reorganization.[32]

The transfer proposal received further consideration during the administration of Herbert Hoover. In 1928, Secretary of the Interior Hubert Work backed a bill, drafted by Interior and War Department staff and sent to Congress, that proposed the transfer of all War Department military parks, national monuments, and national parks to the Department of the Interior. Congress, however, quarreled over the bill. Opponents argued about the different goals of the two agencies, including potential loss of respect if military cemeteries were managed by a civilian agency also responsible for public leisure. In 1929, the Park Service, now directed by Albright, finally began to make progress on the issue. After his inauguration, President Hoover appointed John W. Good and Ray L. Wilbur to be Secretaries of War and Interior, respectively. Both happened to be old Albright acquaintances. Hoover sent several messages to Congress about reorganizing the executive branch, but his administration quickly became preoccupied by the Great Depression. With the election of Franklin D. Roosevelt in 1932, Albright's initiative

29. Ibid.,18-19.
30. Barry Mackintosh, *The National Park Service: Shaping the System* (Washington, D.C.: National Park Service, 1991), 18-19.
31. Unrau and Williss, *Administrative History: Expansion of the National Park Service in the 1930s*, 21.
32. Ibid., 22-50.

finally succeeded. When invited on an excursion by President Roosevelt in April 1933, Albright jumped at the chance to convince the new president of the need to consolidate administration of parks and monuments. Roosevelt concurred and permitted Albright to present the necessary materials to the chief of staff of the reorganization activities. On August 10, 1933, Roosevelt signed Executive Order 6166 to consolidate administrative functions of public buildings, reservations, national parks, national monuments, and some national cemeteries in the Department of the Interior.[33]

Designation of Fort Pulaski as a National Monument, 1915-1933

Militarily, the historic significance of Fort Pulaski lies largely in the successful breaching of its ramparts in 1862 by Union gunners using modern rifled cannon, an event that necessitated the abandonment of masonry fortification worldwide.[34] The War Department recognized Fort Pulaski's historic and architectural significance when it announced the selection of the fort for consideration as a national monument under the American Antiquities Act on July 17, 1915. Unfortunately, World War I postponed further efforts to preserve the site.[35] In 1917, Colonel John Millis, the District Engineer of the U.S. Army Corps of Engineers in Savannah, made some effort to improve Fort Pulaski. Between 1917 and 1918, Millis's interest in Fort Pulaski led him frequently to consult with Thomas Purse, Secretary of the Savannah Board of Trade, who helped to obtain limited War Department funding for improvements. In December 1917, a small allotment of $500 thus enabled the clearing of the ridge around the fort and the removal of vegetation to allow visitors, arriving by boat, a better view of the structure.[36] The process unearthed the gravestones of Lieutenant Robert Rowan, who died in 1800, and an infant, along with countless artifacts from the Civil War battle, including an old cannon. Valuable peach and fig trees, however, were left standing in the parade ground.[37] The last resident caretaker of Fort Pulaski was Mrs. E. J. Bergman. From 1916-1921, Bergman raised cows, hogs, and chickens on the island. Fort inspectors reported that her hogs caused injury to Rowan's gravesite. While Bergman repaired this damage, she was unable or unwilling to make other necessary repairs.[38]

Photographs were taken of the fort in January 1918 and sent, along with an historical outline of Fort Pulaski, to the editor of *Town and Country* magazine for an article then being published.[39] Impressed by the work and recently discovered artifacts, Colonel Millis recommended that the War Department pursue further restoration.[40] An additional allotment of $2,300 was issued in 1918 for the "Preservation and Repair of old Fort Pulaski."[41] Millis further aided the clean-up work of the fort and grounds by locating original U.S. Army Corps of Engineers construction plans.[42]

With increased funding and ongoing work at the fort, more individuals and groups became involved in the preservation of Fort Pulaski. The City of Savannah hoped to acquire possession of Fort Pulaski to make it into a public park. The tourism committee of the Savannah Board of Trade inspected the fort and determined that further repairs and maintenance would bring tourists from around the world.[43] This organization, along with Colonel Millis's successor, District Engineer Col. F. W. Alstaetter, also urged national monument status for Fort Pulaski. In January 1924, their efforts were

33. Ibid., 50-59. The consolidation was not absolute, however. Arlington National Cemetery, for example, is still managed by the U.S. Army and not an Interior Department agency.
34. Thomas Purse, Secretary of the Savannah Board of Trade, to Mr. Henry Sanderson, New York City, 5 February 1918, RG 77, Box 1, National Archives, Atlanta.
35. Lattimore, *Fort Pulaski National Monument*, 43.
36. Thomas F. Lynch to District Engineer's Office, Savannah, 11 December 1917, RG 77, Box 1, National Archives, Atlanta.
37. John Millis, U.S. Army Corps of Engineers, to Chief of Engineers, Washington, D.C., 25 February 1918, RG 77, Box 1, National Archives, Atlanta.
38. District Engineer's Office to Chief of Engineers, U.S. Army, 6 October 1921, RG 77, Box 1, National Archives, Atlanta.
39. Purse to Sanderson, 5 February 1918, RG 77, Box 1, National Archives, Atlanta.
40. Lattimore, *Fort Pulaski National Monument*, 43.
41. Millis to Lynch, 26 February 1918, RG 77, Box 1, National Archives, Atlanta.
42. "Fort Pulaski to be Improved by the Government," *The Savannah Press*, 27 November 1924, RG 77, Box 1, National Archives Atlanta.
43. "Make Pulaski Public Park," *The Savannah Press*, 10 June 1924, RG 77, Box 1, National Archives, Atlanta.

FIGURE 7. View on top of fort terreplein before restoration work, HABS photo, c. 1930

rewarded when Representative Charles G. Edwards, 1st District of Georgia, introduced a bill in Congress to make the fort a national monument.[44] Finally, on October 15, 1924, Fort Pulaski officially became a national monument by a proclamation of President Calvin Coolidge .

On January 12, 1925, the Board of Directors of the Savannah Board of Trade resolved to support a survey of Fort Pulaski to determine the scope and cost of work to put it in proper condition for public visitation.[45] Later that month, Maj. Dan I. Sultan, yet another Corps successor to Colonel Millis in Savannah, visited Fort Pulaski. He was accompanied by several members of the Savannah Board of Trade and Miss Harriet Colquitt of *The Savannah Press*. Major Sultan inspected the fort to make preservation recommendations.[46] Soon after, he estimated that $6,930 was needed to preserve twenty acres comprising the fort and its encompassing ditches and embankments.[47] The funds were not intended to restore the fort. Instead, the Corps hoped to make the property and structure accessible to visitors. The work included rebuilding the wharf on the South Channel, the best approach to the fort, along with the causeway leading from the wharf to the fort. By using a ditching machine, the estimate concluded that the sluiceway and moat could be excavated to allow fresh salt water entry at high tide at a cost of about $2,000. The estimate also figured the expense of cleaning out debris and improving drainage from the fort's interior, building a walkway inside and around the structure, repairing the caretaker's dwelling on the fort terreplein, rebuilding the moat bridge, and oiling the waterways to help control mosquitoes (Figures 7, 8, 9). Another $1,500 was allocated for annual maintenance costs.[48] By maintaining the fort, the War Department expressed an entrenched view that the structure retained at least marginal utility for military purposes, but the fort was not a high spending priority.

44. Lattimore, *Fort Pulaski National Monument*, 43.
45. Purse to Walter F. George and W. J. Harris, Senate Chamber, Washington, D.C., 17 January 1925, RG 77, Box 1, National Archives, Atlanta.
46. "Important Step Toward Making Fort Memorial," *The Savannah Press* [January 1925], RG 77, Box 1, National Archives, Atlanta.
47. U.S. Army Corps of Engineers, "Estimate on Maintenance and Preservation of Fort Pulaski," January 1925, RG 77, Box 1, National Archives, Atlanta.
48. Major Dan Sultan, District Engineer, to Major Tompkins, 9 February 1925, RG 77, Box 1, National Archives, Atlanta.

FIGURE 8. Visitors at sallyport, looking across moat toward demilune and fort, before restoration work, HABS 2158 photo, c. 1930

Preservation efforts at Fort Pulaski remained unsettled for the next several years. Supervision of the national monument was formally transferred from the Corps Office in Savannah to the Quartermaster Department of the Army in August 1925. This transfer placed the quartermaster at Fort Screven in charge of Fort Pulaski.[49] In January 1926, Congressman Charles G. Edwards, who had introduced the congressional bill to make Fort Pulaski a national monument, proposed another bill designed to transfer the fort to the City of Savannah as a national military memorial in honor of Count Pulaski.[50] This bill also provided an appropriation of $100,000 for the repair and preservation of the monument.[51] Predictably, the War Department opposed the bill, probably seeing no advantage in spending so much to develop Savannah's tourism industry, but hoping to retain the fort for some unspecified future use. Regardless, before the Senate Military Affairs committee, Secretary of War Dwight F. Davis argued:

> It is the view of the War Department that national military parks should, as a general thing, commemorate battles of great importance and far reaching effect, that they should cover a comparatively large area of ground, probably some thousands of acres, and be so marked and improved as to make them into real parks available for detailed study by military authorities, the battle lines and operations being clearly indicated on the ground. Fort Pulaski does not come within this view.[52]

The bill failed, but Congressman Edwards persisted in his attempt to obtain funding for Fort Pulaski repairs and preservation. Another bill, introduced to Congress by Edwards in January 1927, called for an appropriation of $12,040 to rebuild the burned caretaker's house atop the fort, provide for the keeper's salary, and maintain the monument for a year.[53] Like the bill to make Fort Pulaski a national military memorial, Congress rejected this preservation legislation. However, the executive branch began planning its own preservation arrangement for Fort Pulaski. In April 1928, Secretary of War Davis and Secretary of the Interior

49. "Fort Pulaski in Charge Quartermaster," *The Savannah Press*, 13 August 1925, RG 77, Box 1, National Archives, Atlanta.
50. "Bill to Preserve Old Fort Pulaski," *Savannah Morning News*, 8 January 1926, RG 77, Box 1, National Archives, Atlanta.
51. "Edwards Wants to Save Fort Pulaski," *The Savannah Press*, 7 January 1926, RG 77, Box 1, National Archives, Atlanta.
52. "Introduces Bill For Fort Pulaski," *The Savannah Morning News*, 19 January 1927, RG 77, Box 1, National Archives, Atlanta.
53. Ibid.

FIGURE 9. View of moat, looking toward the fort, before restoration work, HABS 2158 photo, c. 1930

Hubert Work backed efforts by Mather and Albright to transfer national military parks, national parks, and national monuments, including Fort Pulaski, to NPS custody. At that time, the Park Service had jurisdiction over nineteen national parks and thirty-two national monuments.[54] Fort Pulaski's contested administrative status was determined by President Roosevelt's Executive Order 6166. The government reorganization of 1932 and the transfer of all War and Agriculture Department parks and monuments to the NPS ended military administration of Fort Pulaski NM until World War II.

54. "Want Transfer of Fort Pulaski," *Savannah Morning News,* 24 April 1928, RG 77, Box 1, National Archives, Atlanta.

Chapter Three: Development of Fort Pulaski National Monument

National Park Service officials began efforts to acquire additional land to develop and better protect Fort Pulaski National Monument soon after its transfer from the War Department in 1933. Under NPS management, two significant periods of development have occurred at the park. First, New Deal programs of the 1930s stabilized the massive brick fort, restored the landscape, and brought modern technology to the park. Next, the Mission 66 program of the late 1950s and early 1960s improved interpretation and park maintenance and funded the construction of the Visitor Center.

Land Acquisition at Fort Pulaski NM

Originally, land set aside for the monument included approximately twenty acres. Historic dikes and ditches surrounding the fort marked the boundary. The State of Georgia donated 297.39 acres to the Department of the Interior in 1935. This land included the east end of Cockspur Island and portions of the abandoned right-of-way of the Central of Georgia Railroad on McQueen's Island. The rapid progress of development at Fort Pulaski under the NPS led Congress to pass an act in 1936 to extend the western boundary of the monument to the eastern property line of the U.S. Public Health Service Quarantine Station. This act expanded Fort Pulaski National Monument to nearly five hundred acres and authorized the Secretary of the Interior to accept lands, easements, and improvements on McQueen's and Tybee Islands that might be donated to the monument. It also permitted the construction of a bridge across the South Channel from McQueen's Island to Cockspur Island and authorized the U.S. Army Corps of Engineers to use the strip of land along the north shore of the island for the deposition of dredged materials.[1]

The Quarantine Station closed in 1937, and the NPS acquired the area in 1954. On January 20, 1939, the State of Georgia then deeded five thousand acres of marshland on McQueen's Island (south of the South Channel) from Lazaretto Creek to the Tybee River to St. Augustine Creek. These two acquisitions increased Fort Pulaski to 5,623 acres. In 1959, the old Cockspur Island Lighthouse Reservation on two and one half acres at the southeast corner of the island was also added to the monument.[2] With the exception of minor rights-of-way shifts for bridge relocations on U.S. Highway 80, Fort Pulaski's land status has not changed since 1959.[3]

New Deal Agencies and Programs at Fort Pulaski NM, 1933-1941

When the United States entered the Great Depression in the early 1930s, unemployment among young men and women grew faster than among older working adults. In fact, 30 percent of employed youth worked only part-time. President Herbert Hoover attempted to bolster the devastated economy by appropriating money for road construction in national parks and monuments. This public works construction did little to improve the economic condition of the country. Large-scale improvements awaited the election of President Franklin Roosevelt in 1932. As governor of New

1. Farris Cadle, "Title Abstract for Cockspur Island," 2000, park files, Fort Pulaski National Monument (hereafter, FPNM).
2. Ibid.
3. "Addendum to Land Protection Plan for Fort Pulaski National Monument," 1992, park files, FPNM.

FIGURE 10. CCC enrollees place concrete footings in parade ground for gorge sidewalk construction, October 1934

York, Roosevelt gained experience in implementing emergency relief work when he created forestry projects for the unemployed in the areas of reforestation, fire-fighting, insect control, road and trail construction, and many other projects. Several other states established similar programs.[4] Roosevelt's prior experience with relief work helped launch the New Deal during the first year of his presidency. Under the New Deal several new federal agencies and programs were created that put thousands of men and women to work, often in projects to revitalize the country's natural and historic resources.

In 1933, the NPS acquired Fort Pulaski NM from the War Department, but years of prior neglect ensured that years of further effort were required to rehabilitate the fort and its grounds. The first steps in this process centered on park development. Fortunately, several New Deal agencies, especially the Civil Works Administration (CWA), the Civilian Conservation Corps (CCC), and the Public Works Administration (PWA), were able to help Fort Pulaski achieve many of its early development goals.

Civil Works Administration (CWA)

On November 9, 1933, the short-lived Civil Works Administration was established with the goal to employ four million Americans. The CWA, which was established only to provide support through the winter of 1933-1934, consisted of a temporary federal agency designed to repair and renovate existing facilities for small projects that required "a minimum of materials" and could be completed by February 1934. Most CWA funding came out of the PWA.[5]

From December 1933 to late April 1934, funds appropriated under the CWA program enabled the earliest work at Fort Pulaski. A unit of 212 men began cleaning up Cockspur to prepare for the development of the monument.[6] These small projects included removing dense vegetation from the parade ground and fort walls, and conducting a general engineering survey. The CWA work also constructed a small landing walk eight feet wide for ferry transport on the South Channel. Laborers partially excavated the main drainage canal, but the termination of CWA money postponed this development task. While brief in duration and small in scope, the CWA work succeeded in accomplishing a general clean-up of Cockspur Island for the incoming CCC enrollees and PWA projects.[7]

Civilian Conservation Corps (CCC)

On March 31, 1933, an emergency relief bill proposed by President Roosevelt was signed into law. The bill created the Civilian Conservation Corps, a program to provide vocational training and employment for

4. John Paige, *The Civilian Conservation Corps and the National Park Service, 1933-1942: An Administrative History* (Washington D.C.: National Park Service, 1985).
5. "Superintendent's Annual Report," 1937, park files, FPNM.
6. "Fort Pulaski Project to be Developed on Generous Scale" *Savannah Morning News*, 3 February 1934, in "The Story of Fort Pulaski, Savannah River, Georgia," 1945, The Gamble Collection, Savannah Public Library, Savannah.
7. "Superintendent's Annual Report," 1936, park files, FPNM.

FIGURE 11. CCC enrollees excavate a ditch at Fort Pulaski, May 1936

single young men between the ages of 18 and 25. To initiate the program, the Department of Labor recruited some 250,000 enrollees. The Army prepared and eventually supervised work camps, and the NPS and the U.S. Forest Service supervised assignments. CCC workers performed their duties under a military-like regime of fitness and discipline and were usually required to send $25 of their $30 monthly paycheck home to their families. However, CCC positions were highly competitive and eagerly sought by enrollees. Until 1937, the CCC was officially called "the Emergency Conservation Work." After press reports continued to use the former term, however, the name was changed to the Civilian Conservation Corps. By May 1933, the NPS had prepared 12,600 men to be employed within national parks and monuments in sixty-three camps. The Washington Office approved CCC projects, but park superintendents administered the program. Architects, foresters, engineers, and historical technicians also reviewed plans for NPS projects involving natural and cultural resources.[8]

In the early years, CCC enlistments gradually increased. The peak year was 1936 when the CCC workforce reached 350,000. Realizing that the program was politically and economically unsustainable at this level, program officials unsuccessfully sought to transform the CCC into a smaller, but permanent government agency. Funding cutbacks, planned force reductions, and the closing of more CCC camps each year gradually curtailed CCC projects, especially after Congress voted against the establishment of a permanent agency. Later, the CCC even lost its status as an independent agency when Roosevelt consolidated all federal relief programs under the Reorganization Act of 1939. In 1940, the demise of the CCC was assured by the onset of war in Europe and growing congressional opposition to continuing Roosevelt's New Deal.[9] Fewer applicants and enrollees, and increased program desertion for better jobs, also helped decrease the size of the CCC. Moreover, public support for the program declined as unemployment became less severe and as calls mounted for building the nation's defense. In 1941, the entry of the United States into World War II prompted the NPS to close all CCC camps not related to the war effort. Congress finally voted to terminate the CCC in July 1942.[10]

8. Paige, *The Civilian Conservation Corps and the National Park Service, 1933-1942: An Administrative History,* 10-11, 40.
9. Ibid., 12-29.
10. Paige, *The Civilian Conservation Corps and the National Park Service, 1933-1942: An Administrative History*, 29-34.

FIGURE 12. Truck dumps moat dirt into parade ground trench, June 1935

The Civilian Conservation Corps was ultimately impossible to sustain, but it made contributions to the development of the nation's parks that are in many ways unparalleled. CCC work at Fort Pulaski NM is a case in point. In May 1934, the Treasury Department authorized the NPS to establish CCC Camp 460 on the northwest shore of Cockspur Island directly east of the old Public Health Service Quarantine Station. This location proved to be ideal because of its access to a first class ship's dock and short fifteen-minute walk to the fort. Extra buildings at the quarantine station, built at the end of World War I, provided quarters for enrollees. Some buildings were moved or demolished to accommodate the CCC camp. The Public Health Service cooperated with the NPS throughout the camp's construction.[11]

Originally, about 175 CCC men set up camp at Fort Pulaski. The first tasks performed by the new enrollees involved drainage, landscaping, and mosquito control. Enrollees also constructed a gorge sidewalk in the parade ground (Figure 10). They also excavated some 100,000 cubic yards, cleared 100 acres of forest, constructed 2500 cubic yards of superficial drainage, and built five miles of trails through the wooded areas on the island. Major CCC projects also included the rebuilding of the island's dyke system to prevent flooding, the digging of canals and ditches (Figure 11), and the excavation of the moat surrounding the fort. The NPS devised a development plan to restore the outer dike of the old system and install modern tide gates along the inner component. CCC workers hand-excavated the moat and main ditch until excavation equipment, including a suction pump with a capacity of 30,000 gallons per hour, arrived in October 1934. In the late spring of 1935, workers disposed of an estimated 40,000 cubic yards of dirt by distribution to dikes, the parade ground (Figure 12), low areas of the demilune, and to other such places.[12] Salt water finally filled the moat in December 1935 when the metal tide gate was opened, letting in water from the Savannah River for the first time in 60 years.[13]

During the first year of CCC work at Fort Pulaski, an average of 27.5 men per working day carried out duties to improve the park's landscape.[14] In July 1934, the number of CCC enrollees dwindled to thirty men after 114 workers were discharged. The *Superintendent's Monthly Report* in November requested the continuation of the CCC camp for another year should the CCC program carry through, and by January 1935, the camp size had increased to 242 men.[15]

11. Reaville M. Brown, Engineer, to Oliver G. Taylor, Chief, 27 March 1934, Beth Lattimore Reiter collection, in Mike Capps, "Task Directive Administrative History Fort Pulaski," 1994, park files, FPNM.
12. "Cockspur Island Now Modernized," *Savannah Morning News*, 21 October 1934, in "The Story of Fort Pulaski, Savannah River, Georgia," 1945, The Gamble Collection, Savannah Public Library, Savannah.
13. "Pulaski Moat to be Filled Today" *Savannah Morning News*, December 19, 1935, in "The Story of Fort Pulaski, Savannah River, Georgia," 1945, The Gamble Collection, Savannah Public Library, Savannah.
14. "Report on Landscape Work Accomplished During the Fifth ECW Enrollment Period," 1935, microfiche files, National Park Service, Southeast Regional Office (hereafter, NPS-SERO).

FIGURE 13. PWA installs domestic water tank supply on fort terreplein, November 1935

By June 1936, the CCC had filled the swampy areas in the parade ground of the fort, built trails in wooded areas of the island using oyster shells, constructed several miles of truck roads, drilled an artesian well for use at the fort, and rebuilt tide gates. These projects enabled workers and visitors to access various parts of the fortification and Cockspur Island. Equally as important, restoration efforts allowed Fort Pulaski to convey its lost historic character, which greatly increased its appeal to visitors. Total CCC expenditures in this two-year period totaled $99,000.[16]

By the end of 1938, the CCC maintained the ferry service to and from the island. It also filled in marshes to prepare for the construction of a bridge across the South Channel. That same year, however, a significant portion of camp funds and labor was shifted from use at Fort Pulaski NM to the CCC camp at Robert Fechner Park southeast of Savannah. Other resources needed for Fort Pulaski restoration, such as engineering equipment, also became less available. Major jobs thus went unfinished and park maintenance declined. Still, the following year, the CCC demolished five buildings at the quarantine station, which had closed in March 1937, and performed miscellaneous maintenance and repairs on the fort, roads, and parking area.[17]

Cutbacks of the CCC work at Fort Pulaski NM foreshadowed the closing of the camp. Park Superintendent James Holland was dismayed about this prospect. He believed it would be a severe setback for the work that remained to be done at the park. During March and April 1940 Holland requested extensions to complete ongoing CCC projects, which the acting Regional Director granted. Transfers and discharges reduced the number of enrollees to one hundred, half the normal number. Some of the last CCC projects involved repairing the riprap at the main tide gate, digging trenches for expanding phone lines on the island, clearing ditches for mosquito control, hauling in dirt from Fechner Park, and erecting a sign for the park entrance. Despite Superintendent Holland's concerns about remaining projects, CCC workers did complete most of their major assignments at Fort Pulaski by May 1941, when CCC Camp 460 was transferred to Florida for other

15. Brown to Taylor, 18 January 1935, Beth Lattimore Reiter collection, in Capps, "Task Directive Administrative History Fort Pulaski."
16. "Superintendent's Annual Report," 1936, park files, FPNM.
17. Superintendent's Annual Report," 1938-1939, park files, FPNM.

FIGURE 14. CCC enrollees work on South Channel Bridge approach, October 1938

duties. A year later the CCC program itself was terminated as the nation shifted to a wartime economy.[18]

Public Works Administration (PWA)

On June 16, 1933, shortly after the creation of the CCC, President Roosevelt signed a bill giving birth to the Public Works Administration. Headed by Secretary of the Interior Harold L. Ickes, this act created an agency that administered the construction of various public works such as public buildings, bridges, dams, and housing developments. The PWA provided funds to pay 30 percent of the costs for labor and materials and often loaned the remaining balance to the state or municipality if necessary.[19]

At Fort Pulaski NM, the CCC labored on projects that required mostly digging while the PWA concentrated on more technical jobs. PWA workers were highly skilled and experienced craftsmen who accomplished technical repairs while CCC workers carried out any project-related excavation or backfilling. Actual PWA work began in September 1934 after months of planning fort restoration. One important project used both CCC labor and PWA expertise to excavate the fort's terreplein to fix the lead roof and install three water storage tanks (Figure 13) to meet domestic and fire-fighting needs. Other PWA work during 1935 consisted of restoring the officers' quarters and barracks rooms in the fort gorge, repairing the gorge walk and piazza, and rebuilding the wooden casemate fronts. PWA workers also rebuilt the fort's northwest stairway and repointed brickwork throughout the fort and scarp wall of the demilune. The gorge and demilune rooms received wiring for electric lights and a PWA-funded phoneline was installed between the fort and the quarantine station. By December 1935, the fort's newly restored interior featured a park administrative office, a museum room, and comfort stations. Bowing to cultural conventions of the time, Casemate 57 had restrooms designated for "white" visitors while Casemate 55 contained restrooms designated for "colored" visitors. Despite segregation, however, these facilities indicate that Fort Pulaski NM was a federal park open to visitors of all colors. Often Southern state parks and beaches were not so accommodating. The bulk of PWA funding for work at Fort Pulaski was consumed by June 1935 with the completion of the piazza and erection of a flagpole. A final PWA project to reconstruct the drawbridge, using original plans,

18. Ibid; "Superintendent's Monthly Report," March-April, 1940, May 1941, park files, FPNM.
19. Michael S. Holmes, *The New Deal in Georgia: An Administrative History* (London: Greenwood Press, 1975).

was complete in June of 1936. By that date, program costs amounted to $93,876.[20]

Perhaps the most significant PWA project at Cockspur Island was the construction of the South Channel Bridge. In anticipation of building a bridge across the channel, the NPS acquired nearly 278 acres of marshland on McQueen's Island in 1935 for a bridge approach.[21] Bids opened for the project in late 1936 and, by January 1937, W.G. Meagher of Bay City, Michigan signed the building contract for a low bid of $76,066. Workers finished the composite wood and concrete bridge in April 1938, and it opened to the public in May (Figure 14). The total building cost of the South Channel Bridge amounted to $101,106 since construction required an additional 120 days and much deeper pilings than originally estimated.[22] After automobile access to Fort Pulaski was established, the park discontinued its passenger ferry service.

The extension of the water and sewer system and electric power lines at Fort Pulaski NM began in late December 1938. Using PWA funds, the CCC helped to install a power cable from U.S. 80 to the fort and administrative buildings. This work was the last significant PWA project at the park.[23]

The sudden end of New Deal work projects left much unfinished work, but New Deal efforts nevertheless greatly improved the landscape surrounding the historic fortification and its general condition. In late 1941, the U.S. Navy established a section base on Cockspur Island for use by small coastal patrol ships. The Navy's occupation of Fort Pulaski NM lasted the duration of World War II and ended in 1947.

Mission 66 at Fort Pulaski NM, 1956-1966

The years following World War II left national parks in America in need of funding for maintenance. Parks turned into "victims of the war," as NPS Director Newton Drury described in 1949. As a result of growing park neglect, the NPS created the "Mission 66" program in 1956. Its goal was to develop parks from congressional funding in a period of ten years. Through this program, the NPS sought to construct numerous roads, bridges, and trail systems, as well as thousands of residential, maintenance, and administrative facilities. Conrad Wirth, chief Mission 66 proponent and NPS Director from 1951 to 1964, obtained 670 million dollars from Congress to achieve park improvements in time for the fiftieth anniversary of the National Park Service in 1966. Architecturally, the natural materials of the Park Service Rustic Style, designed in the 1920s and 1930s, represented the signature building style for the NPS. The idea of using modern architecture in the Mission 66 program provoked opposition from many people, particularly environmentalists and nostalgic visitors. To some extent, Wirth bowed to this pressure and advocated designs that blended the utilitarian modern buildings into the landscape in ways that would draw a minimum of attention to the structures. However, Mission 66 visitor centers remained stylistically modern and also displayed a fairly uniform appearance to reinforce a sense of the "system" of the national parks. As a result, Mission 66 architecture became known as the Park Service Modern Style. This style also influenced park design both at the state level and internationally.[24]

Mission 66 marked a highly significant period in the history of park development, especially at Fort Pulaski NM. During the late 1940s and early 1950s, little development occurred at the park despite the deterioration of the fort and its environs as a consequence of Navy administration during World War II. In 1950, Savannah State College bought two of the Navy buildings, but the park deemed nearly all the rest to be unsalvageable. These dilapidated Navy-surplus structures were thus razed in 1952 and 1953.[25] The removal of such "eyesores" helped to restore the appeal of the park's historic fortification, but dramatic park enhancements required much more work and funding. Moreover, in October 1947 a powerful hurricane damaged the

20. "Superintendent's Annual Report," 1937, park files, FPNM.
21. "General Information Report, Fort Pulaski National Monument," 1940, microfiche files, NPS-SERO.
22. "Superintendent's Annual Report," 1939, park files, FPNM.
23. "Superintendent's Monthly Report," October, November 1940, park files, FPNM. In 1940, additional funding also was provided by the Emergency Relief Administration for landscaping and to preserve Battery Hambright.
24. Sarah Allaback, *Mission 66 Visitor Centers: The History of a Building Type* (Washington, D.C.: National Park Service, 2000).
25. "Superintendent Lattimore's Monthly Reports," August 1950, July 1952, April 1953, park files, FPNM.

park's dikes and drainage system, as well as other equipment and facilities, an impairment that persisted for many years. Fort Pulaski's *Mission 66 Final Prospectus,* completed in 1956, sought to put the park "back on its feet." Mission 66 promised to make all park structures safe and properly maintained, to establish satisfactory interpretive services, and to obtain funds and personnel for effective management, protection, interpretation, and maintenance. The original estimated cost of physical development at the park amounted to $265,000.[26]

Visitor Center Construction

The park justified the construction of a separate Visitor Center with the intention of presenting the fort as a period exhibit without intrusive modern features.[27] The NPS invited bids on the construction of the new Visitor Center on June 7, 1962 for a budget of $150,000 to $175,000. The contract for the Visitor Center building contained the following specifications:

> a one-story fire resistant structure, generally circular in shape, having a floor area of about 3500 square feet, constructed of reinforced concrete and brick with some light steel framing...

The project description of work also included a water supply system for a pumphouse, a sewage disposal system, and the installation of electric service.[28] In July, the NPS awarded the contract to Hugh Jackson of Savannah to finish the project within 240 calendar days after receipt of notice and to proceed at a cost of $136,124. Donald S. Nutt served as supervising engineer, and supervising architects for the project were Levy and Kiley of Savannah. An eighteen-day delay, as a result of a carpenter's strike in the Savannah area, postponed the construction until September 24, 1962.[29]

The Visitor Center was designed by the NPS Eastern Office of Design and Construction (EODC) in Philadelphia. According to Henry Levy of Levy and Kiley, Eero Saarinen's Kresge Chapel (1955) at the Massachusetts Institute of Technology provided the inspiration for the circular plan, base arches, rusticated brick, and surrounding gravel moat of the Visitor Center (Figure 15). To keep the Visitor Center from intruding upon the fort, the height of the new building was kept low. The builders drove wood pilings fifty feet into the sandy soil to solidly support the building, the same type of action employed during the construction of Fort Pulaski. Unlike the fort, the Visitor Center is made of bricks from Connecticut, many of them second-grade. Both Levy and park Superintendent Ralston Lattimore disapproved of the EODC's decision not to use the indigenous "Savannah Gray" brick from which the fort was constructed. Their concerns were overridden, however, by senior managers who approved the use of lower grade brick because it was available and less expensive than the Savannah Grays.[30]

Other interesting architectural details of the Visitor Center include a functional sunscreen, consisting of aluminum panels positioned vertically on brackets, along the southwest side of the building. Another brick screen, since modified to permit the passing of light into windows, was originally built in front of the women's restroom, now used as office space. EODC staff involved in the Visitor Center construction project included an office head engineer and a site engineer, both by the name of Smith, and an EODC architect named Casey.[31]

As construction of the Visitor Center neared completion, record-breaking cold temperatures and rains prompted a forty-five-day extension of the project, making June 27, 1963, the completion date. The final cost of construction amounted to $139,320.[32] While the Visitor Center stood completed, the building remained closed to the public to finish the interior work. The floor of the Visitor Center consisted of terrazzo, a mixture of marble aggregates and Portland cement. Landscaping around the Visitor Center, also contracted to Hugh Jackson, took place during the

26. "Mission 66 for Fort Pulaski National Monument," 1956, park files, FPNM.
27. Regional Director to Superintendent, 9 September 1959, File 212, park files, FPNM.
28. "Construction Contract," 1962, "Visitor Center Construction" file (No. 240), park files, FPNM.
29. Robert Smith, Chief Architect, to Superintendent Lattimore, 7 September 1962, "Visitor Center Construction" file (No. 240), park files, FPNM.
30. Brian Coffey, NPS-SERO, telephone conversation with author, 12 October 2001.
31. Ibid.
32. "Construction Contract," "Visitor Center Construction" file (No. 240), park files, FPNM.

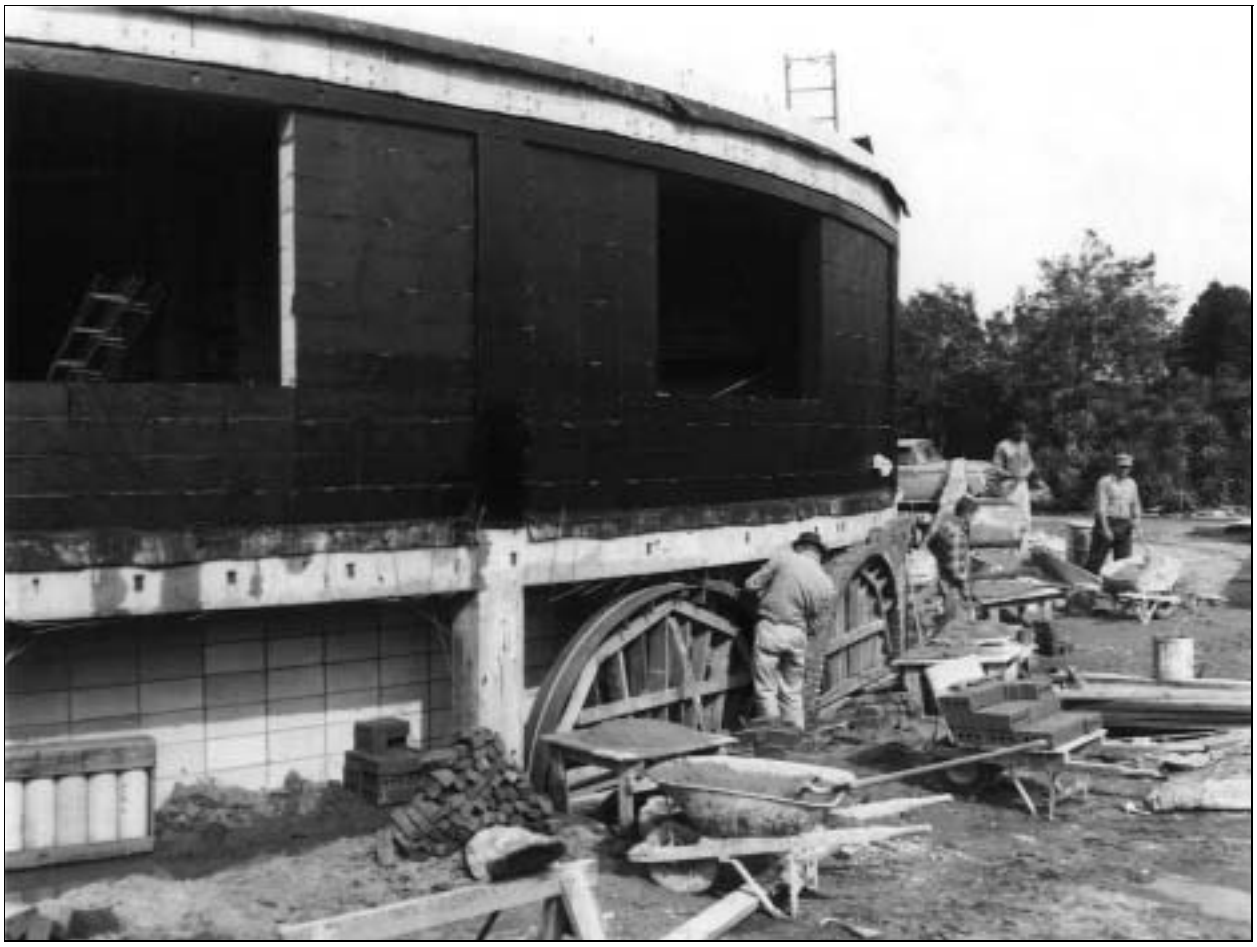

FIGURE 15. Workers construct the Visitor Center at Fort Pulaski, 1962-1963

summer of 1964 and cost $8,402. This work included filling and clearing the area west of the Visitor Center and planting several palmetto trees.[33] The new Fort Pulaski Visitor Center finally opened to the public on October 25, 1964.[34]

Other Mission 66 Projects

The construction of the Visitor Center was the largest Mission 66 project at Fort Pulaski, but the ten-year program also saw many other development efforts. Mission 66 called for several "first priority" projects such as reconstructing the parking area; improving the water, power, drainage, dike, and telephone systems; and various repairs to the fort.[35]

In 1958, the park contracted architect J.W. McBurney to inspect and collect mortar and brick samples from the fort to determine the causes of their deterioration. His laboratory analysis recommended future repair and treatment methods to minimize damage.[36] Fort repairs completed that year consisted of repointing and relining all gorge casemates, repairing rifle loopholes on the gorge wall and sallyport opening, the waterproofing of the broken parapet and gorge wall, repairing brickwork and stonework in gun positions, and fixing stones and stucco along the underground passageways leading out of the gun pits. To improve the island's badly damaged drainage system, workers dug 2,200 feet of new ditches and re-excavated nearly 2,700 feet of old ditches by August 1960. This work redirected field drainage through the main canal south of the fort entrance. By 1963, crews excavated 7,000 feet of ditches by hand and finished the installation of tide gates, concrete culverts, and canals later in the year. Workers restored the fort

33. "Mission 66 Construction Completion Report," September 1963, park files, FPNM.
34. "Superintendent's Monthly Report," October 1964, park files, FPNM. Curiously, available records make no reference to any ribbon-cutting ceremony for the Visitor Center.
35. "Mission 66 Final Prospectus," 1956, park files, FPNM.
36. J.W. McBurney, "Report on Fort Pulaski," July 1958, park files, FPNM.

demilune by clearing vegetation in 1960. The same year, Battery Hambright received concrete repairs and waterproofing, brick retaining wall restoration, and the removal of vegetation.[37] In September 1962, the park also awarded a contract for road and parking area improvements to the Whaley and Minter Construction Company for $38,325.[38] In July 1963, workers installed an air-conditioning system in Casemate 59, which served as a visitor lounge.[39] In 1964, a $46,408 contract was awarded to Hugh Jackson, with Sewell and Associates acting as supervising engineers, to repair the South Channel Bridge.[40] Picnic facilities, improvements to service facilities, and new interpretive displays were other important results of Mission 66 at Fort Pulaski. Such improvements included twenty picnic tables placed at the west end of Cockspur Island in June 1965. Another example, and the final Mission 66 project at Fort Pulaski, was the series of signs and markers posted along the approach to the park on U.S. Highway 80.[41]

Additional Park Development, 1966-2000

After the completion of Mission 66 development at Fort Pulaski NM, park managers shifted concern to maintaining the fort, Visitor Center, administrative buildings, roads, trails, the South Channel Bridge, and other landscape features. Smaller development projects continued, however. In 1968, for example, the park installed a fee collection station and entrance gate at the south end of the South Channel Bridge. Other small projects included reconstruction of the broken walls of the main drainage ditch at the fort as well as the sallyport drawbridge at the south end of the demilune, which was rebuilt in 1975.[42]

During the 1970s, park managers attempted to improve the historic character of Fort Pulaski and its surrounding landscape. To achieve a more historic appearance, the park covered asphalt walks and roads with a pebble aggregate mixture in 1972. In 1974, managers also reconstructed a replica of the fort's historic flagpole, which the Army airlifted into place. Another effort to keep the historic character of the park arose between 1976 and 1977. The Savannah Electric and Power Company (SEPCO) agreed to remove overhead power lines and poles along the approach road to the fort and installed these underground.[43]

During the 1980s, most of the maintenance costs at Fort Pulaski NM were incurred for the labor needed for grounds mowing and general maintenance.[44] However, the aging South Channel Bridge required extensive repairs throughout the decade. A U.S. Coast Guard tender replaced nineteen cross braces on the bridge in 1982 and thirty-one cross braces two years later. In 1987, a $40,000 contract repaired bridge expansion joints and spalls and provided funds to paint the structure. The fort received an important interior modification in 1985 when a prefabricated "Bally" building for the storage of museum collections and archival materials was installed in one of the fort's casemates. A crew also resurfaced park roads and trails that same year for a total of $222,000. Park maintenance also renovated the fort restrooms, replacing all plumbing fixtures, in 1989.[45]

Recent development at Fort Pulaski NM has included completion of the Savannah/Tybee Railroad Historic Scenic Multi-Use Trail in 1992. Between 1994 and 1995, the park rehabilitated the Visitor Center by resurfacing the roof and constructing an auditorium by partitioning off a portion of the lobby to show visitors a video about the fort's history. In 1997, handicapped accessible restrooms at the F were completed at a cost of $141,000. In 1994, an interagency agreement between the NPS and the Army Corps of Engineers allowed Fort Pulaski's historic dike system to be

37. Superintendent Lattimore to Regional Director, 26 October 1958, park files, FPNM.
38. "Superintendent's Monthly Report," September 1962, park files, FPNM.
39. "Mission 66 Construction Completion Report," September 1963, park files, FPNM.
40. "Mission 66 Construction Completion Report," February 1964, park files, FPNM.
41. "Superintendent's Monthly Report," June 1965, park files, FPNM; "Mission 66 Construction Completion Report," November 1966, park files, FPNM.
42. Ever, Civil Engineer, to Regional Chief of Maintenance, 22 May 1968, park files, FPNM.
43. "Superintendent's Annual Report," 1972-1977, park files, FPNM. In 1993, NPS also signed a ten-year MOU with SEPCO to install and service an underground power line running between the fort and Visitor Center.
44. "Fort Pulaski National Monument Maintenance Management Implementation Final Report," 1989, park files, FPNM.
45. "Superintendent's Annual Report," 1982-1989, park files, FPNM.

stabilized. The Corps of Engineers assigned the project to the Clifton Construction Company, which restored the dike to its original twelve-foot height and configuration. The contract was completed in 1997.[46] The park also replaced a well house behind the Visitor Center in 1998 while the following year a $200,000 federal highway project repaired the South Channel Bridge by replacing all damaged parts and resurfacing the asphalt decking.[47]

Both the New Deal and Mission 66 programs at Fort Pulaski NM focused on large-scale projects to improve the park. Small-scale projects, however, have characterized development in recent years. The common goal of these projects has been to enhance Fort Pulaski's historic character, maintain its historic buildings, structures, and landscape, and improve the park's ability to serve thousands of annual visitors. Efforts to improve the interpretation of Fort Pulaski's historic features are the subject of the next chapter.

46. Interagency Agreement, 1994, "Historic Dike" file, Fort Pulaski; "Superintendent's Annual Report," 1997, park files, FPNM.
47. "Superintendent's Annual Reports," 1990-1999, park files, FPNM.

Chapter Four: Interpretation and Visitor Services

The interpretation program at Fort Pulaski National Monument has developed gradually since the 1930s. Park interpretation in the early years focused on preserving artifacts and transporting visitors by boat to and from the island. When the Mission 66 Visitor Center opened to the public in 1964, park interpretative activities were greatly expanded. Consequently, the 1971 *Interpretive Prospectus* also produced significant change in park interpretation by prompting management to evaluate and prioritize the park's interpretive needs. Throughout the 1970s, living history programs using local volunteers and educational programs focused especially on youths increased local involvement and visitation. Beginning in the 1980s, new park policies promoting commemorative exhibits and programs helped to broaden Fort Pulaski's general appeal.

Early Park Interpretation and Visitation, 1934-1938

After the National Park Service acquired Fort Pulaski NM, it immediately focused on the physical improvement of the park through New Deal programs. The establishment of a museum naturally followed the restoration of the fort's interior, allowing both better interpretation and space for artifact storage and display. To create the museum and for other interpretative purposes, NPS researchers gathered background information on the history of Cockspur Island. In February 1934, a small group of researchers combed through the Georgia Historical Society, the Savannah Public Library, and Washington, D.C-area archives seeking relevant historical records. Two of these historians were Ralston S. Lattimore, future Fort Pulaski Superintendent, and Rogers W. Young, Historical Assistant. Lattimore helped manage the Historical Division Office for Fort Pulaski NM from the Savannah Bank and Trust Building in Savannah, while Young worked in Washington, D.C. Topics investigated by the researchers included the Port of Savannah, the construction of Fort Pulaski, congressional debates and appropriations, political prisoners at the fort (1865-1866), and the history of Fort George and Fort Greene. Examples of the documents they obtained include a photostat copy of the fort's original plans and two copies of five letters written by Robert E. Lee.[1] In late 1934 the Historic Division updated its research program by including Cockspur Island geology, geography, flora, and fauna.[2] To prepare artifacts in the museum collection for display and storage, the park hired a chemistry student to work on the collection.

Despite the accumulation of historical archives and museum collections, and artifact conservation efforts in the 1930s, Fort Pulaski NM lacked funds and technical assistance to set up museum exhibits in newly installed cases. These cases remained vacant in 1938 since money went primarily toward the park's physical development.[3] However, the Park Service was determined to develop an interpretative program and appointed the knowledgeable Lattimore as Assistant Research Technician in late 1938. His responsibilities included completing a museum plan and labeling and arranging the collection for fort exhibits.[4]

1. Arthur F. Comer, Historical Technician to Verne E. Chatelain, NPS Chief Historian, 1 February 1934, File 26, Fort Pulaski National Monument (hereafter, FPNM); "Superintendent's Monthly Report," June 1935, park files, FPNM.
2. Lattimore to Young, 16 August 1934, park files, FPNM.
3. "Superintendent's Annual Report," 1938, park files, FPNM.
4. Coordinating Superintendent to Regional Director, 1 October 1938, RG 79, Box 69, National Archives, Philadelphia.

FIGURE 16. The NPS's 67-foot diesel boat carries passengers to Fort Pulaski, March 1936

Exhibit funding was not to be a priority until after visitation at Fort Pulaski NM increased. Beyond restoration, access to the fort had to be improved. At first, only visitors with private boats could reach Cockspur Island, which was open between the hours of 9 a.m. and 3 p.m. seven days a week. Not surprisingly, only 290 people visited Fort Pulaski during August 1934. This situation did not last long, however, as the NPS had already acquired two boats from the U.S. Coast Guard. From May 1934, these boats were used to ferry CCC and PWA personnel, materials, and supplies to Cockspur Island from Lazaretto Creek. By fall 1934, the NPS also began using these ferries to provide a passenger service, which was an immediate success. In fact, by spring 1935, Sunday visitors filled the larger sixty-seven-foot long, one hundred-passenger boat (Figure 16) to capacity. Overflow groups were then transported in the smaller twenty-six-foot boat. By 1935, only a year after ferry service began, the number of August visitors had increased to 2,400. By June 1937, the NPS had ferried 55,000 visitors to Fort Pulaski. Cold and rain limited travel to fair-weather days, however, and ferry service was also occasionally suspended while the park was closed for construction work, such as moat excavation.[5]

Once the South Channel Bridge opened on May 13, 1938, a far greater number and variety of visitors came to Fort Pulaski. Visitation rapidly increased from 12,471 in 1937 to 50,883 in 1938. However, a ten-cent entrance fee introduced in fall 1938 apparently caused a decline in the number of visitors. Roughly forty thousand guests toured the fort in 1939. Fort Pulaski staff believed that many visitors opposed the fee on principle, not because it was viewed as exorbitant, and stayed away from the monument for this reason. The fee question was soon irrelevant, of course, when visitation fell to zero after the park was closed for the duration of World War II.[6]

Fort Pulaski NM was forced to meet another early need through expediency when the park's authorized budget omitted funding for park guides. In response, a small number of CCC enrollees were transferred from manual work projects to serve instead as park interpreters. In November 1934, this guide service, entirely composed of six CCC members, showed visitors around the park. The number of CCC interpreters increased on the weekends to ten guides who focused their duties mostly on crowd control.[7] In 1937, the park took steps to broaden the responsibilities of the CCC

5. Reaville M. Brown, Engineer, to Acting Chief, Eastern Division of Engineers, 9 April 1934, and Brown to Oliver G. Taylor, Chief of Engineers, 20 March 1935, both in Beth Lattimore Reiter collection, in Mike Capps, "Task Directive Administrative History Fort Pulaski," 1994, park files, FPNM; "Superintendent's Monthly Report," November, December 1934, and August 1935, park files FPNM; "Superintendent's Annual Report,"1936, park files, FPNM.
6. "Superintendent's Annual Report," 1938, park files, FPNM.
7. Superintendent's Monthly Report," November 1934, park files, FPNM; Brown to Oliver G. Taylor, Chief of Engineers, 20 March 1935, Beth Lattimore Reiter collection, in Mike Capps, "Task Directive Administrative History Fort Pulaski."

FIGURE 17. Fort Pulaski CCC guide force in 1939

interpreters by instituting the Public Contact program. Public Contact work began with the selection of five to seven qualified CCC enrollees who received intensive training in techniques needed to ensure that visitors were properly guided through the fort (Figure 17). The enrollees attended a Fort Pulaski history and interpretation class taught by park officials on Fridays. Later, the Savannah Park and Tree Commission built a small granite building at the intersection of Bull Street and Victory Drive in Savannah to serve as a contact station. Two CCC enrollees were stationed at the convenient kiosk to provide information about Fort Pulaski to potential visitors.[8]

Fort Museum, 1939-1956

Casemate Exhibits and Fort Tours

Despite entrance fees, the South Channel Bridge brought a sustained increase in visitation after 1938. Pressure mounted to open a museum at the monument where historic artifacts could be displayed. Superintendent Lattimore's museum plan gained a new priority and, in 1939, he completed Fort Pulaski's *Interpretive Plan*. Lattimore outlined a supervised tour that led visitors through a complete circuit of the fort. He considered Fort Pulaski "itself an item for museum exhibition," but also saw the casements as a place where "formal museum" exhibits could be displayed. Many of the spots along the proposed tour thus featured fort rooms slated for future restoration. The plan suggested stopping the tour at three museum rooms in Casemates 64, 65, and 66. Historians at Fort Pulaski set up Casemate 66 as an experimental museum in 1939. This room contained glass bottles, sketches, and diaries to depict the soldier's garrison life. Most of the displayed nineteenth-century bottles stemmed from the 1934-1935 moat excavations. [9]

In 1939, soon after the implementation of Fort Pulaski's Public Contact program, the number of CCC enrollees decreased as national funding was curtailed. The guides were popular with the public, but the reduced budget left no funding to substitute regular employees. This discontinuance of the CCC guides left Superintendent Holland dismayed. By spring 1940, only two park interpretive guides remained.[10] Within a few months, CCC funding

8. Superintendent's Annual Report," 1938, park files, FPNM.
9. "Superintendent's Annual Report," 1939, park files, FPNM; "Interpretive Plan," 1939, park files, FPNM.
10. "Superintendent Monthly Report," April 1940, park files, FPNM

increased temporarily, and the park had four CCC guides, supplemented by four Emergency Relief Administration (ERA) guides. The park introduced a slide lecture series in May 1940, which illustrated the history of the fort through restoration. At the end of the fort tour, visitors could view a collection of contemporary photographs, plans, and sketches not previously displayed, before watching the slide show.[11] Two cannons were restored and mounted on the fort terreplein in early 1940, adding authenticity to the fort tour.

Interpretation at Fort Pulaski NM remained under a cloud of uncertainty throughout 1940 and 1941. On the one hand, the quality of tours improved, but constant funding shortfalls and the end of CCC support posed a serious problem. The beginning of World War II put all interpretive activity at the park on hold. When the monument was closed to the public in 1942, park interpretation simply ceased and was not restored until late in the decade.

Collections Transfer to Ocmulgee National Monument, 1942-1947

Perhaps mindful of the War of 1812, when invading British forces burned the U.S. capitol, national leaders moved quickly in the wake of Pearl Harbor to secure the country's historic treasures. Waldo G. Leland, Chairman of the Committee on Conservation of Cultural Resources, wrote to Fort Pulaski NM in January 1942, stating that any area within one hundred miles of a U.S. coast must be considered vulnerable to enemy air attack. He urged federal agencies to evacuate any cultural, scientific, and historic materials in their custody in the coastal regions to small interior towns removed from any potential military target.[12] When Fort Pulaski became a naval section base in 1942, the possibility of losing the park's historic documents to fire caused by enemy attack greatly increased. Therefore, for safe storage for the duration of the war, the NPS moved the park's irreplaceable records, manuscripts, books, and maintenance equipment to Ocmulgee National Monument, located deep in the interior of Georgia. The materials remained at Ocmulgee until January 1947, when Superintendent William W. Luckett brought them back to Fort Pulaski.[13]

Post-World War II Years

In 1947, Fort Pulaski NM reopened to the public after U.S. Navy operations halted at Cockpsur Island. Park Superintendent Luckett and St. Augustine historian William Jackson immediately took on the task of interpretation at the park. The setback of the park's closing and loss of CCC guides created a sense of having to start the park's interpretation program from scratch. Besides their interpretative efforts, Luckett and Jackson worked on an electric map of the siege and surrender of Fort Pulaski. Later in the year, Luckett secured surplused fluorescent lighting to brighten the fort's exhibit room. After 1948, Superintendent Lattimore, who returned to the park following his military service, accomplished more improvements by drawing upon his long-time experience with the fort museum. Understaffing and focus on physical repairs at the park made progress slow, however. Lattimore wanted artifacts and manuscripts to be stored in proper cabinets. Thus, it was not until 1951 that maintenance finished six glass cases for the display of a bottle collection representing the years 1840 through 1865. These cases, installed along the walls of Casemate 58, featured fluorescent lights to display the colors of the bottles.[14] Despite Lattimore's efforts, major improvements in park interpretation would have to wait for funding through the Mission 66 program.

Commemorative Markers and Interpretive Signs and Aids

Slowly, small efforts began to improve interpretation along the tour route at Fort Pulaski. On October 9, 1939, the Daughters of the Confederacy placed a bronze tablet on the northwest parapet of the fort to commemorate Lieutenant Hussey and Private Latham. These two soldiers recovered the Confederate flag on the parapet when it fell during Union fire.[15] After a visit to Fort Pulaski NM, the Georgia Society of the Colonial Dames of America purchased a memorial for John Wesley, founder of American Methodism and early visitor to Cockspur Island, and gave the monument to the park in November 1950. The concrete cross, placed atop an eight-foot-high brick pillar, still stands in the general area where Wesley supposedly held his first service

11. "Superintendent's Monthly Report," May 1940, park files, FPNM.
12. Waldo Leland to Superintendent, 9 January 1942, File 177, park files, FPNM.
13. "Superintendent's Monthly Report," January 1947, park files, FPNM.
14. "Superintendent's Monthly Report," November 1951, park files, FPNM.
15. "Superintendent's Annual Report," 1939, park files, FPNM.

on the island. On occasion, Methodist church groups visit Fort Pulaski specifically to see the John Wesley Memorial.[16] The Morgan Monument, moved from Fort Screven to Cockspur Island in 1950, honored Henry Sims Morgan, a lieutenant who perished in an attempt to rescue a Norwegian ship during the hurricane of 1898. This monument was returned to the Tybee Island Historical Society in 1994.[17]

New interpretive markers enabled self-guided tours in 1947. January 1954 saw the completion of the exterior sign program for Fort Pulaski and the surrounding area. Fifteen aluminum panels in simulated brown sandstone contained both directional and interpretive texts. The park also positioned five traffic signs along U.S. 80. The Eastern National Parks and Monuments Association covered the $382 cost of the signs.[18]

In 1949, Superintendent Lattimore predicted that an interpretive booklet on Fort Pulaski would make a fine sales item.[19] He therefore set to work on his *Fort Pulaski National Monument Historical Handbook Number Eighteen,* which was completed in October 1952 and made available to the public two years later.[20] The Fort Pulaski handbook, republished in 1961, served as a valuable guide to park visitors and staff for many years.

Mission 66 Interpretation, 1956-1966

The few personnel at Fort Pulaski NM from 1947 to 1955 conducted business and services amidst "much hubbub and confusion."[21] Both administrative work and interpretive activities functioned in Casemate 61 at the fort. Although the park staff, consisting of a superintendent, historical aid, clerk-cashier, and two laborers, moved the administrative section to Casemate 59 in 1955, the limited funding and personnel reduced interpretive services in these postwar years to occasional talks and directional information.[22] In 1956, the park installed audio-visual equipment, consisting of five recorded talks and one "projectograph," that roused public interest in touring the fort.[23] By educating visitors about Fort Pulaski's history, the audio-visual program helped to relieve the understaffed park with an alternative interpretive aid. However, park employees believed their interpretive services for the public remained unsatisfactory.

The Mission 66 program at Fort Pulaski NM largely concentrated on improving interpretive services. Starting in 1956, Mission 66 funds made possible the construction of a Visitor Center and the production of a new *Interpretive Prospectus* (1959). As plans for the building materialized, Regional Director Elbert Cox advised Superintendent Lattimore to remove any discussion of proposed museum exhibits, administrative office and workspace construction (including air-conditioning equipment), and other park visitor use facilities needed in the fort from comment in the *Interpretive Prospectus*. Money needed for this expensive work could be channeled through the Visitor Center construction. Cox justified the construction of a separate Visitor Center because it let the fort stand as a period exhibit. Placing visitor contact, administrative, and museum functions in a separate Visitor Center limited the need for ducts and equipment in the fort, helping preserve its historic character.[24] Shortly before the Visitor Center opened in October 1964, the park set up a temporary museum in the fort.

The Visitor Center served as a central place for dispensing information and selling tickets and Fort Pulaski merchandise. Its opening brought a more rewarding experience for the park visitor. In 1965, the park initiated guided group tours, off-site talks at local clubs and organizations, and summer weekend campfire programs of showing films and slides at the Visitor Center. Modern audio-visual devices

16. John Breen, FPNM, telephone conversation with author, 29 January 2002.
17. Lattimore to Col. F.W. Alstaetter, 29 March 1950, Beth Lattimore Reiter collection, in Mike Capps, "Task Directive Administrative History Fort Pulaski."
18. "Superintendent's Monthly Report," February 1954, park files, FPNM.
19. Lattimore to Regional Director, 8 August 1949, Beth Lattimore Reiter collection, in Mike Capps, "Task Directive Administrative History Fort Pulaski."
20. "Superintendent's Monthly Report," October 1952, February 1954, park files, FPNM.
21. "Annual Report on Visitor Services," 1955, park files, FPNM.
22. "Mission 66 for Fort Pulaski National Monument," 1956, park files, FPNM.
23. "Annual Report on Visitor Services," 1957, park files, FPNM.
24. Elbert Cox to Lattimore, 6 September 1959, File 212, FPNM.

and a display of historic flags donated by the Georgia Historical Society were set up in the fort casemates. Interpretive markers explained the significance of two Confederate battle flags and a large banner to visitors. The park also installed new interpretive markers for self-guided tours through the monument. [25]

Several management issues arose shortly after construction of the Visitor Center. Despite the its benefits, the park worried about the design and placement of the front desk that left desk employees with their backs toward the entrance, but the problem remained unresolved. Crowded work spaces in the Visitor Center and insufficient staffing helped to prompt a revised Interpretive Prospectus in 1971.

Interpretive Prospectus, 1971

Interpretation steadily improved at Fort Pulaski NM in the 1960s, and by 1971, an updated *Interpretive Prospectus* presented goals to instill in the visitor a more "clearly defined" view of the significance of Fort Pulaski's history. Park management hoped that demonstrations with personnel in period uniforms, removing vegetation to make the fort more visible, and acquiring more cannons would create a more authentic visitor experience. The park proposed to establish living history programs and to participate in an Urban Youth Program for Savannah kids that focused on historical and environmental awareness. Managers of the 1970s and 1980s met all of these interpretive program goals. The prospectus also recommended the creation of new nature trails leading to a mortar battery and the old Cockspur Island Lighthouse. However, the battery trail was not realized and the lighthouse, surrounded by water, remained accessible only by boat.[26]

The *Interpretive Prospectus* called for the completion of a Historic Furnishing Plan, a plan written and funded by the NPS in 1967. The historic furnishings plan outlined recommendations on the types of antiques or reproduction articles that should be acquired to convey most accurately the living conditions of garrison soldiers in the 1860s. The prospectus stated that the partially furnished fort casemates would continue to receive attention under the plan.[27] Over the next several years, the park gradually added replicas of historic furnishings to fort rooms, according to recommendations in the Historic Furnishing Plan.

Other priorities discussed in the *Interpretive Prospectus* included installing casemate security, repairing a damaged wall exhibit, posting labels to describe garrison life in the fort rooms, and installing a climate control system. Air-conditioning was banned for use in staff offices, as were the offices themselves, because of inconsistency with the structure's historic character. However, climate control was still required to maintain humidity within the casements where historic objects might be presented. The plexiglass enclosures just inside the door of each casemate were used to seal the interior and also to protect their contents from theft or vandalism. The *Prospectus* described an enclosure that would project far enough into the room to give the visitor the impression of standing inside of it.[28] Another important recommendation in the *Prospectus* was to shift interpretive activities at the Visitor Center back to the fort. The motive for this policy was simply that, having obtained a desired increase in the number of park staff, office space was now cramped in the Visitor Center. In addition, because of the vegetative screen in between the parking lot and the fort and signs directing visitors to the "inclusive" exhibits at the Visitor Center, many visitors neglected to venture over to the fort. The park had tried to solve the problem of a crowded Visitor Center by constructing an entrance gate at the South Channel Bridge in 1968, but the problem persisted. To address the issue in 1971, the Prospectus recommended the removal of the visual vegetation barrier to help entice visitors over to the fort. More interpretive activity at the fort would also redirect visitor flow so that the Visitor Center could be utilized as office and storage space.[29]

25. "Annual Report on Visitor Services," 1965, 1966, park files, FPNM.
26. *Interpretive Prospectus*, 1971, park files, FPNM.
27. "Superintendent's Annual Reports," 1972-1974, park files, FPNM.
28. *Interpretive Prospectus*, 1971, park files, FPNM.
29. Ibid.

Through the *Interpretive Prospectus* of 1971, the park sought to improve programs, collections management and security, and the park landscape. Because the *Prospectus* was fortunately released concurrent with the 1971 *Master Plan*, nearly all of its priorities were implemented over the next two decades.

Living History and Reenactments

One of the interpretive goals discussed in the *Interpretive Prospectus* of 1971 was developing a Living History Program for Fort Pulaski NM. In 1972, living history at the park consisted of a uniformed soldier giving musket demonstrations and performing roving interpretations and a small group of women in period clothing serving hardtack, pea soup, and coffee.[30] These "Volunteers in the Parks" or VIPs, who were mostly from local communities, boosted a successful decade of living history at Fort Pulaski. The local volunteers brought park history to life in unprecedented ways.

FIGURE 18. Park employees prepare a Candle Lantern Tour, 1978

The Living History Program expanded over the next few years with the help of hired seasonal employees. Cannon firing demonstrations by the VIPs attracted the public to the monument.[31] In the summer of 1973, the park initiated Candle Lantern Tours (Figure 18), which followed the showing of Sunday night movies in the Visitor Center. With the help of seasonal employees, VIPs, and the full-time staff, these tours presented an historic view of 1860s garrison life devoid of modern technology.[32] Highly popular among park visitors, tours consistently sold out quickly. Although the Candle Lantern Tours authentically recreated the Civil War era, the tours required extra energy usage, plus paying employees overtime. The overtime expense and energy consumption resulted in the discontinuation of the Candle Lantern Tours in early 1980.[33]

Beginning in 1962, the North-South Skirmish Organization, a national military reenactment group formed in the 1950s, held yearly invitational muzzle-loading matches at Fort Pulaski NM. The participating shooters dressed in period costumes and competed for individual team honors. According to park annual reports, these skirmishes ceased by 1977. One of the reasons for ending the skirmishes at the monument involved the difficulty of distinguishing between battle reenactment gun shells left scattered on the ground and genuine historic park artifacts.[34] Safety was probably an additional concern, as it always is when reenactors use black powder. Moreover, new NPS prohibitions on so-called "opposing line" battle reenactments dampened the enthusiasm of some living history reenactors to participate in park-based events. Nevertheless, other living history events continued at Fort Pulaski. For example, starting in 1974, visitors could play a baseball game with a period bat, ball, and rules. Union troops occupying the fort played this game, their first recorded score being in

30. Regional Director to Superintendent, 12 January 1973, reading files, FPNM.
31. "Superintendent's Annual Report," 1972, 1973, park files, FPNM.
32. "Lantern Tours Resume," *Savannah Evening Press,* 9 June 1978, Fort Pulaski National Register file, Georgia State Historic Preservation Office.
33. Regional Director to Superintendent, 1 May 1 1980, reading files, FPNM. This decision was made in the context of the perceived national energy crisis of the late 1970s.
34. Talley Kirkland, FPNM, conversation with author, 1 November 2000.

FIGURE 19. Living History volunteers demonstrate nineteenth century food preparation at Fort Pulaski, 1996

1863 when the 48th New York defeated the 47th New York by a score of 20-7. A few year later Fort Pulaski became historic for another reason as being the site of the earliest known photograph taken of men playing baseball in the United States.[35]

The Living History Program further expanded the next year by adding demonstrations involving infantry drills, artillery drills (including howitzer and Parrott-gun firing), bugle calls, and semaphore flag drills. Reenactors simulated the fort's Civil War practice of sending messages to the Federal headquarters at Hilton Head by using semaphore flags. Other new interpretive activities included retreat ceremonies, prison talks, and discussions about how the fort's walls were breached. These talks were given on weekends during the summer season. In the mid-1970s, the park initiated a type of overnight training for park interpreters, who did without modern conveniences to immerse themselves more authentically in the camp life conditions at Fort Pulaski during the mid-nineteenth-century.[36]

The Living History Program at Fort Pulaski NM peaked during the nation's Bicentennial in 1976. Throughout the 1980s and 1990s, the park continued to feature living history encampments in commemoration of various historic events. Volunteer reenactments and firing demonstrations occurred mostly on holidays such as Veteran's Day, St. Patrick's Day, Thanksgiving, Christmas, Memorial Day, Fourth of July, and National Parks Day. For summer programs, the park still presented visitors with infantry and artillery drills; musket demonstrations; period food demonstrations (Figure 19); slide shows; and talks about garrison life, prison, and period medicine. Bus tours to Fort Pulaski steadily increased after 1981 so that by 1983, two interpreters were hired specifically to relieve the park's "on demand" interpretive service.[37] From the late 1980s to the present, the park has hosted another yearly reenactment. Every December 26th, the park sponsors a recreation of the Confederate "Nog Party" of 1861. The festivities let visitors participate in the reenactment of the historic three-day party just prior to Union seizure of the fort. A candle-light tour and the singing of Christmas carols around the fort add to the ambience of this popular and consistently sold-out event.[38]

Fort Pulaski's living history programs were quite popular and, as a result, years of encampment activities took a toll on fort exhibits. Reenactors lived, ate, and slept in furnished casemates and used historic objects during the encampments. The park adopted the practice of removing museum objects before encampments and cleaning the exhibit rooms after the reenactments to help with the problem. However, in 1994 park staff began to employ another approach to protect the collections. Many objects were simply removed and replaced with modern reproductions.[39] This procedure also promoted management's goal of increasing public accessibility to the rooms.

Interpretation, Collections, and Visitor Services in the 1980s and 1990s

The historic collections at Fort Pulaski NM have played important roles in interpretive programs since the park's early years. In 1964, displayed collections in the newly completed Visitor Center used objects to educate the public about the construction, surrender, and restoration of Fort Pulaski.

35. Superintendent's Annual Report, 1972-1978, park files, FPNM; Bob Blythe, discussion with Cameron Binkley, 20 June 2002.
36. Ibid.
37. Superintendent's Annual Report, 1980-1999, park files, FPNM.
38. "Confederate Nog Party," *Savannah Good Times*, 21 December 1991, park files, FPNM.
39. Kathyrn A. Lang and Sara L. Van Beck, *Fort Pulaski National Monument Collection Management Plan* (Atlanta: NPS-SERO, 1995).

Materials from archival or museum collections have also been used in wayside exhibits and publications, and to model modern reproductions. Casemate exhibits were furnished in the 1970s and, in 1991, a rare historic artillery sling cart display was acquired. Research using historic documents and building fragments continues to aid preservation and restoration efforts at the fort and its surrounding landscape, which includes the Cockspur Island Lighthouse, Battery Hambright, the Workmen's Village, the dike system, the North Pier, the historic cisterns, the cemetery, and the South Channel Bridge.[40]

In the 1980s and 1990s, Fort Pulaski NM instituted new exhibits and interpretive programs designed for broader appeal. Traditional museum exhibits focused visitor attention on the Civil War battle and garrison life in the 1860s. In 1990, the Visitor Center began to feature special exhibits for Black History Month, Women's History Month, and Hispanic Heritage Month using historic documents and objects relevant to local historic themes. These exhibits placed Fort Pulaski's history in a larger social context and reflected the nation's growing effort to commemorate diversity. In 1991, to accommodate disabled visitors, a cannon projectile display was set up in the Visitor Center that allowed tactile interpretation for visually impaired visitors. Between 1997 and 2000, the Visitor Center was retrofitted to accommodate visitors with disabilities.[41]

African-American history, in particular, was incorporated into park interpretation as a result of research conducted by Dr. Charles Elmore, a professor from Savannah State University, contracted by the NPS in 1999. The historical knowledge gained from his research, which encompassed events such as General Hunter's emancipation order in 1862 and the larger social history of African-Americans in Savannah and at Fort Pulaski during Reconstruction, proved quite useful, and the park sought its publication. Since 1999, interpretive talks by park rangers at the monument have included this recently uncovered African-American history. The park also developed a display in the Visitor Center of a photograph of African-Americans who reached the Union lines at Fort Pulaski after Hunter's emancipation order. Furthermore, the park plans to update the current introductory film shown at the Visitor Center auditorium to include this African-American history.[42]

New park programs in the 1980s encouraged visitation by young people. In 1984, youths from Savannah playgrounds began summer-time tours of the fort under an agreement with the Savannah Parks and Recreation Department. By 1989, the park had contracted Savannah's Leisure Services Bureau to help transport to the monument "at risk" urban youths for educational and recreational field trips. In 1999, to help visitors better understand the significance of Fort Pulaski's cultural and natural resources, the park entered into a Memorandum of Understanding with the Oatland Island Educational Center, which currently conducts onsite educational programs.[43]

Since the 1990s, Fort Pulaski NM has offered another interpretive aid to the public through its web site. In 1999, the park's web site was expanded to provide information on the fort's construction, the Civil War and Reconstruction, the rifled cannon, and the "Immortal Six Hundred." Of course, information relating to park programs and events, park volunteers, and the Cockspur Island Lighthouse is also offered. Information related to daily scheduled events for 2002 included interpretive presentations on artillery, seacoast defense, slavery, and soldier life as well as natural history.[44]

As the content of the park's web site suggests, visitors to Fort Pulaski NM continue to be primarily interested in the park's Civil War-era history. Park managers during the 1990s sought to emphasize broader historical and natural themes, but the Visitor Center also continued to focus visitor attention on the fort's military history, as evidenced by the film shown in the Visitor Center's new auditorium. After 1995, groups gathered there for orientation before beginning their tour of the scenic fortification.

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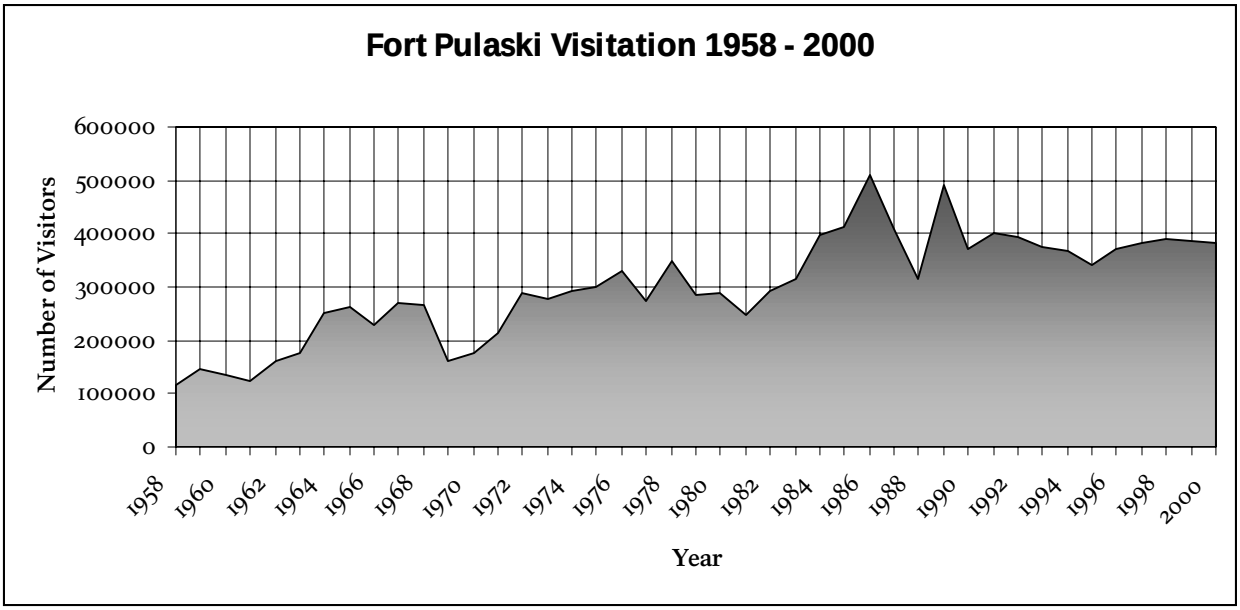
40. "Fort Pulaski National Monument Scope of Collection Statement," 1997, History file, FPNM.
41. "Superintendent's Annual Report," 1984-2000, park files, FPNM.
42. John Breen, FPNM, telephone conversation, 29 January 2002.
43. Memorandum of Understanding between FPNM and Oatland Island Educational Center, 8 January 1999, reading files, FPNM.
44. "Superintendent's Annual Report," 2000, park files, FPNM. The web site address for Fort Pulaski National Monument is: www.nps.gov/fopu.



Visitation Statistics and Trends

The park has always logged visitation statistics, although not always with great accuracy or consistency. Annual reports of the 1930s indicate that CCC enrollees often counted park visitors. The task was probably not too demanding until 1938 because most visitors arrived on the NPS ferry, although those who arrived by private boat may have been missed in the official counts. Moreover, pre-World War II annual report statistical tables reflected the number of visitors "since the inception of the CCC guide force," suggesting that the earliest visitors may not have been regularly counted at all. Visitation patterns in the 1930s, which peaked at 50,883 in 1938, were affected largely by improvements in visitor access. Large increases were reported after the introduction of a ferry service in 1934 and after the completion of the South Channel Bridge in 1938. The introduction of use fees apparently caused a decline in visitation thereafter until the park was closed for World War II.[45]

Table 1: Fort Pulaski National Monument Annual Visitation Statistics

Year	Visits	Years	Visits
1934	1,739	1976	328,758
1935	15,241	1977	271,917
1936	12,169	1978	348,896
1937	12,471	1979	283,708
1938	50,883	1980	288,283
1939	39,516	1981	245,659
1940-1957	No data	1982	291,823
1958	116,631	1983	313,945
1959	145,780	1984	398,240
1960	136,092	1985	411,536
1961	123,163	1986	509,659
1962	161,596	1987	410,268
1963	176,287	1988	314,028
1964	252,263	1989	490,530
1965	261,506	1990	370,907
1966	230,315	1991	402,587
1967	269,510	1992	392,779
1968	266,793	1993	373,763
1969	161,596	1994	367,261
1970	176,287	1995	342,679
1971	214,777	1996	372,506
1972	289,605	1997	383,840
1973	275,744	1998	389,904
1974	293,332	1999	387,510
1975	301,247	2000	383,700

Between 1947, when Fort Pulaski NM reopened following the war, and 1957, Superintendent Lattimore recorded visitors in most of his monthly reports. Unfortunately, during this period he occasionally described monthly visitation as "a slight increase over last month" or something to that effect. Annual counts during this period are probably only approximations and not based upon a rigorous counting methodology. It appears that mechanical traffic counters were installed at the park only in the late 1950s. From 1958 onward available figures track a general steady increase in visitation as noted in the accompanying table and graph. Such figures roughly match national trends. Presumably, visi-

45. "Superintendent's Annual Report," 1938, park files, FPNM.

tation during the 1950s matches similar national trends as well. Since June 1968, a traffic counter installed at the entrance has recorded visitation. Another such counter was installed on McQueen's Island at the Lazaretto Creek boat ramp. The entrance station and counter improved the park's ability to monitor park visitation, as well as enhancing fee collection and security.

In the modern method employed to count visitors, each vehicle that enters the park is logged. Various complex rules are then applied to determine how many persons-per-vehicle should be counted. At first, passenger vehicles were multiplied by a factor of four. This factor was later adjusted to 3.5. Buses are counted separately and deductions are made for non-recreation visits (e.g., service vehicles). These methods are an improvement over early methods of counting visitors, although they can still yield problematic results. For example, visitors are sometimes counted more than once when moving between two areas of the park. Moreover, the *Master Plan* of 1971 found that visitor trends in the 1960s were difficult to analyze because the park changed two major policies. First, the installation of the fee collection station at the entrance probably drove some visitors away. Moreover, before the gate was established, some visitors were probably not paying the required fee. The visits of these park patrons may have gone unrecorded. Secondly, the new entrance station and gate allowed the park to prevent visitor access after park facilities were closed for the evening. According to the *Master Plan*, most after-hours visitors did not come to the park for reasons having to do with its establishment, so the nightly closings were appropriate. These changes, however, resulted in significant decreases in reported visits in 1968 and 1969. Visitation declined immediately by 30 percent after the installation of the entrance station and gate. According to the statistics, again difficult to read, total visitation declined a whopping 40 percent from 269,510 in 1967 to 161,596 in 1969.[46]

Special Events

Over the years, Fort Pulaski NM has sponsored a variety of special events to celebrate the history of Cockspur Island and various holidays. Some events drew thousands of visitors, required special exhibits, and attracted much publicity. Other events, such as annual observances, drew smaller crowds. Special events at Fort Pulaski typically involved educational experiences and opportunities for community involvement. According to visitor use analysis in 1989, local residents comprised an estimated 60 percent of the annual visitors to the monument.[47] Through its special events, the park has provided a venue for the nearby community to recognize and celebrate the groups and individuals with important roles in local history.

FIGURE 20. Photo of Florence Martus, "the Waving Girl," 1938

On August 7, 1938, Florence Martus, known as the "Waving Girl," was the focus of what was probably the largest celebration at Fort Pulaski NM to that time. The daughter of an ordnance sergeant once stationed at the fort, Martus reportedly waved to all vessels passing through the Savannah Harbor from the old lighthouse at nearby Elba Island. Passing ships sounded off in reply. She maintained this

46. *Master Plan Fort Pulaski National Monument*, 1971, park files, FPNM, 8-9.
47. "Statement for Management," 1989, microfiche files, NPS-SERO.

routine for forty-four years. (See Figure 20.) In honor of her seventieth birthday, the Port of Savannah sponsored a "Waving Girl" celebration at Fort Pulaski. Local radio station WTOC broadcast the festivities, attended by four thousand people, including members of the Coast Guard, CCC enrollees, Sea Scouts, two musical bands, and the public.[48]

A second important early gathering at Fort Pulaski NM was "The Centennial Celebration" of October 11, 1947, an event that marked the completion of the fort one hundreds years earlier. The event featured a pageant, formal exercises, and a thirty-minute radio broadcast to Europe. The next major park celebration occurred on October 15 and 16, 1949. Four thousand people from twenty-four organizations attended the twenty-fifth anniversary of the establishment of Fort Pulaski as a national monument. Special military and historical exhibits, including two military aircraft engines that required careful maneuvering in and out of the parade ground, were placed on display. [49]

In 1950, the first of several CCC Camp 460 reunions was held at Fort Pulaski. Two hundred former enrollees participated in the first reunion. Subsequent CCC Camp reunions were held sporadically, but after 1989 these gatherings became more routine.[50] From then on, enrollees have met yearly at the monument to reminisce about the seven-year history of their camp on Cockspur Island. The group is not formally organized. Therefore, participants living in different states are informed of the reunion plans each year through telephone contact with one another.[51] The thirteenth CCC reunion was held at the park in 2000. In conjunction with these reunions, students from Savannah's Armstrong Atlantic State University (AASU), under the direction of history professors June Hopkins and Barbara Fertig, have conducted oral history interviews with former CCC enrollees to collect stories about CCC life at Fort Pulaski. These interviews were recorded on VHS tape, although the tapes have not been transcribed and are not currently available

FIGURE 21. Centennial Celebration of the siege of Fort Pulaski, April 1962

for research use. It is hoped that these tapes can eventually be made available to the park or the special collections department of AASU's Lane Library.[52]

The park also commemorated the Centennial Celebration of the siege of Fort Pulaski in April 1962. Volunteer men and women performed reenactment demonstrations for visitors (Figure 21). The bicentennial of the U.S. Declaration of Independence, widely celebrated in 1976, encouraged the park to sponsor several special events at Fort Pulaski. These events included various living history demonstrations throughout the year, a period fashion show staged in March, and the filming of three scenes of the television serial "Roots," which took place at Fort Pulaski in May. In July, a Polish delegation presented a special urn of soil from Casimir Pulaski's birthplace in Poland to the city of Savannah. The Fort Pulaski Visitor Center later displayed the urn. The appeal of such bicentennial events resulted in a 13 percent increase in park visitation during 1976.[53]

Between April 10 and 12, 1987, Fort Pulaski NM hosted events commemorating the 125th anniversary of the siege and surrender of Fort Pulaski during the Civil War. Three thousand visitors enjoyed a candle lantern tour of the fort and gun positions on Tybee Island, fort-life demonstrations, a flag ceremony, and a concert by the 24th Infantry Division Band

48. "Superintendent's Annual Report," 1939, park files, FPNM.
49. "Superintendent Lattimore's monthly reports," 1946-1954, park files, FPNM.
50. John Breen, FPNM, letter to author, 30 July 2001.
51. John Breen, FPNM, telephone conversation, 29 January 2002.
52. "Superintendent Lattimore's monthly reports," 1946-1954; "Superintendent's Annual Report," 1990-2000, park files, FPNM; Caroline Hopkingson, AASU Archivist, conversation with Cameron Binkley, 5 April 2002. Dr. Fertig was reluctant to provide access to these interviews for this study.
53. "Report of National Park Service Bicentennial Activities," 1 September 1976, reading files, FPNM.

from Fort Stewart, Georgia. In 1991, Fort Pulaski NM celebrated the seventy-fifth anniversary of the NPS. The Visitor Center set up an anniversary display, and the program included living history demonstrations from the 3rd Rhode Island reenactors and another concert by the 24th Infantry band.[54] Beginning in 1986, the Savannah Symphony performed at Fort Pulaski in honor of Pulaski Day every September or October.

Special park events and interpretive programs have provided opportunities for community involvement throughout the monument's history. However, significant local involvement, attention toward implementing living history, and more diverse exhibits and programs occurred only after the broad social changes of the early 1970s. These changes then encouraged the development of NPS planning documents that park managers have used to guide their interpretive programs over the last thirty years. Further discussion of park planning is found in the following chapter.

54. "Superintendent's Annual Report," 1987, 1991, park files, FPNM.

Chapter Five: Park Planning

The National Park Service and Fort Pulaski National Monument have produced various planning documents to reach development and management goals. Over time, changes brought on by periods of major park development generated new planning requirements. Civilian Conservation Corps work of the 1930s and growing naval activity on Cockspur Island led to the 1939 and 1942 *Master Plan* editions. Master plans set forth the major development goals of a park, although they were static and limited in scope. In 1965, concurrent to the implementation of Mission 66 at Fort Pulaski, the park received an updated master plan. The 1971 *Master Plan* improved on this plan by listing by priority the needs of park planning, development, interpretation, land acquisition, and management. New legislation related to natural and cultural resources from the late 1970s through the 1990s also necessitated supplemental park planning documents. In 1984, therefore, Fort Pulaski began to produce a biennially updated Land Protection Plans (LPP).

In the 1990s, the park took efforts to improve collections management and interpretation by producing a Collections Management Plan (CMP). A specific park planning process to comply with the *Government Performance and Results Act* (GPRA), which requires federal agencies to measure their performance through established standards, was also implemented. This new process helped to set strategic long-range plans rather than focusing on short-term goals. In 1998, with similar goals in mind, the Park Service began planning for the development of Fort Pulaski's first modern General Management Plan (GMP), the most comprehensive of all planning documents.

Master Plans

Master Plans, 1939 and 1942

The New Deal programs in the 1930s provided Fort Pulaski NM with the funding to make improvements such as fort repairs, walkway construction, dike and moat excavation, and vegetation removal. In 1938, the completion of the South Channel Bridge brought a rapid rise in the number of park visitors. In 1939, however, CCC labor began to decrease, prompting concern for how the park would carry out planned renovations while the CCC still remained on Cockspur Island. These events prompted NPS planning for the long-term development of the park. As a result, the first Fort Pulaski *Master Plan* was published in 1939. The areas of development discussed in this plan included roads and trails, utility lines and buildings, and the park boundary.

While the new South Channel Bridge allowed visitors easy access to Fort Pulaski, the road system on the island needed work to accommodate the traffic. The 1939 *Master Plan* proposed a treatment for the entrance road at either side of the bridge and the improvement of a parking area north of the fort's demilune. Developing the park entrance became the top priority of planned road improvement in 1939, because the park perceived the area as being dangerous for travelers. The plan called for the completion of easily maintained shell walkways that wound through the woods connecting the various historic sites on Cockspur Island. The plan also emphasized surfacing the secondary road leading to the former quarantine station on the west end of the island.[1]

1. "1939, 1942 Master Plan" file, park files, Fort Pulaski National Monument (hereafter, FPNM).

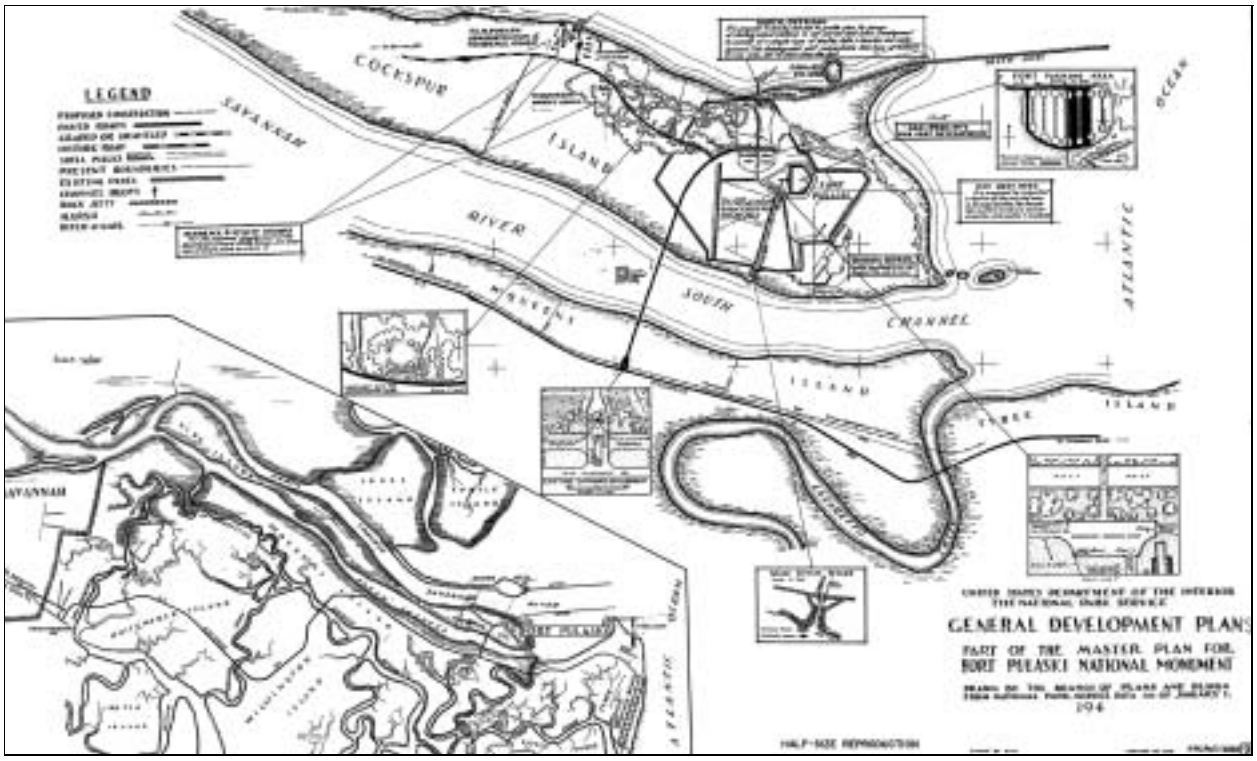


FIGURE 22. General Development Plans drawing illustrates proposed development, c. 1940

The 1939 *Master Plan* considered the administration, residential, and utility group of twelve frame buildings on the island's west end as temporary structures, except for a one-story tool room. These buildings were to be used by the park until permanent structures could replace them.[2] Although PWA workers had already installed an underground electric system, the plan defined other miscellaneous electric improvements that were required, including the installation of an inter-office phone system to connect the fort with the CCC camp, administrative buildings, and entrance station.[3]

The 1939 *Master Plan* discussed a manifold effort to acquire land authorized within the park's existing and proposed boundaries. Planners wanted to increase the size of the park by incorporating nearby historic sites to allow more complete interpretation both of Civil War events and of antebellum southern culture. Planners hoped the proposed expansion would also yield a larger income for the maintenance of Fort Pulaski. The last component of the boundary plan included protecting the existing and proposed new park areas, which primarily consisted of salt and fresh water marshes.[4]

Superintendent James Holland recommended that the next master plan edition contain figures illustrating the fort and island, restoration detail, and corresponding interpretive information.[5] He was to get a new plan much sooner than expected. With the closing of the CCC camp, whose enrollees provided park labor and gave interpretative tours, and the building of the Navy section base at Cockspur Island in 1941, Fort Pulaski was forced to reevaluate its needs, especially with regard to development and interpretation. As a result, the 1939 *Master Plan* was soon outdated, and work began on its revision.

A new *Master Plan* was published in 1942. This edition graphically illustrated Fort Pulaski's general development plans, in addition to its administration, residence, service area, and utility plans. Under the rubric "General Development Plan" (Figure 22), the 1942 *Master Plan* proposed a north overlook for tour groups to rest, the construction of a replicated "hot shot" oven in the parade ground, and an addi-

2. "General Information Report," 1940, microfiche files, National Park Service, Southeast Regional Office, Atlanta (hereafter NPS-SERO).
3. "1939, 1942 Master Plan" file, park files, FPNM.
4. Ibid.
5. Superintendent Holland to NPS Director, 3 January 1940, File 180A, FPNM.

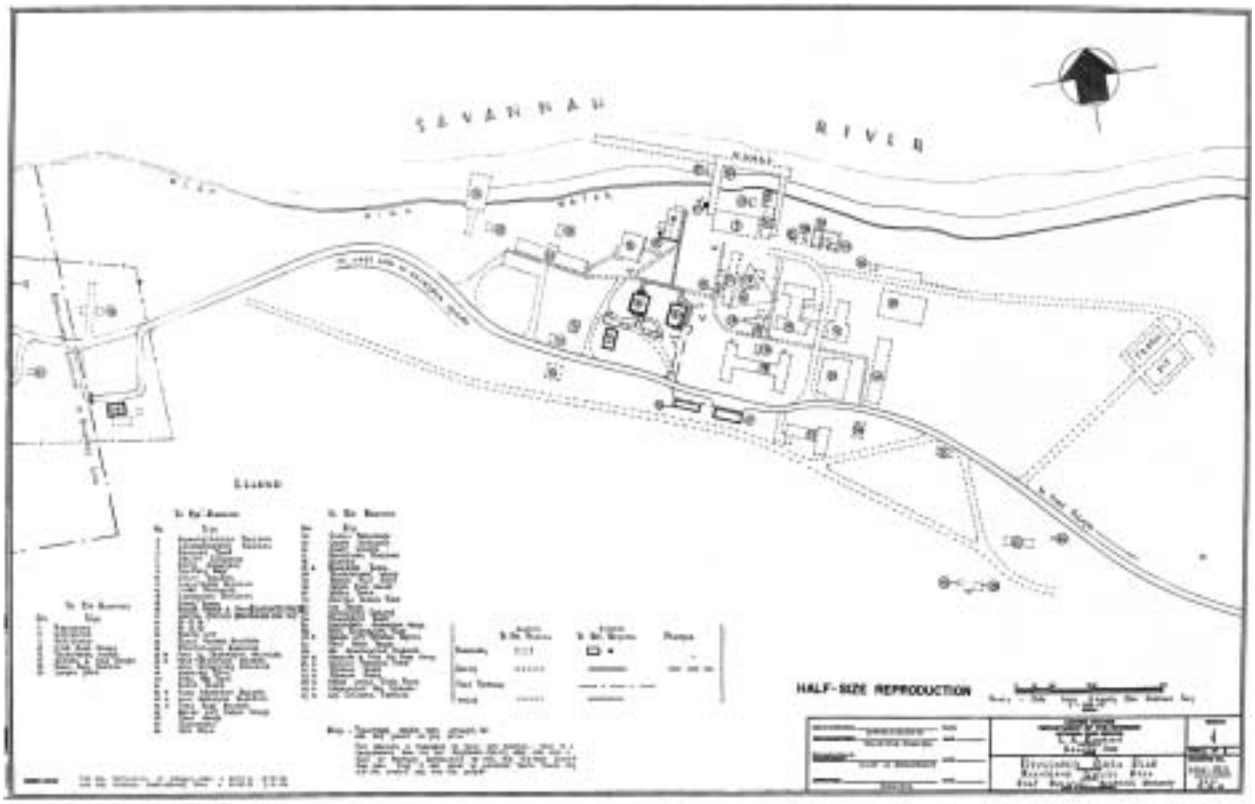


FIGURE 23. Developed Area Plan for the residence/utility area shows Navy buildings slated for removal, 1949

tional parking area at the south end of the demilune. Other proposals included a contact station, sign, and flag to be located at the park entrance from the highway, and a new administration building to be located along the road to the utility area. Plan drawings also showed electric and telephone wiring diagrams, and a historic base map (see Figure 3).[6] The 1942 *Master Plan* also devised an historic tour plan, divided into a longer and a shorter tour. In the long tour, visitors began and ended their tour at the parking area. This tour gave the visitor a better understanding of the demilune, moat, and old dock and more time to digest the information. The short tour featured the same introductory talk as included in the long tour but began at the sallyport fort entrance. The plan also outlined a slide lecture to aid in orientation.[7]

According to the 1939 *Master Plan*, most of the administrative, residential, and utility group buildings were not deemed worthy of salvaging. The CCC soon razed several of the buildings. The 1942 *Master Plan* outlined the development of new structures on Cockspur Island's west end to accommodate park staff, maintenance, utility storage, and safety precautions. Park managers believed that implementing the plan's fire protection measures were of particular importance. Indeed, immediately following the approval of the 1942 *Master Plan*, a fire pump house and firehouse were built on the west end.

Most changes sought by the 1942 *Master Plan* had to wait until after World War II. Moreover, when the Navy finally vacated Cockspur Island, it left behind many ramshackle buildings that NPS planners had to consider. By 1949, the NPS had drafted a "Developed Area Plan" (Figure 23) that proposed to remove fifty-seven buildings, many of them from the Navy occupation. However, to redevelop the residence and utility area as specified in the 1942 *Master Plan*, eight buildings were to be retained and used for park purposes: three residences, the fire pump house and firehouse, a transformer house, a small magazine, and a lumber shed.[8] Some parts of the 1942 *Master Plan* were not carried out, including development of the south parking area, additional

6. Ibid.
7. Ibid.
8. "Developed Area Plan at Fort Pulaski National Monument," 1949, microfiche files, NPS-SERO.

administration building, and the hot shot oven reproduction.

Master Plan, 1965

In the wake of World War II, management at Fort Pulaski NM focused on repairing damage to the fort and landscape caused by weather and the Navy's occupation. Temporary exhibits were established and little effort was expended to develop a new master plan. Although Fort Pulaski lacked updated planning documents, park officials leapt at the chance offered by Mission 66 to obtain funds to improve park management and interpretation. These changes, of course, generated new issues in visitor services, storage and office space, resource protection, and security. Consequently, in 1965, a new *Master Plan* was drafted to outline management concerns of the mid-1960s. Some of these areas included insect, plant, and tree disease control; vandalism control; and the repair of historic structures, utilities, signs, and markers.

The 1965 *Master Plan* explained that increased staffing would help eradicate undesirable plant species and better protect the park from vandalism. Moreover, while Mission 66 improved the fort's condition, additional staff would help management maintain a regular inspection schedule for all historic structures.[9]

According to the 1965 *Master Plan*, park interpretive services, recreational facilities, and traffic safety also needed improvement. The Visitor Center that opened in 1964, for example, was a major upgrade for Fort Pulaski's interpretive program, but traffic flow within the center proved problematic. The *Master Plan* recommended that the park operate a collection fee station at the entrance to the park on a seasonal basis, which was intended to reduce the volume of visitors coming into the Visitor Center solely to pay that fee (as implemented it also reduced the number of visitors; see the statistical section under Chapter Four). Another recommendation was for audio-visual evening programs at the Visitor Center for children and adults, along with off-site slide and film programs at local schools. The plan also emphasized a better self-guided fort tour and the establishment of a permanent picnic and campsite area at an accessible site on the island. Finally, concern for traffic safety prompted a recommendation for additional directional and speed limit signs along park roads.[10] Not all of these changes were enacted, however, before yet a new Master Plan was in the works.

Master Plan, 1971

Park staff drafted Fort Pulaski's 1965 *Master Plan*. Although it contained detailed management evaluations and improvement suggestions, the plan was long on detail while short on organization and effective guidance. Many recommendations in the planning document, therefore, went without action. Non-park reviewers of the plan also recognized the necessity of prioritizing management goals in a more comprehensive and thoroughly researched study.

As a result of inadequacies in Fort Pulaski's 1965 *Master Plan*, the NPS assembled a multidisciplinary research team composed of historians, architects, and engineers. The team's mission was to draft a full-scale Master Plan that clearly prioritized park needs in the immediate-, short-, and long-term.

The 1971 *Master Plan* team was also influenced by the National Environmental Policy Act (NEPA) of January 1970, which created an urgency to study and protect natural and cultural resources, especially on federal lands. The 1971 *Master Plan* reflected this new emphasis through its extensive consultation with experts in the areas of national park design and resource management. Not only did the new plan better direct park improvements, but it successfully guided Fort Pulaski management for many years thereafter.

Under the 1971 *Master Plan*, the park's priority was to fill vacant staff positions, write management documents, prepare an interpretive prospectus to attain a "dramatic and lively method of interpretation," and construct new park signs and a new entrance station and gate at the South Channel Bridge. The other high priority needs involved conducting a visitor use survey and a natural history survey to manage the wetlands more effectively, continuing good public relations, clearing vegetation around the fort, and installing security systems in the Visitor Center museum.[11]

9. *Master Plan of Fort Pulaski National Monument*, 1965, park files, FPNM.
10. Ibid.
11. *Master Plan Fort Pulaski National Monument*, 1971, park files, FPNM.

Next, the plan outlined short-term actions to be carried out at the monument. These tasks included improving park appearance and public safety. For example, park managers prohibited boat-launching from the island and fishing from the South Channel Bridge. Other plans consisted of building an additional employee residence, acquiring and preserving adjacent lands related to Fort Pulaski's historic themes, improving pest control, posting the shoreline boundary to reduce hunting, and providing a boat and additional seasonal ranger for patrol. These plans also included cooperation with the U.S. Army Corps of Engineers to resolve issues related to spoil deposits, dredging practices, and shore erosion on Cockspur Island. The *Master Plan* emphasized relocating spoil areas on Cockspur Island to nearby Oyster Bed Island to avoid incompatibility with the historic atmosphere of the park.[12]

Regarding long-term priorities, the 1971 *Master Plan* discussed four goals to be achieved only when circumstances made them feasible. These goals included constructing a second employee residence, expanding the picnic facilities, and encouraging the Savannah Bar Pilots to replace their "unsightly" outmoded structures on Cockspur Island with ones approved by the NPS. The plan also recommended connecting the bronze boundary markers on the west end of the island to fixed points. The markers were set in concrete that could not be moved or destroyed by vandals or foul weather.[13]

Many of the high priority goals of the 1971 *Master Plan* were met in the next several years. After the release of the park's 1971 *Interpretive Prospectus,* a product of the *Master Plan*, Fort Pulaski's interpretation program developed significantly. For example, a living history program was successfully instituted with the help of volunteers. New natural resource management and educational programs were also implemented shortly after the approval of the *Master Plan*, and a new security system was installed to safeguard the park's historic objects. Other goals were not as readily met, however. For example, the Park Service continued to tolerate fishing from the South Channel Bridge because it was too difficult to prevent after hours. Funding to build an additional employee residence also did not materialize.

A more important unmet goal was the park's inability to acquire two parcels of land. The first parcel was the privately owned Goat Point, which is located on Tybee Island across the South Channel from the Cockspur Island Lighthouse. Goat Point once contained archeological remains of four Union batteries, although site disturbances have all but obliterated any archeological remains. Unfortunately, the park never acquired Goat Point. Fort Pulaski's enabling legislation requires this property to be donated, a gesture the property's three owners were unwilling to make. Fortunately, the historic value of the land, at least its importance as part of the historic setting of Fort Pulaski, is understood, and the City of Tybee Island currently maintains zoning restrictions that limit industrial and heavy commercial development. The second parcel was a two hundred-foot-wide strip of state-owned land containing the abandoned Central of Georgia Railroad roadbed that crosses McQueen's Island within the park's authorized boundary. Park managers worried about the old roadbed because it was easily accessed from U.S. 80 by the vehicles of fisherman and hunters poaching on monument lands. These used the strip as a motorway that degraded the scenic and ecological function of McQueen's Island as a scenic approach and ecological preserve en route to Fort Pulaski. In 1991, however, the parcel became part of the McQueen's Island Trail by means of the "Rails to Trails" project (an initiative that seeks to convert abandoned railway grades into recreational trails). According to park officials, public visitation was so high after the trail opened that illegal hunting activity was soon precluded.[14] The park's 1994 Statement for Management indicated some initial concern that this trail, and the resources along it, might not be maintained to NPS standards, but such concerns, if still present, have not proved to be salient issues.

Land Protection Plan, 1984

In 1982, Fort Pulaski produced another planning document in response to a policy statement by the Department of the Interior regarding the federal portion of the Land and Water Conservation Fund. The fund required agencies responsible for the protection of public lands to identify what areas should

12. Ibid.
13. Ibid.
14. Ibid.; John Breen, FPNM, conversation with author, 9 May 2002.

be federally owned and managed, to cooperate with landowners and other agencies, and to consider the socio-cultural impacts of resource use.[15] The NPS prepared and approved the first *Land Protection Plan* for Fort Pulaski National Monument in 1984. Every two years, the park issued addenda to update the plan. The purpose of the *Land Protection Plan* was to identify alternative strategies for preserving historic, scenic, and cultural resources while also maintaining visitor access.

The 1984 *Land Protection Plan* prioritized the protection of six parcels of land on or near Cockspur Island. Three tracts of privately owned land raised concern. Of these parcels, the most important was a two-acre hammock on Tybee Island, believed to be the site of Battery Halleck where the first Federal guns fired on Fort Pulaski. If an archeological survey confirmed the battery's existence, then the NPS should seek to obtain the tract through donation. As noted above, another privately owned area of consideration was Goat Point, where four other Union batteries once stood. On Long Island, accessed across monument grounds, five magazines and a road from the Navy's World War II section base were located on a ecologically sensitive site. Limited access and the Georgia Coastal Marshlands Protection Act of 1970 had hindered private development on Long Island for many years, but industrial pressure from Savannah was a growing threat. Public lands needing protection included the abandoned Central of Georgia Railroad right-of-way on McQueen's Island. Moreover, the plan continued to emphasize NPS opposition to the U.S. Army Corps of Engineers' "Reservation of Rights" to dump spoil deposits along the north shore of Cockspur Island. This major resource management concern is discussed separately in Chapter VII. The NPS also maintained the necessary discretion to renounce the U.S. Treasury Department's reservation to use Cockspur Island as a quarantine station. The spoil area was both ecologically sensitive and part of the park's historical setting. The quarantine station area was used to support park operations.[16]

Park managers have successfully implemented several elements of the 1984 *Land Protection Plan*. The plan also helped prompt the City of Tybee Island to institute a land use plan in 1985 to recognize portions of Goat Point to be protected. By 1992, the city had designated for protection the sites at Goat Point where four Civil War-era batteries were located (Batteries Totten, McClellan, Sigel, and Scott). However, no organization has attempted to purchase this land for preservation reasons because any archeological remains at Goat Point were obliterated by U.S. 80 development. Still, the park believes it important to protect the site as an element of Fort Pulaski's historic "viewscape." The parcel truly worth acquiring is the site of Battery Halleck, which is located on Spanish Hammock Road due east of Goat Point. In 1990, archeological testing confirmed the presence of Battery Halleck on this two-acre hammock. Battery Halleck is the only extant surviving Union gun emplacement of the Civil War battle for Fort Pulaski. Although the private owner, Mrs. H.G. Mullens, was unwilling to sell, the site's confirmed historical significance strengthened NPS efforts to acquire the land for permanent protection through cooperation with several civic groups. Parties with an interest in conserving Battery Halleck include the Conservation Fund, the Georgia Trust for Public Land, the Coastal Georgia Land Trust, the Tybee Land Trust, and the Association for the Preservation of Civil War Sites.[17]

The situation on Long Island was also resolved favorably, although NPS influence was only indirect. The park had for years opposed any prospect that private owners would transform Long Island into a port facility or a high density housing complex and continued to do so. In 1992, the situation appeared bleak when the Long Island Club Corporation purchased "the majority of property on Long Island" for commercial development. The president of the company, Mell Traylor, contacted the NPS and requested permission to use the park's roadway and bridge to access and develop the land. The park and the regional office denied this request, which obstructed Traylor's plans. He subsequently began to lobby state and federal legislators, although to no

15. *Fort Pulaski National Monument Land Protection Plan,* 1984, microfiche files, NPS-SERO.
16. Ibid.
17. *Addendum to Land Protection Plan for Fort Pulaski National Monument,* 1986 and 1992, microfiche files, NPS-SERO; "Current Major Issues at Fort Pulaski National Monument," 1996, Fort Pulaski file folder, NPS-SERO Cultural Resources library. See David G. Anderson, *Test Excavations at Civil War Period Battery Halleck Fort Pulaski National Monument Chatham County, Georgia* (Atlanta: Interagency Archeological Services Division, NPS, 1995), for details of the excavation and Battery Halleck.

avail. Fortunately, the impediments of wetland protection legislation and NPS refusal to allow easy access apparently continued to foil developers. As this report was prepared for publication, it was learned that the Georgia Department of Transportation had acquired both nearby Bird Island and Long Island "to use for wetland mitigation." Hence, both islands no longer face the threat of commercial development.[18]

Another victory for land protection on Cockspur Island came in October 1996. In 1992, the NPS backed an omnibus park bill in Congress that called for the removal of the U.S. Army Corps of Engineers spoil deposition reservation. Although this bill failed to pass, it inspired a similar measure in a 1996 omnibus bill that was passed. (See further details regarding this subject in Chapter VI under the "U.S. Army Corps of Engineers" and in Chapter VII under "Shoreline Stabilization.") The 1984 and 1992 land-protection documents helped park staff to prioritize and meet specific long-term goals of land protection planning, such as eliminating dredging practices that harm the monument.[19]

Park Planning, 1993-2001

Several important planning documents were produced in the 1990s to benefit management at Fort Pulaski. In 1995, the Museum Services Division of the NPS Southeast Regional Office (SERO) completed a Collections Management Plan. This document provided guidance for improving Fort Pulaski's museum records, exhibits, environment, security, fire protection, collections storage, and planning. In 1998, SERO and park management also started to develop Fort Pulaski's first General Management Plan. A GMP is similar to the older master plans in providing park officials with a mechanism for helping to make general management decisions. However, master plans were largely focused upon park development and did not address long-range resource management or visitor services issues. GMPs, on the other hand, lay out a park's broad conceptual direction. Park management and resource protection needs are better served through GMPs, which describe what future resource conditions should be, how to provide for visitor services ten years hence, and how to manage to achieve these goals. Currently, NPS policy states that all park units must have a GMP current to within fifteen years. By these standards, Fort Pulaski's 1971 *Master Plan* was quite outdated both due to new threats to the park and because of internal policy changes within NPS that the older document fails to reflect. Work on Fort Pulaski's GMP began in 1998 but was suspended when a major controversy arose regarding the wilderness designation for Cumberland Island National Seashore that required the diversion of NPS planning staff. However, the process was scheduled to resume in 2002. Documents tied to the GMP include the development of a *Comprehensive Interpretive Plan* and *Cultural Landscape Inventory* (1997).[20]

In the 1990s, the staff at Fort Pulaski incorporated a specific park planning process into their operations as a result of new legislation. This legislation, the *Government Performance and Results Act* of 1993, attempts to incorporate business-like practices into government administration and requires federal agencies to measure their performance through established standards. Under GPRA, Fort Pulaski's mission "is to preserve the fort, its associated structures, and surroundings and to interpret its roles in coastal fortifications, military technology and the Civil War." More importantly, GPRA requires the park to draft strategic plans, which cover consecutive five-year periods (reviewed every three years), describing overall goals and objectives, and annual plans, which show measures of progress in meeting those overall goals. The law also requires the park to produce annual performance reports to demonstrate how it met the standards of the annual plan.[21]

In 1997, the NPS produced a document entitled *Park Planning*. This report, a reflection on the motives

18. Ibid.; John Breen, FPNM, conversation with author, 9 May 2002. However, GDOT acquired the lands for use of wetland mitigation to aid in its continuing effort to expand US Hwy 80 from a two-lane roadway to four lanes, a potentially substantial threat to park resources.
19. *Addendum to Land Protection Plan for Fort Pulaski National Monument,* 1992, microfiche files, NPS-SERO; "Superintendent's Annual Report," 1996, park files, FPNM.
20. John Barrett and Rich Sussman (NPS-SERO Planning and Compliance), conversation with Cameron Binkley, Atlanta, 26 March 2002.
21. Ibid.; *Strategic Plan 2001-2005 Fort Pulaski National Monument*, park files, FPNM; Public Law 103-62, 103rd Congress (8 August 1993), Government Performance and Results Act.

underlying GPRA, outlined a planning and decision-making framework that demonstrated the interrelationships between all park-level planning in the NPS. *Park Planning* was a collaborative effort of those involved in park planning and decision-making. It sought to provide staff with the guidance necessary to coordinate and integrate NPS planning. *Park Planning* helped link the park's individual mission to the NPS's overall mission, which is to preserve the natural and cultural resources in national parks for public "enjoyment, education, and inspiration" while cooperating with partners to further resource conservation and outdoor recreation. As a result of *Park Planning,* Fort Pulaski sought to define and share with the public the following planning and decision-making steps: the park's mission statement and mission goals, directions for park management and ideas for implementing the directions, five-year long-term goals based on an assessment of human and fiscal resources, priorities and details involved with achieving these goals, annual goals for the upcoming fiscal year, an annual work plan detailing how the annual goals will be met, and annual results of these efforts.[22]

In compliance with GPRA, Fort Pulaski produced a five-year *Strategic Plan 2001-2005*. The document restated the park's mission statement and listed several long-term objectives, including preserving water quality, the good condition of the historic structures, landscape, "undiscovered" archeological sites, and museum collections. Another goal was to update the Monument's List of Classified Structures. With regard to visitor use, the strategic plan hoped to continue to provide the public with educational and recreational activities and eliminate safety hazards. Organizational effectiveness by 2005 consisted of linking employee performance plans to annual performance goals, hiring an employee with disabilities and maintaining other "represented" groups in permanent and seasonal staff positions, reducing the number of lost-time injuries, and increasing both volunteer hours and cash donations.[23] Before Fort Pulaski implements GPRA plans, a review process is undertaken by SERO, which helps assure the plan's overall quality. The review process seeks to avoid overemphasis on development in planning documents and helps to ensure that problems are detected and resolved before actions are taken.[24]

As a business management strategy, GPRA is oriented to achieving results or outcomes instead of focusing on process. Management only recently implemented GPRA at Fort Pulaski and whether this "bean-counting" approach will improve the park's interpretive or preservation efforts is yet unclear.

With the 1971 *Master Plan,* Fort Pulaski began prioritizing goals in its planning. Prior to the 1971 *Master Plan*, planning intentions were discussed without emphasizing and coordinating objectives. In the 1980s, park planning concentrated on specific areas of park management such as natural resources and collections management. By the late 1990s, the planning and review process at Fort Pulaski had become more performance-oriented with the drafting of a mission statement and a refined strategy for determining the best application of activities, processes, and resources to meet important mission goals. Park planning is a major component of park management. Another important element involves park administration, the subject of the following chapter.

22. *Park Planning,* 1997, park files, FPNM.
23. *Strategic Plan 2001-2005 Fort Pulaski National Monument*, park files, FPNM.
24. Regional Director to Superintendent Breen, "Standard Operation Procedure (SOP) for Review of Plans, Studies, Design and Construction Documents," 2 May 2000, File D-18, FPNM.

Chapter Six: Park Administration

As with park planning, various government agencies have participated in the management of Fort Pulaski National Monument over the years. Early on, the presence of other agencies at Cockspur Island burdened park management because of potential impact to natural and cultural resources. However, legislation and NPS agreements have since enabled federal, state, and local agencies to use facilities at Cockspur Island with much less impact on resources, to help maintain the park, or to contribute to the monument's interpretive services.

Government Agencies at Fort Pulaski NM

Naval Occupation of Cockspur Island, 1942-1948

The strategic location of Cockspur Island has interested the United States military ever since the eighteenth century. It was therefore no surprise to the NPS when Army and Navy officers visited Fort Pulaski to evaluate the possible use of docking facilities at Cockspur Island in 1940. In the event of war, the U. S. Navy considered establishing mine sweeper bases at the island, and the U.S. Army inquired about using the Cockspur Island wharf to unload guns and supplies for transport to Fort Screven.[1] When the War Department requested use of the wharf in December 1940, Park Superintendent James Holland raised concern over the handling of ammunition and hazardous materials. The Secretary of the Interior granted permission to the War Department on December 23 under the agreement that no hazardous materials would be transported at the wharf.[2]

By August 1941, the Navy selected Cockspur Island as a proposed location for a naval station. Cockspur Island was ideally suited for this purpose because of its deep water access and docking facilities, its old CCC buildings and available utilities, and its proximity to a nearby highway. A meeting between the Navy and the NPS took place in October 1941 to negotiate the Navy's use of the park's administration buildings, living quarters, entrance road, and a portion of the historic landscape. Navy representatives explained their intent to utilize land west of the entrance road and leave the utility buildings and four living quarters to the park.[3] Making the best of an unavoidable situation, Superintendent Holland later expressed the positive benefits of the Navy's occupancy. The park, he wrote, would be relieved of the maintenance of an area with "little or no park value." Park security, with the island closed to the public at night, would also improve with Navy protection.[4]

The Department of the Interior issued a special use permit to the Secretary of the Navy on November 1, 1941, for the purpose of constructing and maintaining a section base at Cockspur Island for the Inshore Patrol. The Japanese attack on Pearl Harbor the following month focused attention on the nation's defense. On March 18, 1942, the Secretary of the Interior notified the NPS that Cockspur Island would be turned over in its entirety to the Navy Department.[5] On March 19, Fort Pulaski closed the park to the public and transferred

1. Holland to Regional Director, 24 October 1940, File 178, Fort Pulaski National Monument (hereafter FPNM).
2. Holland to Director, 12 December 1940, RG 79, Box 70, National Archives, Philadelphia; Acting Secretary of the Interior to Secretary of War, 23 December 1940, RG 79, Box 71, National Archives, Philadelphia.
3. Chief, Historic Sites, to Director, 28 October 1941, RG 79, Box 71, National Archives, Philadelphia.
4. Holland to Regional Director, 31 October 1941, File 178, FPNM.
5. Regional Director to Holland, 18 March 1942, File 178, FPNM.

its occupancy to the Navy. Superintendent Holland quickly arranged to relocate museum materials, park files, and various tools and equipment to the safer inland storage facilities at Ocmulgee National Monument.[6] In order to prevent the deterioration of the fort during the war, Holland insisted that a maintenance worker, Jack A. Hood, remain employed at Fort Pulaski. Holland believed continuous fort maintenance saved the government future rehabilitation expenses.[7] The Navy's approval secured Hood's position as fort caretaker for the duration of the Navy's occupation at Cockspur Island.

The closing of Fort Pulaski to the public resulted in the NPS omitting the park from mailing lists. All correspondence passed through Coordinating Superintendent C. R. Vinten in St. Augustine, Florida.[8] By July 1942, the naval section base operated fully with two hundred men stationed at Cockspur Island. In a wire sent to the Vice-Chief of Naval Operations, the base requested $35,000 to repair the heating and water system in the Navy's buildings in time for the upcoming winter.[9] Expenditures to renovate CCC and quarantine buildings and construct new Navy structures amounted to nearly $2,000,000. The completed section base consisted of barracks accommodating four hundred men, an administrative office, a movie auditorium, club rooms, cooking facilities, an officer's club, gymnasium, athletic field, tennis courts, and several ammunition magazines southwest of the base.[10] The Navy used only about one-fifth of the island: the western part situated on a fill area created from previous dredging activities. The first annual inspection of the fort by the NPS revealed no impact to historic resources, though there were other problems.[11]

In July 1944, maintenance employee Jack Hood reported that operations at the section base had nearly ceased. This news prompted the NPS to consider the reopening of the park. However, the lack of financial resources ended the debate, and Fort Pulaski remained closed. On the issue of what to do with the Navy buildings when the park eventually reopened, the NPS discussed several options including requiring the Navy to remove them, keeping them for park use, or deeding the north end of the Island to the Navy. There was significant opposition, however, to the proposal to relinquish land needed for future park development.[12]

The Navy decommissioned its section base in September 1944. However, in November, the NPS amended the Navy's special use permit to allow the operation of a naval receiving station at Cockspur Island. In July 1945, custody of the receiving station was transferred to the U.S. Coast Guard for use as a discharge center. This transfer raised no objections with the NPS, because it anticipated the close of the center by the summer of 1946. NPS officials then submitted estimates for reopening Fort Pulaski National Monument in 1947.[13]

From late 1946 to August 1, 1947, when Fort Pulaski officially reopened, Park Superintendent William W. Luckett worked to prepare the island for visitors. He had new gun carriages at the fort built and painted, casemates cleaned up, and grass mowed in the area of the Navy structures and along the park's road shoulders and walkways. Military use of Cockspur Island had negatively impacted vegetation, resulting in a fire hazard.[14] In January 1949, new Park Superintendent Lattimore also discovered that the Navy "left us with a water system all fouled up."[15] The poor condition of Cockspur Island in the late 1940s due to neglect of repairs and a lack of regular maintenance by the Navy and Coast Guard left Lattimore resentful and anxious to put Fort Pulaski back in the hands of the NPS.

In July 1948, the Secretary of the Navy officially notified the Secretary of the Interior that the Navy

6. Holland to Regional Director, 24 March 1942, File 178, FPNM.
7. Holland to Regional Director, 30 March 1942, File 178, FPNM.
8. Mike Capps, "Task Directive Administrative History Fort Pulaski National Monument," 1994, park files, FPNM.
9. Hagenson to McLellan, 8 July 1942, RG 181, Box 6, National Archives, Atlanta.
10. Historic American Building Survey, *History of Fort Pulaski and Cockspur Island, Addendum to Fort Pulaski* (Washington, D.C., HABS No. GA-2158, 1998).
11. "Report on Inspection of Fort Pulaski National Monument," 8 July 1942, File 178, FPNM.
12. Edward Freeland, Coordinating Superintendent, to Regional Director, 21 July 1944, RG 79, Box 71 National Archives, Philadelphia.
13. Freeland, to Regional Director, 5 December 1945, RG 79, Box 71, National Archives, Philadelphia.
14. "Superintendent Lattimore's monthly reports," 1946-1954, park files, FPNM.
15. Ibid.

FIGURE 24. NPS wharf on North Channel at old quarantine station, 1938

was in the process of abandoning all structures on Cockspur Island. Many Navy buildings stood in dilapidated condition. On August 11, 1948, the Secretary of the Interior cancelled the special use permit issued to the Navy in 1942.[16] Thus, the NPS resumed possession of its administrative and residential facilities and the rest of Fort Pulaski National Monument.

U.S. Army Corps of Engineers

In 1936, Georgia Congressman Hugh Peterson introduced a bill to the House of Representatives to transfer the whole of Cockspur Island to the jurisdiction of the Interior Department. Reflecting War Department concerns, however, the bill also authorized other federal agencies to use areas of the island.[17] Projecting park acquisition of Cockspur Island, the Secretary of War had recommended that a two-hundred-foot-wide strip of land on the north shore of Cockspur Island be retained by the War Department for the dumping of spoil deposits. Since the 1880s, the U.S. Army Corps of Engineers had deposited dredge spoils from the North Channel of the Savannah River at this location, in the process creating much of the land mass on the northern and western parts of the island. The Corps planned to continue such practices to improve waterway navigation and sought provisions during the creation of the park to ensure its capacity to do so. On June 26, 1936, Congress passed an act to extend the boundary of the monument. The Act included all land formerly under the jurisdiction of the Secretary of War but provided "a strip of land extending shoreward 200 feet from the present high water line" to be reserved "for the unlimited use of the Corps of Engineers… for the deposit of dredging materials."[18]

After the NPS acquired the closed quarantine station in 1937, the District Corps of Engineer's Office in Savannah soon drafted plans to construct a new shoreline in that area according to its special use authority. As a Savannah River harbor improvement measure, the Corps wanted to dredge a portion of land west of the quarantine station and use the spoils to reconstruct the station's shoreline. The Corps also proposed to remove the wharf, which formed an obstruction to the channel's water currents (Figure 24).[19] Part of the improvements included constructing a smaller wharf, razing two

16. Lattimore to Regional Director, 9 March 1949, Beth Lattimore Reiter collection, in Mike Capps, "Task Directive Administrative History Fort Pulaski," 1994, park files, FPNM.
17. District Engineer to Chief of Engineers, 15 June 1936, RG 77, Box 1, National Archives, Atlanta.
18. Farris Cadle, "Title Abstract for Cockspur Island," 2000, park files, FPNM.
19. "Superintendent's Annual Report," 1938, park files, FPNM.

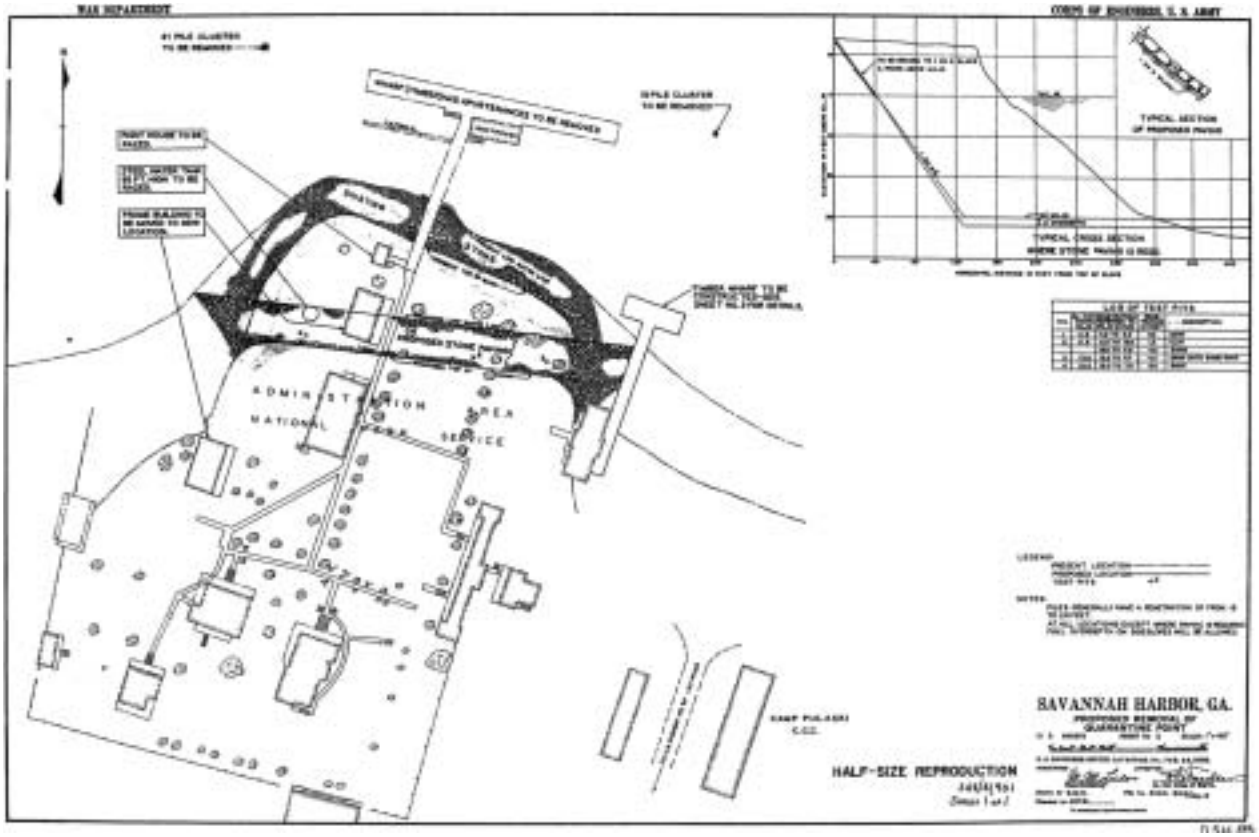


FIGURE 25. U.S. Army Corps of Engineers drawing of proposed building removal at Quarantine Point (1939)

shops and the hospital, removing water lines and an elevated tank, and installing a new pressure system (Figure 25). The War Department would assume the expenses and give all the salvaged wharf materials to the park. The changes were to bear no adverse effect on Fort Pulaski.[20] In the summer of 1939, the Corps completed the dredging operations, rebuilt the small dock and placed riprap on the new shoreline to prevent erosion.

On November 27, 1942, the NPS granted the Corps of Engineers a special use permit to last for the duration of the war and six months thereafter. The District Engineer's Office wanted to shorten the Intracoastal Waterway by cutting across McQueen's Island. The Corps wanted to use a six-hundred-foot-wide right-of-way across the western end of McQueen's Island and a nine-hundred-foot-wide spoil area on either side to serve as part of the waterway.[21] Extensions of this special use permit were reissued over the years, and the waterway's name became "the Elba Island Cut."

The Corps of Engineers deposited spoil on the north shore of Cockspur Island from 1939 to 1943. When the Navy vacated its facilities on the island in 1946 and the NPS began preparing to reopen Fort Pulaski, several problems resulting from these spoil deposits were revealed. Coordinating Superintendent Vinten found that the fill obstructed the flow of drainage ditches and caused salt water flooding that killed a large area of native growth and allowed for mosquito breeding. When he contacted the District Engineer's Office about the problems, no response followed. The Corps agreed to assess and correct the drainage ditches only after Custodian Luckett visited the District Office.[22] Dredging activity, along with a severe hurricane in October 1947, probably influenced Superintendent Lattimore and the Regional Director to wish in 1949 for Cockspur Island to someday soon be "relieved of" the Corps of Engineers, along with the Savannah Bar Pilots and Coast Guard.[23] Standing water and flooding continued to plague the park, however,

20. Lattimore to NPS Director, 15 July 1938; Secretary of War to Secretary of Interior, 10 August 1938, File 161, FPNM.
21. *Master Plan Fort Pulaski National Monument*, 1971, park files, FPNM.
22. Vinten to District Engineer, 27 August 1946; Vinten to District Engineer, 31 January 1947, RG 77, Box 1, National Archives, Atlanta.

until Mission 66 improvements provided funding for construction of a new drainage system.

Despite NPS preferences, the U.S. Army Corps of Engineers has remained active at Cockspur Island. Besides dredging during the 1970s and 1980s, the Corps handled the periodic job of placing riprap on the abutments of the South Channel Bridge. In 1985, the Corps agreed to cooperate with the NPS in the construction of conservation tanks and electrolysis units. These treatment facilities on the west end of Cockspur Island allowed the park to stabilize four cannons and other artifacts recovered from Savannah Harbor during the 1980s.[24] Between 1994 and 1995, the Corps developed the plans and specifications to complete an NPS project for restoring the eroded historic dike system to its original height of twelve feet. The Corps participated in this project through an interagency agreement with the NPS.[25] In 1997, the NPS issued a special use permit allowing the Corps to place monitoring wells approximately one hundred and fifty feet north of the historic cottage and seventy-five feet southwest of the Savannah Bar Pilots dormitory on the west end of the island. These wells monitor chloride levels in the underground water of the island's "Miocene" aquifer. In 1999, the Corps was also permitted to use an NPS equipment shed and radio tower to install and maintain a Global Positioning System (GPS) base station used to monitor Savannah River shipping. Despite these interactions, the relationship between the park and the Corps has remained problematic. For example, concern for protecting the Old North Pier, a section of the historic dike, and natural resources along the north shore at Fort Pulaski spurred efforts to remove the 1936 clause that granted the Corps unlimited use of land along the north shore for spoil deposition. The Corps opposed the bill, but it passed in 1996.[26] (For further details see Chapter VII under "Shoreline Stabilization.")

U.S. Coast Guard

The U.S. Coast Guard first became involved on Cockspur Island in 1909, when it took over maintenance of the Cockspur Island Lighthouse from the U.S. Lighthouse Service. Once the North Channel of the Savannah River became established as the major shipping route, the lighthouse was no longer needed as a nighttime navigation aid. However, the lighthouse was still useful as a "daymark" and served as an unlighted harbor beacon until abandoned by the Coast Guard in 1949. In 1959, as discussed below, Fort Pulaski NM acquired the lighthouse from the Coast Guard after a considerable effort by Superintendent Lattimore to prevent its being declared "surplus" and sold for scrap.[27]

Official interaction between the Coast Guard and Fort Pulaski NM began in 1938 when the former obtained NPS permission to establish a wharf on Lazaretto Creek within the monument's boundary. The wharf is located between McQueen's Island and Tybee Island, near the creek's confluence with the South Channel. The next major activity of the Coast Guard on Cockspur Island began on June 20, 1945, when the U.S. Navy transferred its Naval Receiving Station to the agency. The end of World War II created a sudden demand for the Coast Guard to obtain facilities to discharge demobilized personnel. The discharge center operated only until June 17, 1946, at which time the Coast Guard vacated its Navy buildings.[28]

Although the U.S. Coast Guard Discharge Center closed and the Navy returned Fort Pulaski to the NPS in 1948, the Coast Guard sought to continue activities at the monument. In 1949, Superintendent Lattimore agreed to allow the Coast Guard to use the wharf built by the Navy on the north shore of Cockspur Island. The following year, the NPS issued a permit to the Coast Guard to utilize and maintain 350 feet of the deep-water dock, followed

23. Lattimore to Regional Director, 12 August 1949, Beth Lattimore Reiter collection, in Mike Capps, "Task Directive Administrative History Fort Pulaski," 1994, park files, FPNM.
24. Memorandum of Understanding between Fort Pulaski and U.S. Army Corps of Engineers, 7 May 1985, park files, FPNM. During electrolysis, an electric current oxidizes and removes or reduces iron corrosion and salt compounds from a metallic surface, making possible additional treatments (coatings of paint or varnish, for example) that prevent further deterioration of the artifact's condition.
25. "Superintendent's Annual Report," 1997, park files, FPNM; *Fort Pulaski Draft Cultural Landscape Inventory, Level 1*, 1997 (Atlanta: National Park Service, Southeast Regional Office [hereafter, NPS-SERO], 1994).
26. "Special Use Permits issued to U.S. Army Corps of Engineers, Savannah," Reading files, FPNM.
27. Judith Collins, *Historic Structure Assessment Report: The Cockspur Island Lighthouse* (Atlanta: NPS-SERO, 1994).
28. Ibid.; USCG to Secretary of the Interior, 6 July 1945, RG 79, Box 71, National Archives, Philadelphia; Regional Landscape Architect to Regional Director, 17 June 1946, RG 79, Box 71, National Archives, Philadelphia.

by a long-term special use permit on September 25, 1952.[29] By January 1954, the Coast Guard further proposed to claim a large section of Cockspur Island's residence and utility area to establish barracks and recreational facilities. The proposal lacked a strong defense purpose, however, and the NPS was thus successful in rejecting the application.[30] A few years later, the Coast Guard renewed its attempt to expand operations on Cockspur Island. On November 17, 1965, the agency succeeded in establishing a Search and Rescue Station. The NPS issued a special long-term use permit that allowed the Coast Guard to occupy a 400-foot by 450-foot tract of land upon which permanent buildings, concrete-moorings, and communication equipment and antennas were constructed.[31] In 1980, an interagency agreement between the NPS and the Coast Guard authorized administrative jurisdiction over an additional 1.85 acres of land for the Search and Rescue Station as long as it did not jeopardize or interfere with the area's natural and historic resources.[32] In 1993, the Coast Guard reconstructed a seventy-five-foot-tall steel aid-to-navigation structure destroyed in a recent storm and originally built in 1978.[33] The Coast Guard continues these operations at Fort Pulaski NM to this day. Generally, NPS views Coast Guard activities as compatible with park policy.

Transfer of Cockspur Island Lighthouse from U.S. Coast Guard

The Cockspur Island Lighthouse was not part of Fort Pulaski NM when the National Park Service acquired the historic site in 1933. At that time the U.S. Lighthouse Service still employed the light as a daymark maintained by the U.S. Coast Guard. The NPS was eventually able to acquire the lighthouse because of the determined effort of Park Superintendent Ralston B. Lattimore.

Lattimore obtained the Cockspur Island Lighthouse for Fort Pulsaksi NM through a persistent campaign directed at various agencies and specific individuals. His effort, which spanned twenty-five years, began in February 1934. At the time, Lattimore had not yet assumed responsibility for park management, but was working as a Historical Technician for the Office of National Parks, Buildings, and Reservations in Savannah. Early attempts by Lattimore to interest George Putnam, the Commissioner of Lighthouses, about transferring the Cockspur Island Lighthouse to the NPS were fruitless. In 1937, Lattimore contacted NPS Director Arno Cammerer with regard to the structure's acquisition. He expressed concern over the need to protect the picturesque lighthouse and to prevent it from being used as a fishing camp. Cammerer contacted H.D. King, the new Commissioner of Lighthouses, who responded that the Lighthouse Service would not oppose the station's transfer to the NPS as long as the light was adequately maintained for navigational purposes. Possibly there was a "gentlemen's agreement" between the two services that this was to occur, as later correspondence by Lattimore suggests, but formal records are unavailable. At any rate, two events soon conspired to prevent further action. First, the Lighthouse Service merged with the Coast Guard in 1939, a development that probably complicated the transfer bureaucratically. More importantly, however, the beginning of World War II reprioritized official interests. The transfer of the light to the park was no longer an issue as the park prepared for its own transfer to the War Department.[34]

In 1949, two years after the NPS regained jurisdiction over Fort Pulaski NM following the war, Superintendent Lattimore received a letter from a citizen wishing to purchase the lighthouse. Lattimore was greatly disturbed by any such prospect, which he felt would harm the monument. Writing the regional office, Lattimore argued that the islet upon which the lighthouse stood was within the authorized boundary of the park. Hence, no congressional action was required and the light could simply be transferred by agreement with the Coast Guard. To forestall private parties from acquiring the site, the NPS would have to acquire ownership

29. *Master Plan Fort Pulaski National Monument*, 1971, park files, FPNM.
30. "Superintendent Lattimore's monthly report," January 1954, park files, FPNM.
31. *Master Plan Fort Pulaski National Monument*, 1971, park files, FPNM.
32. nteragency Agreement Between the National Park Service and the United States Coast Guard, 30 May 1980, reading files, FPNM.
33. Memorandum of Understanding between National Park Service and U.S. Coast Guard, 13 May 1993, reading files, FPNM.
34. Judith E. Collins, *The Cockspur Island Light House Building Number HS-4, Fort Pulaski National Monument* (Atlanta: NPS-SERO, 1994), 11-12. See Collins's report to obtain her definitive and thoroughly documented account of how the NPS acquired the lighthouse.

and the official records to prove it. Lattimore renewed his efforts to complete the transfer. The Coast Guard, owner of the light since 1939, offered no objection to the transfer. In fact, by 1949 the agency had determined that the light was no longer of navigational use, even as a daymark, and had stopped maintaining it. Unfortunately, an NPS Associate Director intervened and halted the process. The official believed that the monument's authorized boundary included only lands formerly under the jurisdiction of the Secretary of War. The small lighthouse islet had never been under this jurisdiction, as specified in the Act of June 26, 1936, that expanded the boundary of Fort Pulaski NM. Legally, therefore, new legislation was required to incorporate the light within the park. For this reason, progress with the transfer was again forestalled.[35]

In 1955, Superintendent Lattimore became aware that the Coast Guard was planning to dispose of the Cockspur Island Lighthouse. His realization was sudden and startling. On March 4, the NPS intervened in the efforts of two salvage operators, the Zipperer brothers of Savannah, who were apprehended by the Coast Guard while attempting to tear down the light. By the time their activity was uncovered, the staircase had already disappeared. Ironically, the brothers claimed that the Coast Guard had given them the light, whose old Savannah Gray brick they planned to reuse. While it was not true that the Coast Guard had given the light away, the agency was close to declaring the beacon as "excess" property. Lattimore wrote to the NPS Regional Director asking that the office seek assurance from the Coast Guard not to sell the "endangered structure" without notifying the Park Service. In October 1955, in response to this letter, the Coast Guard notified the NPS that they were indeed planning to declare the lighthouse as excess. In this situation, the General Services Administration (GSA) was to acquire the property, evaluate its worth, and make it available for public auction. As Lattimore wrote, "Sale of this item to private parties for exploitation or salvage operation would be most embarrassing to the monument." This prospect was certainly unappealing. The time had come for a final effort by the Park Service to acquire the light. The major problem was that the beacon was still outside the park's authorized boundary and legislative authority was required.[36]

In January 1956, the Coast Guard informed NPS Director Conrad Wirth that the agency was disposing of the Cockspur Island Lighthouse, whose value was deemed to be fifty dollars! In February 1956, the Director requested the Legislative Counsel in the Office of the Solicitor to draft the lighthouse transfer legislation, which was to be submitted to Congress by a sympathetic representative. Wirth asked the Coast Guard to hold the structure for transfer until this legislation passed and the GSA determined that the transfer was in the best interest of the government. The Solicitor advised that it might be possible to carry out the transfer through a presidential proclamation. The Coast Guard was anxious to move the transfer along. In July 1957, the Associate Director of the NPS wrote to Vice Admiral Alfred C. Richmond, Commandant of the Coast Guard, proposing that the lighthouse be temporarily assigned to the NPS under a special GSA rule (Regulation 2-IV-202.08). While the Presidential Proclamation was being reviewed by the Department of the Interior, the Acting Director of the Division of Recreation Resource Planning informed the Regional Director that a formal application for the transfer of the lighthouse was necessary. Superintendent Lattimore completed these forms for the GSA in November 1957, and by June 1958, the GSA authorized the Coast Guard to transfer the lighthouse.[37]

In April 1959, Director Wirth wrote Coast Guard Vice Admiral Richmond enclosing a copy of "Presidential Proclamation 3254" of August 14, 1958 (as published in the Federal Register, August 20, 1958). The Proclamation provided for the transfer the Cockspur Island Lighthouse to Fort Pulaski NM. On May 13, 1959, Director Wirth endorsed a receipt from the admiral acknowledging NPS custody of the lighthouse. Even with this event, however, bureaucracy interceded. Before the transfer could be finalized, Acting Regional Director Lisle wrote the Director to explain that the transfer had not been recorded on the "Fixed Asset Records" for the monument because of absent data on NPS forms regarding the value of the land on which the lighthouse stood. Lattimore had failed to provide this

35. Ibid., 12-13.
36. Ibid., 13-15.
37. Ibid., 15-18.

information because the NPS had not acquired the lighthouse through purchase. This lapse took two more years to resolve. The transfer was finally, officially completed in 1960 when Superintendent Lattimore submitted to the Acting Regional Director the estimated property value data. The National Register of Historic Places nomination for the lighthouse was completed in 1972. It was approved and added to the National Register in 1976.[38]

Savannah Bar Pilots

The Savannah Bar Pilots and their collective, the Savannah Pilots Association, have roots that trace to the early days of the Colony of Georgia. Reportedly, William Lyford established a pilot house near Fort George on Cockspur Island in 1768. The State Board of Commissioners of Pilotage at the Port of Savannah currently regulates the Bar Pilots, who earn their keep by facilitating safe passage to and from the port through the difficult-to-navigate waters of the Savannah River. Individual ships or shipping companies pay the pilots for these services. Cockspur Island provides a convenient location for the Bar Pilots dock and facilities because every commercial vessel entering or leaving the Savannah River must have a pilot on board.[39]

In 1940, the Savannah Bar Pilots moved their operations from Lazaretto Creek to the west end of Cockspur Island. At first, the Bar Pilots requested the use of quarters and the dock on the North Channel of the island, but the NPS Coordinating Superintendent opposed their presence. He felt that they had no historical association with the park. Superintendent Holland disagreed due to the relevance of the operation of the Savannah Harbor. The NPS Acting Director concurred with Holland and approved the proposal in October 1940. This decision was taken in light of the public service that would benefit the park during weather emergencies and because it would receive immediate notice of advancing storms. Annual rent for the Savannah Bar Pilots was set at seventy dollars.[40]

The Bar Pilots soon moved into a dormitory and two small buildings and occupied this facility under a special use permit that was renewed annually. This arrangement worked until the early 1970s, by which time the Bar Pilots' buildings had deteriorated. Fort Pulaski's 1971 *Master Plan* thus recommended that the Savannah Pilots Association replace its "outmoded and unsightly" buildings with facilities approved by the NPS. The Bar Pilots' facilities were located partly within the Corps of Engineers reserve on Cockspur Island, so Corps consent was also needed to construct any facilities within the easement. Despite the *Master Plan*, when the Georgia Ports Authority requested access to the wharf used by the Bar Pilots, the NPS briefly considered the Authority's proposal to establish a transfer shipping facility on Cockspur Island on condition that the Bar Pilots and their facilities be removed. Managers eventually rejected this notion, however. Potential problems included resource damage, especially from oil or debris spillage and noise, which were likely to be worse than problems caused by pilot activities. It was also considered a "difficult" or unfair position. As a result the Authority's request was turned down. In 1973, the NPS issued a twenty-year special use permit to the Bar Pilots to construct, maintain, and use living quarters, a dock, and fuel supply system, and a parking area on its .67-acre lot. With a long-term lease in place, the Bar Pilots completed renovations. The new dormitory they built stands at the location of the previous Bar Pilots building. With friction between the Bar Pilots and the park over the facility conditions reduced, the NPS renewed the Association's special use permit in 1993 and again in 1998.[41]

Resistance to cooperation with the Savannah Pilots Association, as well as the U.S. Coast Guard, results from the constant fear of the expansion of non-park activities within the park's boundary by other government agencies. As noted in the park's "Statement for Management" in 1994, "facility additions" by these two organizations "have resulted in significant impacts on resource protection within the monument." The historic use of Fort Pulaski NM by various federal agencies, especially the U.S.

38. Ibid., 18-20.
39. Breen to Regional Director, 29 August 1992, park files, FPNM; "Special Use Permits," reading files, FPNM; District Engineer to Advisory Council on Historic Preservation, 27 November 1972, "Fort Pulaski National Monument," Georgia State Historic Preservation Office files, Atlanta, Georgia.
40. Acting Director to Director, 27 September 1940, RG 79, Box 70, National Archives, Philadelphia.
41. Superintendent to Regional Director, July 22, 1971, reading files, FPNM; "Superintendent's Annual Report," 1973, park files, FPNM.

Navy and the U.S. Army Corps of Engineers, and continuing expressions of interest by state authorities and local groups for access to the park, have made such resistance increasingly appropriate to protect park resources for posterity.[42]

Cooperative Activities

One way parks magnify the impact of good management is through cooperative activities. By cooperating with local governments, universities, friends and civic groups, and especially volunteers, parks can greatly multiply efforts otherwise limited by their own budgetary and staff restrictions. Fort Pulaski NM has engaged in numerous cooperative activities over the past several decades. One notable example of such cooperation is the agreement with the Eastern National Parks and Monuments Association (ENPMA), which operates sales outlets at numerous national parks, including Fort Pulaski. ENPMA sells park-approved items and manages the park bookstore. A percentage of the proceeds from this ENPMA activity are provided to the park each year as a supplemental funding source. As an example, ENPMA sales in 2000 totaled $134,089. In that year, ENPMA funding allowed the park to sponsor two special projects. The first was a research study on the impact of the Union victory at Fort Pulaski upon the emancipation of African-American slaves and the second was a museum exhibit about General David Hunter, Count Casimir Pulaski, and the "Crowned Eagle" (Poland's national symbol). The cost for these projects was $5,719.[43] Various friends groups are another important source of aid and funding contributions that extend park interpretive and preservation goals. The Friends of Cockspur Island Lighthouse, for example, was organized by concerned locals and made generous contributions to help restore and maintain the park's picturesque and historic lighthouse. Other groups have provided funding to improve wayside exhibits or to procure historic artifacts. While not every cooperative partnership can be mentioned, all have been important. Several major cooperative relationships are highlighted below.

Chatham County

As with other parks, Fort Pulaski cooperates with local authorities. The park uses Special Use Permits (SUPs), Memoranda of Agreement (MOAs), and Memoranda of Understanding (MOUs) to manage certain facilities within its boundary. These protocols free park employees to focus on other concerns. For example, the monument owns Lazaretto Creek on McQueen's Island. In 1962, the park issued a special use permit that allowed Chatham County to construct a public boat ramp. In 1984, the county converted the old dock into a public fishing pier and built a new ramp and parking lot. Since then, the Chatham County Department of Parks and Recreation has maintained and operated the public facility under another special use permit with the Chatham County Commission. A new fishing dock replaced the old one in 1995. In 2000, the NPS renewed the permit to maintain the boat ramp, public fishing pier, and parking area. In another example in 1990, the "Rails to Trails" committee was formed to plan the construction of a multi-purpose nature/bike trail on the old abandoned railroad grade running parallel to U.S. 80 on McQueen's Island. In 1994, the park issued a special use permit to the Chatham County Commissioners to maintain the trail and renewed the permit in 1999.[44]

Another major area of long-term cooperation between Fort Pulaski and Chatham County is the perennial struggle to combat mosquitoes. The NPS first began to confront this major park nuisance in 1939, when O.B. Taylor, an NPS wildlife technician, suggested constructing drains beneath U.S. 80 to ensure proper island drainage and to control mosquitoes between the highway and old railroad grade.[45] Taylor's recommendations were not fully implemented by World War II, and the problem worsened after a 1947 hurricane. In 1949, the park obtained mosquito-control aid from the U.S. Public Health Service, which sprayed the island, but such effort alone was unsatisfactory.[46] Beginning in 1960, the Chatham County Mosquito Control Commission (CCMC) offered its knowledge, manpower, pesticides, and equipment to the monument. In 1961, Fort Pulaski and the CCMC cooperated in a

42. "Fort Pulaski National Monument Statement for Management," 1994, 24, park files, FPNM.
43. Superintendent's Annual Report," 2000, park files, FPNM.
44. "Special Use Permits," reading files, FPNM.
45. "Special Report on Fort Pulaski National Monument," 1939, microfiche files, National Park Service, Southeast Regional Office (hereafter SERO), Atlanta.
46. "Superintendent's monthly report," October 1949, park files, FPNM.

major effort that recalled Taylor's plan from 1939. The CCMC provided a dragline (a scoop attached to a crane) to excavate a canal through the swampy area between the highway and the railroad grade. The operation was considered a great success in destroying mosquitoes.[47] The CCMC also treated the utility area by aerial spraying. Later, it filled low areas with sand and shell, excavated a canal along the eastern dike, and created a deep ditch system north of the fort to drain the marshy area behind spoil banks.[48] This project was so useful that Fort Pulaski signed an MOU with Chatham County, renewed every five years, that allows the CCMC to continue to conduct its activities at the park. Under this agreement, most recently renewed in 1997, the CCMC maintains ditches, treats for mosquitoes, conducts park-wide mosquito population counts, and provides collected data to park management.[49]

Volunteers

In 1970, a public law authorized the Park Service to form the Volunteers-in-Parks Program (VIP). The VIP program enabled the NPS to use voluntary help from the public in such a way that it benefited both the NPS and the volunteers. Reminiscent of the Civilian Conservation Corps guides of the 1930s, VIP participants have become important to Fort Pulaski in providing the general public with a satisfactory park experience. Since the early 1970s, volunteer contributions have made many popular interpretation programs at Fort Pulaski possible. The incorporation of volunteer service in the past few decades solved many problems experienced by an understaffed park.

Initially, VIPs at Fort Pulaski NM assisted with park interpretation. The first VIPs were three women who served period food while dressed in period attire. As the American Bicentennial approached, the volunteers numbered twelve. A favorite activity for male VIPs was to perform firing demonstrations using historical weapons. Park Historian Kent Taylor trained VIPs to understand the park's history, to handle demonstration equipment, and to interpret the fort's history to the public. Taylor noted that using the enthusiastic VIPs in interpretation proved to be more cost efficient than employing park staff. By 1976, the living history program at Fort Pulaski relied almost exclusively on the VIP program, which operated from September to May. The twenty VIP participants in 1977 volunteered 1,600 hours of their time. The number of volunteers decreased briefly during the energy crisis in 1979 and 1980 due to the park's cutbacks in interpretive programs. By the mid-1980s, however, the VIP program grew substantially, and 154 volunteers donated 3,400 hours in 1987. These volunteers were mostly local people who participated primarily in interpretive services for special events and encampments. In the early 1990s, the number of VIP hours continued to increase, and some volunteers assisted with curatorial duties, maintenance tasks, and resource management jobs.[50] By the 1996, the park also utilized 16 percent of the volunteer hours for administrative duties.

Other volunteer groups have made important contributions to the maintenance of Fort Pulaski NM. For example, many youth organizations have performed clean-up work on Cockspur Island. In 1989, a Savannah Boy Scout troop also helped to clear trail vegetation, cleaned and relocated informational signs, and scraped graffiti from Battery Hambright.[51] In 1996, work provided by the Chatham-Savannah Youth Service Corps was a substantial portion of the volunteer contributions needed to complete the McQueen's Island Historic Trail on the old railroad grade. Thirty-two participating youths cut back plants, cleared debris, and constructed picnic tables along the trail.[52] In 1999, members of AmeriCorps, a new national service organization for young adults, painted nine interior fort rooms, sealed door arches, and salvaged damaged bricks from the Cockspur Island Lighthouse.[53]

Youth Conservation Corps

Since the 1970s, Youth Conservation Corps Program (YCC) summer workers have accomplished numerous maintenance, interpretation, and administrative tasks at Fort Pulaski NM. The work-earn-learn program for teenagers started in 1970 after legislation was passed to prepare American youth for

47. "Superintendent's monthly report," November 1961, park files, FPNM.
48. "Improvement to Drainage," Narrative Report, 18 April 1963, park files, FPNM.
49. Memorandum of Understanding, reading files, FPNM.
50. "Superintendent's Annual Report," 1972-2000, park files, FPNM.
51. "Scouts Clean Up Pulaski Pier," *Islands Close-up,* 16 November 1989, Conservation files, FPNM.
52. "Volunteers Make Park Director's Vision a Reality," *Savannah Morning News,* 7 May 1996, Conservation files, FPNM.
53. "AmeriCorps Members Help Maintain Fort Pulaski," *Islands Close-up*, 1 July 1999, Conservation files, FPNM.

managing and maintaining natural resources. The program is a cooperative effort between the U.S. Forest Service, the U.S. Fish and Wildlife Service, and the NPS, the lead agency.[54]

Fort Pulaski's participation in the YCC program each year has depended on four factors. First, funding for the program has had to be available when requested by the park. Second, if the park could not identify suitable YCC projects for a given fiscal year, management has had to forgo the YCC option. Third, lack of a permanent staff member to serve as a YCC leader has hampered implementation of the program. Finally, when too few students wish to participate in the YCC, the park does not host the program.[55] Despite such difficulties and inconsistencies, Fort Pulaski has successfully utilized the YCC program. Several successful efforts can be listed. For example, in 1977 YCC enrollees controlled soil erosion at the park and repaired Battery Hambright. They also completed various park maintenance projects during the summers of 1983 and 1984. The park again employed YCC help in 1992. In addition to regular maintenance activities, the crew removed vegetation from historic structures, cleaned and painted carriages and sling carts, and built concrete fire hose houses. From 1997 to 2000, the YCC improved nature trails and assisted in the restorations of the historic cottage, the fort terreplein, and the Cockspur Island Lighthouse. The youths were also given interpretive and administrative responsibilities.[56]

Management Issues

As discussed in previous chapters, early managers at Fort Pulaski NM sought to preserve the fort and grounds to make it safe and accessible to the public. Mission 66 focused funds on staff improvements, establishing better interpretive programs, and restoring historic resources on the island other than the fort. By the 1970s, park management became interested in other issues affecting the park. In particular, management sought to improve the diversity of the work force by hiring more women and minorities. More studies on the natural resources at Cockspur Island were desired, along with eliminating the chance of future deposition of dredge spoils and forestalling outside development. However, by the 1980s and 1990s, growing visitation, indirect visual effects, increasing interest in outside development, and non-park expansion became issues for park management to address.

Responding to the energy crisis of 1979-1980, Fort Pulaski management introduced several energy-saving policies. The park offered public transportation for visitors, but very few people took advantage of the service. When the park imposed travel restrictions for employees in 1979 to reduce energy consumption, management believed their success in cutting energy penalized the park. The budget for the next fiscal year (1980) reduced allocated travel funds. Another way to save energy at Fort Pulaski included discontinuing the after-hours summer Candle Lantern Tours. Although this cost-cutting measure had more to do with staff overtime than with energy consumption, the event "necessitated additional energy usage," such as electricity for the Visitor Center where participants socialized or changed into period clothing.[57]

The park's *Statement for Management* reports in 1989 and 1994 pointed out that more visitors to the park meant increasing staff to ensure high quality service. Management presented the objective of developing and exploring "new and inventive methods" in visitor services.[58] These services included providing a more multi-cultural approach to interpretation and services to accommodate people with disabilities. NPS management reports also addressed the need to examine both the impact of pedestrian traffic on cultural resources and the impact of increased park recreational activities on natural resources. Approximately 75,000 people each year used the boat ramp and fishing pier at Lazaretto Creek.

54. U.S. Dept. of the Interior/U.S. Dept. of Agriculture-Forest Service, *YCC at Work: The 1979 Program Year* (Washington, DC: U.S. Dept. of the Interior/U.S. Dept. of Agriculture-Forest Service, 1979).
55. John Breen, FPNM, letter to author, 1 August 2001.
56. "Superintendent's Annual Reports," 1972-2000, park files, FPNM.
57. Superintendent Webb to Associate Regional Director, 21 February 1980, reading files, FPNM; Superintendent Webb toRegional Director, 15 January 1980, reading files, FPNM; Superintendent Webb to Regional Director, 1 May 1980, reading files, FPNM; Regional Director to Superintendent, 1 May 1980, reading files, FPNM.
58. "Statement for Management," 1989, microfiche files, NPS-SERO.

During the 1930s and 1940s, Civilian Conservation Corps projects focused on maintaining the viewshed toward the fort by clearing away surrounding vegetation. After the park expanded and outlying archeological sites were identified, concern shifted to how to improve the viewshed looking away from the fort toward Battery Halleck and the North and South Channels. The preservation of this visual corridor that amply illustrates the strategic advantages of the fort became a management objective in the 1990s. In 1996, the relocation of the parking area to a spot not visible from the fort was also discussed in the General Management Plan alternatives.[59]

In addition to the physical threat of encroaching development on McQueen's and other neighboring islands, the visual impact from potential outside development troubled park management by the 1970s.[60] Incompatible development could interfere with the historic scene within the park. In 1994, to curtail such problems, management emphasized making Fort Pulaski's position on preservation and development issues better known and understood by neighbors and local governments.[61] This was especially important in 1996 when Chatham County proposed widening US Highway 80, for which it required additional rights-of-way from the NPS. This project would have disturbed the historic setting and environment by raising the roadbed, imposed new development on undisturbed marshland, and destroyed the McQueen's Island Trail. The park aired its view during meetings with all parties and advised the NPS Director to deny additional rights-of-way until park concerns were met.[62] In 1997, to help protect the park's landscape, the NPS produced a *Cultural Landscape Inventory (Level I)*. The inventory identified and evaluated the condition of the monument's historic landscape. This document traced the evolution of the park's landscape across World War II, the Mission 66 era of development, and changes to the landscape through the 1990s. A note attached by Cari Goetheus of the Southeast Regional Office pointed out several management options.

Non-park expansion, such as additions to the U.S. Coast Guard and Savannah Pilots Association facilities at Cockspur Island since the 1970s, also impacted resource protection within the monument. Visually, these modern facilities failed to blend in with the historic character of the park. Plus, potential fires or accidents at these stations are a hazard to the nearby historic cottage and the natural environment. The U.S. Army Corps of Engineers, its dredging practices, and other harbor activities that affect the stability of Cockspur Island's north shore are other major long-term issues at Fort Pulaski. Some of these issues were successfully resolved during the late 1990s, as related in the following chapter. Nevertheless, protection of the shoreline, which is jeopardized by periodic dredging, and the dike system surrounding the historic district, which is subject to natural erosion and tidal overflows, remains an important management goal.

Other major management considerations in the 1990s involved developing a Collection Management Plan, a Museum Housekeeping Plan for artifact preservation, a maintenance guide for the preservation of historic buildings, an Historic American Building Survey documentation study, an archeological assessment to evaluate potential impacts to archeological resources, updated flora and fauna studies, and a long-term program to monitor the water and air quality at the park. The accomplishments of these projects are also discussed in the following chapter.[63]

59. "General Management Plan 1996-97," park files, FPNM.
60. *Master Plan Fort Pulaski National Monument*, 1971, 8,13.
61. "Statement for Management," 1994, microfiche files, NPS-SERO.
62. "Current Major Issues at Fort Pulaski National Monument," 1996, Fort Pulaski file folder, NPS-SERO Cultural Resource Library.
63. "Statement for Management," 1994.

Chapter Seven: Resource Management and Law Enforcement

The negative effects of climate, visitor use, pollution, disease and pests, and criminal activity necessitate careful management of both cultural and natural resources. Through the years Fort Pulaski National Monument has addressed these issues by investing in natural and social science research, curatorial management, physical restoration and reconditioning, and increased law enforcement and park safety efforts. These measures are designed to help protect the park's historic artifacts, structures, and landscapes, as well as its water ecosystems and associated flora and fauna.

Cultural Resource Management

Archeological Investigations

In 1934, historian and future Fort Pulaski Superintendent Ralston Lattimore became interested in locating the ruins of Fort Greene and Fort George. He and other NPS staff walked the southeastern portion of Cockspur Island looking for visible signs of the old forts. Although they were probably in the right location, no evidence of the forts was observed. Around this time, Civilian Conservation Corps workers discovered heavy timber pilings driven several hundred feet from the shoreline (extending into the South Channel) while digging a drainage canal at the southeastern part of the island. Lattimore believed that the crew had stumbled upon the remnants of the old fort wharf.[1] In 1958, years after his first efforts, Lattimore resumed his attempt to locate Fort Greene and Fort George. He and NPS archaeologist John Griffin conducted a basic surface survey but failed to identify either site, and the two agreed that excavations were necessary to locate the sites.[2] This was the only serious archeological survey conducted prior to the park's national register nomination, submitted in 1973 and approved in 1974. In 1965, the park did discover two Parrot riffles near Battery Hambright, but these artifacts were brought to light by illegal relic hunters who alerted park staff anonymously.[3] Many years passed before other archeological investigations occurred at Fort Pulaski. Park staff considered their own equipment and training to be inadequate for such study.[4] Then, in 1973, divers from the U.S. Army Corps of Engineers were enlisted to conduct an underwater search for artifacts in the ten cisterns around the fort and the moat. They recovered Civil War-period shoes, a handspike for a heavy gun carriage, casemate door hinges, a wooden shell sabot, and twenty-two cannon balls from the moat.[5]

The Archeological Resources Protection Act (ARPA) of 1979 ushered in a new period of archeological investigations at Fort Pulaski and elsewhere. The Act was passed to protect irreplaceable and endangered archeological resources and sites on public lands. It also fostered informational exchange between government agencies, professional archaeologists, and private landowners possessing archeological collections obtained prior to the Act.[6] After ARPA, a permit was required to dig on federal lands, including national parks. Violators could then be fined or imprisoned if caught digging

1. Lou Groh, Southeast Archeological Center, draft review comments, 7 November 2001.
2. John H. Jameson Jr., *Archeological Issues at Fort Pulaski National Monument, Georgia* (Tallahassee: Southeast Archeological Center National Park Service, 1998).
3. "Annual Interpretive Services Narrative" 1965, park files, Fort Pulaski National Monument (hereafter, FPNM).
4. Jameson Jr.
5. Edward L. Trout, Park Historian, to 77th Engineering Company, 15 February 1973, reading files, FPNM.
6. Public Law 95, 96th Congress (31 October 1979), *Archeological Resource Protection Act of 1979*.

without a permit, a fact that gave park managers better leverage in protecting archeological resources. At Fort Pulaski, ARPA directly improved the relationship between government agencies and professional archaeologists. Moreover, the precise location of some Civil War archeological sites at Fort Pulaski remained unknown before ARPA. After ARPA, more funding became available to initiate important archeological studies that helped to locate sites and better explain the park's history.

Most observers had long presumed that no Civil War batteries associated with the Union assault on Fort Pulaski survived years of human disturbance. In 1989, however, staff rangers Talley Kirkland and Kent Cave researched various maps and created a new theory. They proposed that the elevated ground corresponding to the location of Battery Halleck on Civil War and modern maps was actually Spanish Hammock on McQueen's Island. Edward L. Trout, former historian at Fort Pulaski, agreed with the rangers and contacted the Interagency Archeological Services Division of the NPS Southeast Regional Office for assistance. As a result, the NPS sent a team of archaeologists to test the theory in 1990. Archaeologists David Anderson and John Jameson placed test units among a series of depressions on the sand hammock two hundred feet south of U.S. 80 and one mile southeast of Fort Pulaski. The depressions corresponded with the location, size, and spacing of a mortar battery that contained platforms, a powder magazine, and a loading room. The team also found heavily eroded iron fragments. Their discovery amounted to nothing less than Battery Halleck! It was in a remarkably preserved state. The archaeologists recommended further archeological studies of the resource, along with restoration for public interpretation.[7] Since 1990, the park has been working with the Conservation Fund, the Trust for Public Land, Coastal Georgia Land Trust, Tybee Land Trust, the Association for the Preservation of Civil War Sites, and the property's owner to preserve or purchase the site, which is the only known surviving Union gun emplacement from the battle for Fort Pulaski.

Throughout the 1990s researchers conducted several other archeological studies at the monument. Indeed, archeology provided park staff with significant training experiences. Just as archaeologists helped to solve one historical puzzle, a new research question surfaced. In 1995, archaeologists from the Southeast Archeological Center (SEAC) excavated a refuse area exposed by Chatham County workers at the northwest corner of the main feeder ditch on Cockspur Island. The team unearthed broken bricks and mortar possibly dumped there when Union troops repaired fort damages after the 1862 battle. In 1996, John Cornelison of SEAC investigated the dike system that stretched from Battery Hambright to the fort, along with the mosquito ditch west of the causeway. He noted forty-seven instances of unauthorized disturbances to archeological resources. The next year, SEAC dug two trenches to reveal the stratigraphic history of dike construction and repair at Cockspur Island.[8]

Archeological research at Fort Pulaski next focused on the cemetery north of the fort demilune. Curiosity about the identities and number of gravesites at the cemetery extends back to the early twentieth century. Work to improve Fort Pulaski in the 1920s led to the discovery of two marked gravesites off the northwest bastion of the fort dating to 1802 and 1872. Historical records from the 1860s indicated that thirteen of "The Immortal Six Hundred" prisoners also lay buried in this area. To positively identify each grave, SEAC conducted two remote-sensing surveys in 1994 and 1997, which produced inconclusive results. SEAC returned in 1998 and discovered several burials that were oriented upon a north-to-south axis. This finding was unexpected, as typical Civil War-era burials were placed upon an east-to-west bearing. The archaeologists thus hypothesized that the coffin burials reflected cemetery reuse after the Civil War by civilians and military personnel living on Cockspur Island. Research conducted by Mauriel Joslyn, author and historian, and John Jameson, SEAC archaeologist, supported this conclusion. Joslyn recovered documents that stated that the Union soldiers, who were buried in an area of the cemetery designated for the "Rhode Island Volunteers," were exhumed after the war. This event left that bay of the cemetery available for later interments. Jameson recovered documents from the National Archives and Records Administration listing the names of several indi-

7. David G. Anderson, *Test Excavations at Civil War Period Battery Halleck Fort Pulaski National Monument Chatham County, Georgia* (Atlanta: Interagency Archeological Services Division, National Park Service, 1995).
8. Jameson, *Archeological Issues at Fort Pulaski National Monument, Georgia,* 5-6.

viduals buried in the Fort Pulaski cemetery during the 1870s, which helped confirm this theory.[9]

In 1999, SEAC removed the top fifteen to twenty-five centimeters of soil in the presumed cemetery area. Investigators exposed thirty-seven gravesites identified by a mottled, distinguishable soil matrix. Most of these graves were positioned on the Civil War-style east-to-west bearing. The archaeologists believed that more graves lay outside of the excavated area. They found evidence of disturbance from the Confederate cannon, buried muzzle down, near the center of the cemetery, and from CCC activities in the 1930s when fill soil was placed on the north part of the cemetery. The excavation also revealed fill soil, placed there at an unknown date, along the slope leading from the cemetery to the moat. A stone monument from Fort Screven commemorating Lieutenant Henry Sims Morgan, who perished in an attempt to rescue a Norwegian ship during the hurricane of 1898, stood in the cemetery from 1950 to 1994. A walkway was also constructed around Lieutenant Robert Rowan's grave in the 1970s. SEAC archaeologists found soil disturbance associated with each of these activities.[10]

In the 1990s, the NPS developed plans to manage Fort Pulaski's archeological sites and historic objects *in situ,* that is, so they remained within their prehistoric or historic contexts. Archeological sites prior to European contact, mostly in the form of shell middens, probably exist in the fort and battlefield area. Other archeological sites related to Union batteries, CCC camps, and the construction village raised management concerns. As noted in the park's 1995 *Collection Management Plan* (CMP), such sites need to be accounted for within a baseline inventory from which accurate maps can be developed and updated. The CMP informed park management that archeological and historic objects not removed from the field still require appropriate maintenance, storage, and conservation.[11]

Collections Management

The maintenance of archival and museum records is important in the use, preservation, and protection of historic resources. Archival records pertain to the park's official correspondence, historical files relating to the park's creation, resource management files, the papers of individuals important in the park's history, etc. Museum records document the ownership, origins, treatment, and related information pertaining to the park's museum objects and artifacts. At Fort Pulaski, an accession book in the museum storage area has documented legal title and ownership of its museum collection throughout the park's history. A re-compilation of the accession book was produced in 1971. The park also maintains accession file folders, incoming and outgoing loan records, catalog records containing property management and documentary information, and computer files with both accession and catalog records.[12]

According to Fort Pulaski's 1995 *Collection Management Plan*, approximately 35,979 archeological, historic, and archival objects comprised the park's museum collection in the 1990s. Archeological artifacts included bottles, building tools and materials, cannon shells, soldier accoutrements, and miscellaneous fort and garrison life objects, while the historic artifacts were composed of Civil War-era ordnance items, uniforms, non-site period furnishings, arms and ammunition, architectural fragments, and several original flags. Archival materials at the park consist of inactive park files, maps, drawings, and plans.[13] In the 1990s, the Southeast Archeological Center managed several of the park's artifacts and archival items, which were on loan for storage and accountability.[14]

Since constructed in 1985, the prefabricated, climate-controlled "Bally" building located within a casement inside the fort has held the primary museum study collection and archives at Fort Pulaski NM. Alternatives to this facility, namely an addition to the Visitor Center or an entirely new facility constructed at the maintenance area, were deemed either too expensive or too visually intrusive. The present arrangement maximizes ease of staff access and flexibility in planning future needs (Bally buildings can be moved or expanded in

9. Lou Groh, Southeast Archeological Center, draft review comments, 7 November 2001.
10. Lou Groh, *Archeological Investigations at Fort Pulaski National Monument Chatham County, Georgia* (Atlanta: National Park Service, Southeast Regional Office [hereafter, NPS-SERO], 1999).
11. Kathyrn A. Lang and Sara L. Van Beck, *Fort Pulaski National Monument Collection Management Plan,* 1995, NPS-SERO.
12. Ibid.
13. "Fort Pulaski National Monument Scope of Collection Statement," 1997, park files, FPNM.
14. Kathyrn A. Lang and Sara L. Van Beck, 1995.

capacity) with proper storage conditions while not harming the historic fabric of the fort. Removed from the humidity, salt air, light, and fluctuating annual temperatures that cause chemical, physical, and biological deterioration, artifacts and archival material are stored in this protective climate and low-impact environment.[15] However, many artifacts displayed outdoors or in casemates are still vulnerable to adverse environmental conditions including pollutants, dust, and biological infestation. To alleviate these problems and preserve the objects on display, a preventative conservation program of regular inspections and cleaning, security measures, and adherence to proper NPS artifact handling requirements was recommended in the park's *Collection Management Plan* in 1995. Furthermore, with the park continuing to remove historic furnishings from exhibits, the plan emphasized the need for expanded storage space and the construction of a new storage facility.[16]

During the 1990s several surveys and assessments addressed other collections management concerns. In 1990, park management drafted an approved Resource Management Plan (RMP) to identify and rank natural and cultural resource management problems. One issue raised in this document included installing a new security and fire alarm system designed not to harm the museum storage facility. The park installed a new system in 1992 and conducted a Museum Fire and Security Survey in early 1995 to provide further recommendations on safely protecting the museum. A Collection Condition Survey, drafted in 1993, discussed the need to develop a treatment strategy and schedule, rather than treating objects only after signs of deterioration became visible. The following year, the park installed an important preventative for ultraviolet light damage to historic textiles on display in the Visitor Center. Protective window tinting covered doors and windows while shields were placed around the fluorescent lighting. The park also adjusted lights in the Visitor Center so that they pointed toward the roof, away from the objects. In 1994, a Plan for Museum Collection Records also recommended making the Automated National Catalog System (ANCS) database usable for the entire museum collection by conducting an inventory of all objects cataloged or not cataloged and accordingly editing and completing the database.[17] In December 1999, a Records Management Review presented findings to provide support and guidance for the park's museum archives. At this time, the park had not entered all archival records into ANCS due to the large volume of park archival documents. As of early 2002, the park planned to have an archivist sort through the material to determine the valuable ones to be included in the catalog system.[18] Obviously, staffing shortfalls make manpower intensive projects difficult to complete.

Many artifacts and objects in Fort Pulaski's museum collection came from park excavations or donations. However, the park has also purchased historic objects relevant to its historic theme and period. In 1989, $4,300 from the park's donation account was used for the transfer of two Civil War-era sling carts to Fort Pulaski. The valuable carts, once used to handle heavy metal cannons, were found abandoned at a naval base in San Diego. Experts believe the carts are two of the last known surviving examples of their type. Civil War photographs reveal that Fort Pulaski utilized similar sling carts made of hand-forged iron.[19] When this equipment was transferred to the park in 1991, staff had to modify a fort casement to adapt the sling carts for presentation in the humid southeastern coastal environment.[20] Further stabilization of the carts included brushing off surface rust, coating the metal with a rust inhibitor, and monitoring the swelling of wooden parts.[21] In procuring museum items, it is critical not to misfile or eliminate records that establish clear NPS ownership or rights. Frequently, parks are legally challenged to prove their copyrights or ownership of items that were obtained by donation or commission. For example, in 2000 a woman filed suit against Fort Pulaski to obtain ownership of original drawings by Robert E. Lee donated to the park by the woman's stepfather.

15. "Resource Management Plan Fort Pulaski National Monument," 1990, park files, FPNM; Don Cumberland Jr., "Museum Collection Storage, Number 1," *Preservation Tech Notes* (Washington, D.C.: NPS, 1985), NPS-SERO.
16. Kathyrn A. Lang and Sara L. Van Beck, 1995, 36.
17. Ibid.
18. John Breen, FPNM, telephone conversation with author, 29 January 2002.
19. Gene Downs, "Holding Down the Fort," *Islands Close-up,* 9 March 1989, park files, FPNM.
20. "Superintendent's Annual Report," 1991, park files, FPNM.
21. Kathyrn A. Lang and Sara L. Van Beck, 1995, 75.

Working with the Regional Solicitor's Office and the U.S. Attorney's Office, park staff demonstrated NPS ownership and the suit was dropped.[22]

Artifact Preservation

During its first six years as a national monument, Fort Pulaski engaged in a major restoration program to prepare the fort, historic landscape, trails, and roads for public visitation. At the same time, the park's artifacts were prepared for proper storage and display. Approximately one thousand objects came from the CCC moat and ditch excavation alone.[23] These artifacts included dozens of nineteenth-century bottles, architectural and construction objects, a pair of shoes in good condition, lead musket balls, whiskey bottles from as early as 1825, an earthenware crock, and a copper field plate. Early clean-up work at the fort yielded the discovery of many other artifacts and numerous outbuilding locations on the island. While replacing the flooring in one of the casemates, workers stumbled upon a hidden wheelbarrow load of muskets, possibly stashed by Confederates before the fort surrender.[24] To preserve these and similar historic objects found at Fort Pulaski, the park hired Alexander Heard, a young chemical engineering student from the University of North Carolina. In June 1935, park staff set up a small chemical lab in the fort's northwest bastion where Heard prepared artifacts for the museum collection. Heard completed his work on a large number of iron, glass, and leather artifacts a few months later.[25] In 1934, park historians asked Friedman's Art Store in Savannah to mount and frame the park's photograph collection, which dated to the Civil War. Rather than exhibit the photos in cases, park staff decided that professional framing offered the best protection from the humid coastal weather.[26]

In 1939, an Emergency Relief Administration project sought to excavate and preserve artifacts to better educate the public. Part of this program involved acquiring more guns to mount at the fort. The most common artifacts restored at Fort Pulaski throughout park history include Civil War-era guns, their carriages, and ammunition. In 1939 and 1940, Fort Pulaski received two Blakely rifled cannons from West Point and a Brooke rifle from the Thunderbolt, Georgia, battery site, and two twelve-pound howitzers from Chickamauga and Chattahoochee National Military Park.[27] These guns were mounted in the fort and on the terreplein on reconstructed carriages. In 1947, Reaville Brown built four gun carriages, and a few years later, several more rotted carriages needed to be replaced. The park cleaned and applied two coats of enamel paint on five terreplein guns in 1951.[28] As one of the goals for the Mission 66 program at Fort Pulaski NM in 1963, the park constructed three more cannon carriages. Two Parrot Rifles found near Battery Hambright in 1965 were also cleaned, painted, and mounted on wooden blocks near the fort. In 1971, park management placed all exhibited cannons on a rehabilitation schedule for cleaning, treating, and painting, and in 1974 all carriages were removed for repair.[29]

In 1984, Fort Pulaski contracted the Florida Department of Archives and History for advice on metal artifact treatment. The next year, the U.S. Army Corps of Engineers set up the "Metal Conservation Lab and Artifact Storage facility" at the west end of Cockspur Island. Helicopters from Hunter Army Airfield were used to airlift three cannons, three carriage reproductions, and a metal carriage from the fort terreplein to undergo electrolysis treatment. Electrolysis is a method that uses electric current to oxidize and reduce iron corrosion as well as salt from metal surfaces. The process makes possible additional treatments, such as coatings of varnish that helps prevent further deterioration of an artifact. Four electrolysis tanks were located in a large concrete bunker that had been constructed during World War II. The tanks were used to treat two Fort Pulaski cannons and two cannons and eighty projectiles from the CSS *Georgia*. This Confederate "Ironclad" floating battery defended Savannah from Union forces from 1863 to 1864.

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22. Superintendent's Annual Report," 2000, park files, FPNM.
23. Ibid., 8.
24. "Muskets Hidden in Fort Pulaski," *Savannah Morning News,* 20 September 1934, in "The Story of Fort Pulaski, Savannah River, Georgia," 1945, The Gamble Collection, Savannah Public Library, Savannah.
25. "Superintendent's Monthly Report," August 1935, park files, FPNM.
26. Ralston Lattimore to Verne Chatelain, Chief Historian, NPS, 9 August 1934, File 49, FPNM.
27. John Breen, FPNM, draft review comments, 31 October 2001.
28. "Superintendent Lattimore's monthly reports," 1947-1951, park files, FPNM.
29. "Superintendent's Annual Reports," 1971, 1974, park files, FPNM.

Once treatment was completed in 1990, the Corps placed the CSS *Georgia* cannons and artifacts on display at Fort Jackson in Savannah. At no cost to the NPS, the Georgia Army National Guard airlifted the Fort Pulaski cannons onto the fort terreplein and positioned the tubes on their carriages in 1991. After the cannon and projectile treatment, Fort Pulaski retained two conservation tanks to conduct limited electrolysis, but the park has not activated the facility since 1991. In 1992, with equipment from the U.S. Fish and Wildlife Service and the City of Tybee Island maintenance department, park workers sand-blasted sixty-nine Civil War projectiles. The sandblasting process removed surface impurities such as dirt and rust, which roughened the surface to improve the cohesion of protective coatings.[30]

Historic wall paintings in the fort casemates contain Civil War-era shields and words painted on top of whitewash. In 1991, as a result of deterioration, the Park Service authorized funding to begin treatment of some of the decorated surface in the two casemates. In May 2001, Myers Conservation of Washington, D.C., completed a Conservation Assessment and Treatment Proposal to outline the best preservation methods for stabilizing the paintings after years of environmental exposure and insect (mud wasp) damage. The park submitted a funding request for treatment, and preservation work was slated to begin in 2002.[31]

Fragile museum objects such as Fort Pulaski's historic flag collection also require careful preservation efforts. Issues with the park's historic flags include loosening threads and replacing the flag backing to keep the objects flat. In 1988, three of these historic flags were treated at the Rocky Mountain Regional Conservation Center. In 2001, after this preservation proved to be ineffective for two flags, the Harper's Ferry Center performed a *Fort Pulaski Flag Condition Survey* to propose treatment and mounting. Later in the year, three flags were sent to Harper's Ferry for conservation and placement into proper cases. The remaining historic flags were scheduled to be cycled into the conservation facility over the next several years.[32]

National Register Nomination

The post-World War II years represented a period of substantial growth for U.S. communities. Unbridled suburban development, urban renewal programs, and vast interstate highway projects resulted in the demolition of countless historic resources. In reaction to these trends, Congress passed the National Historic Preservation Act (NHPA) of 1966. The NHPA declared that it is in the public interest that properties significant to the nation's heritage should be preserved for the "cultural, educational, aesthetic, inspirational, economic, and energy benefits" of future Americans. Section 110 of the Act required managers of national parks and monuments to inventory and evaluate the eligibility of the cultural resources of their parks for inclusion upon the National Register of Historic Places (NRHP). Eligible properties were then to be nominated for inclusion on the register, which was itself a creation of the NHPA.[33]

This new legislation automatically listed on the NRHP all historic units of the NPS system, including Fort Pulaski NM. However, these parks were still required to complete a descriptive nomination form. In 1974, therefore, park Historian Edward L. Trout filed a nomination for Fort Pulaski (including all of Cockspur and McQueen's Island). The physical description of the nomination consisted of the following sites:

- Fort Pulaski
- the sites of Fort Greene and Fort George
- the workmen's village foundations and cisterns
- the cemetery
- the Morgan Monument (now at Fort Screven)
- the Lieutenant Robert Rowan grave stone
- the John Wesley Memorial
- Battery Horace Hambright
- the North and South Channel docks

30. John Breen, FPNM, letter to author, 30 July 2001.
31. John Breen, FPNM, telephone conversation with author, 29 January 2002.
32. Ibid.
33. Public Law 665, 89th Congress (15 October 1966), *National Historic Preservation Act of 1966*.

- the Cockspur Island Lighthouse (added to the NRHP in 1976)
- the 1891 Caribbean-style "historic cottage" at the old Quarantine Station
- the South Channel Bridge.

The statement of significance in the nomination described Fort Pulaski as the best preserved and "most original" of a system of eastern coastal forts built by Simon Bernard. Although the craftsmanship and engineering principles embodied in the fort design and construction are outstanding, Trout wrote in the nomination that Fort Pulaski's significance lies mostly in its military history.[34]

As buildings, structures, and objects at Fort Pulaski reach fifty years in age, National Register criteria require that they be evaluated for potential eligibility for inclusion upon the NRHP. For example, surviving World War II concrete bunkers at Cockspur Island require such evaluation as will the Mission 66 Visitor Center that is based upon an Eero Saarinen design. Although the criteria for evaluating Mission 66 visitor centers currently requires a finding of "exceptional importance," after such facilities exceed fifty years in age, normal standards of National Register evaluation, in accordance with the NHPA, still apply.

All historic structures that are listed or eligible for listing on the NRHP are also tracked by the NPS on a special computerized database of historic structures, the List of Classified Structures (LCS). Fort Pulaski has twenty-three listings on the LCS, which includes the fort, the Cockspur Island Lighthouse, the historic dikes, and several other items. LCS listings require periodic updating, which helps NPS managers to assess the condition of park historic resources and to prioritize their treatment needs. Fort Pulaski's LCS listings were last updated in September 1991.

Historic American Buildings Survey (HABS)

Architects, draftsmen, and photographers found themselves without work during the Great Depression of the early 1930s. New Deal-era work-relief programs sought to create jobs in these professions. In accordance with the Historic Sites Act of 1935, the National Park Service thus established the Historic American Buildings Survey (HABS). The Act stated that the Secretary of the Interior, through the NPS, shall have several preservation duties and functions. NPS responsibility primarily included surveying historic and archeological sites, buildings, and objects to determine which resources exceptionally illustrated U.S. history. The Act also provided for the research of sites, buildings, or objects "to obtain true and accurate historical and archeological facts and information."[35] The HABS program documented historic structures before they disappeared. Through HABS, workers produced an archive of primary source material on American architectural history. In 1934, the NPS entered into a cosponsor agreement with the Library of Congress and the American Institute of Architects (AIA). This agreement remains today with responsibilities delegated so that the NPS sets the program standards and directs the preparation of records. The Library of Congress preserves the records and makes them available for public use, and the AIA provides the professional staff. In 1969, these sponsors further recognized the significance of the industrial and engineering history of the United States by establishing the Historic American Engineering Record (HAER) to document similar industrial and engineering resources.[36]

James Brittain, a Georgia Tech researcher, included Fort Pulaski NM in his *Inventory of Historic Industrial and Engineering Sites in Georgia, 1974-75*. This HAER inventory of Fort Pulaski's resources accompanied the park's National Register nomination. It listed the fort in good condition and briefly summarized its significance (see the National Register nomination in Appendix E). In 1997, the HABS office initiated a $27,000 project to document the evolution of the architectural condition of Fort Pulaski as well as landscape changes on Cockspur Island. As a result, HABS report No. GA-2158 was written by Kyle Graham, who outlined the history of Cockspur Island; Shawn Gregoire, who used measured drawings to illustrate the development and land changes at Cockspur Island from 1761-1997 (Figure 26); and Jack Boucher, who took large

34. Edward L. Trout, *Fort Pulaski National Monument National Register Nomination*.
35. Public Law 292, 74th Congress (21 August 1935), *Historic Sites Act of 1935*, Sec. 461-467.
36. John A. Burns, ed., *Recording Historic Structures* (Washington, D.C.: The AIA Press, 1989).

format black and white photographs. In addition to the HABS photos, historic photographs of Cockspur Island dating from the 1920s through the 1950s (see Figures 7-9) were also included in the photographic documentation for this HABS project, which was completed in 1999.[37] The HABS project helped park management meet the goal of obtaining a more thorough understanding of the cultural resources on Cockspur Island.

Cockspur Island Lighthouse Restoration

The National Register of Historic Places nomination for the Cockspur Island Lighthouse was completed in 1972. The lighthouse was approved and added to the NRHP in 1976. The lighthouse is considered significant for its association with an era of coastal navigation, its embodiment of a specialized architectural type, and its contribution to the historical setting of the Civil War battle for nearby Fort Pulaski. Originally, the light housed a whale oil lamp. In 1909, the light was converted to a daytime harbor beacon, with all use for navigation discontinued in 1949.[38]

As previously recounted, the Park Service actively sought and, in 1959, happily accepted the transfer of ownership of the Cockspur Island Lighthouse Reservation from the U.S. Coast Guard after overcoming a series of hurdles. This accomplishment was important because it helped prevent locals from salvaging the structure's coveted Savannah Gray brick. Thus, the first step in restoration of the lighthouse was simply obtaining custody. In 1960, the NPS began the first of several extensive restorations on the deteriorated structure. Park Service craftsmen replaced the light's window panes, repointed its brickwork, patched its ironwork, whitewashed the overall structure, and placed a cypress door at the entrance.[39] Although new window glass was added to the structure in 1967, the light generally received only routine maintenance until 1977 when Park Superintendent Grady Webb recommended several additional improvements. The next year, the NPS authorized approximately $25,000 for new work on the light, including stabilization of the rusted ironwork, repairs to the door, windows, and lantern panes riddled with bullet holes from vandals, and further masonry repointing.[40]

Despite routine maintenance and periodic refurbishment, the Cockspur Island Lighthouse has continued to suffer from the effects of time and a difficult environment. In 1994, therefore, the NPS made arrangements with the Florida Division of Historical Resources to conduct electrolysis treatment on the light's original iron cap. Besides damage to the cap itself, exfoliation of the metal abutting the stone was threatening the structural integrity of the entire building. Meanwhile, in 1997 park staff carried out additional emergency stabilization repairs. At this time the Friends of Cockspur Island Lighthouse was formed by local preservationists associated with the more prominent and better known Tybee Island Lighthouse. The Friends group was short-lived but raised $5,000 for the restoration and reconstruction of historic iron elements of the lighthouse lantern and handrail. After the Friends held a major fund-raising event, the group disbanded. The park also enlisted YCC volunteers to assist with routine upkeep. Despite these efforts, more drastic action was required. In 1999, the Florida State Research and Conservation Laboratory in Tallahassee completed a $44,000 contract under which it not only repaired but also fully replicated the iron cap of the lighthouse. After the original cap was returned, park staff placed it into storage in the World War II bunker on the west end of Cockspur Island. In its place the fabricated replica cap was mounted on top of the light. Also in 1999, the NPS Historic Preservation Training Center appointed a five-member team to begin a major cyclic maintenance project. The cost of the project in 2000 was $66,000. Major aspects of this effort included masonry repairs, reconstructing the light's exterior brick stairway (damaged long ago by unauthorized salvaging), sealing mortar joints, refurbishing the lantern's iron floor, and repainting the entire structure. In 2000, donated funds from the Friends group was used to purchase windows

37. Historic American Building Survey (HABS), *History of Fort Pulaski and Cockspur Island, Addendum to Fort Pulaski* (Washington, D.C., HABS No. GA-2158, 1998); "Superintendent's Annual Reports," 1997-99, park files, FPNM.
38. Judith E. Collins, *The Cockspur Island Light House Building Number HS-4, Fort Pulaski National Monument* (Atlanta: NPS-SERO, 1994), 18-20; Edward L. Trout, *Fort Pulaski National Monument National Register Nomination.*
39. Gary Mikell, "Lonely Lighthouse Has Survival Instinct," n.d. 1977, "Fort Pulaski National Monument," Georgia State Historic Preservation Office files, Atlanta, Georgia.
40. "Lighthouse Stabilization Cyclic Project Analysis," 7 July 1977, reading files, FPNM.

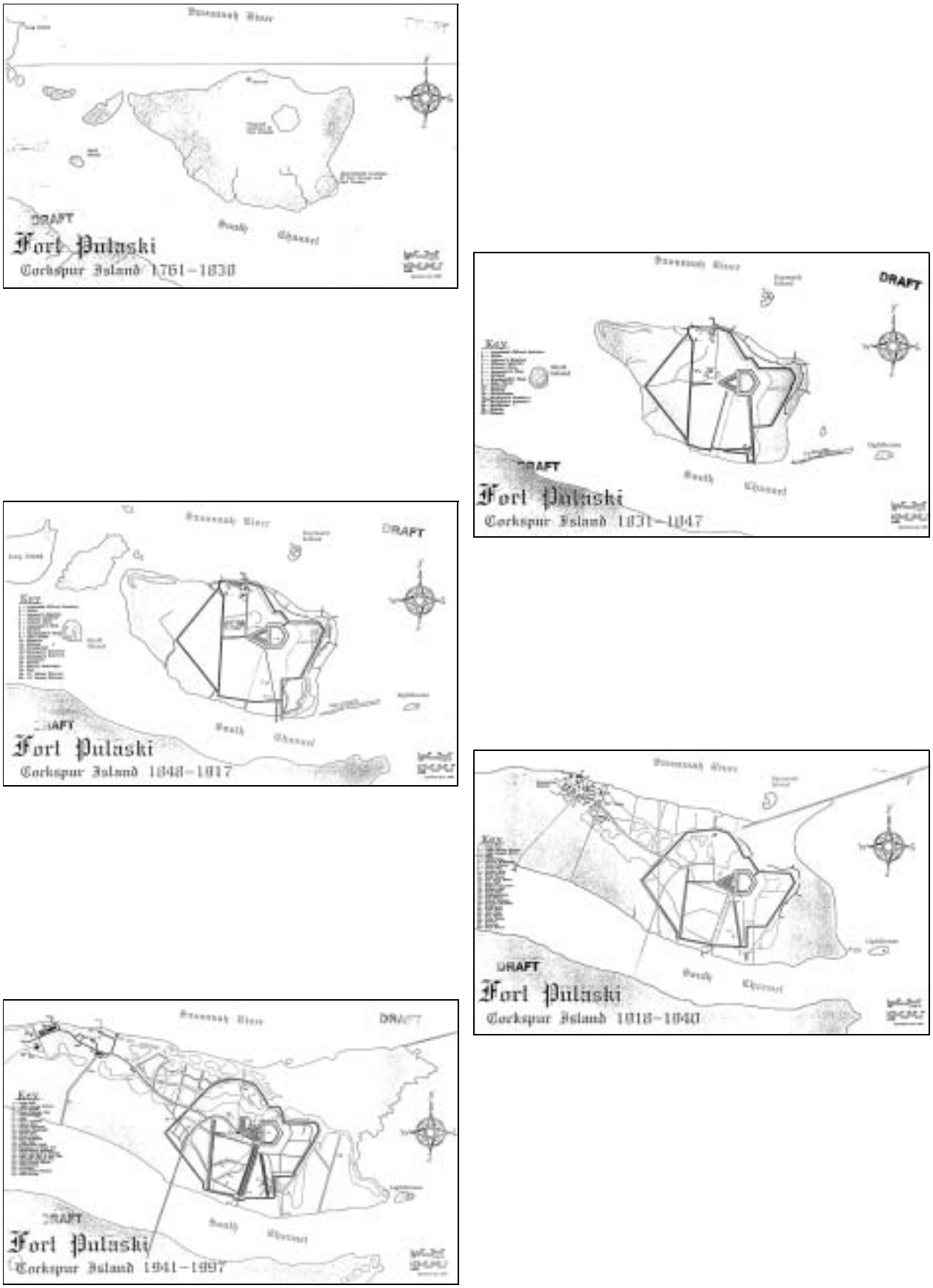

FIGURE 26. Historic American Buildings Survey measure drawings of Cockspur Island landscape, 1761-1997

and doorframes needed for restoration efforts in 2001. As this record indicates, work to preserve and maintain the light is a challenging and ongoing affair.[41]

Natural Resource Management

Fort Pulaski National Monument is primarily a historical park. Natural resource management is necessarily guided by the need to complement the preservation and care of the park's historical features and setting. This is certainly the case when considering moat management and shoreline protection. However, because these issues affect park wildlife and habitat preservation, as do policies related more directly to the park's flora and fauna, they are discussed here.

Moat Management

In 1935, New Deal work crews completed their excavation of the feeder canal and moat surrounding Fort Pulaski. This milestone in the development of the young Fort Pulaski NM made it possible to fill the moat with water from the Savannah River for the first time since Army efforts to restore the fortification ended during Reconstruction. At some point after the moat was filled that year, tidal flows into the ditch and moat were stopped. Since that time, managers have operated the moat largely as a "closed system," although that characterization is not quite accurate, as discussed below.[42]

In 1948, the National Park Service resumed its management of Fort Pulaski after the monument reopened following World War II. Park staff immediately noted that War Department oversight of Cockspur Island had unfortunate consequences for the site's natural environment. Ironically, much of this criticism was directed at the military's poor maintenance of the historic dike system developed to enable the fort's construction as well as the moat designed for its defense. In examining the moat surrounding Fort Pulaski, Superintendent Lattimore wrote that the population of healthy fish had declined. He assumed that unregulated heavy algae growth, which removes oxygen from water, was causing the fish to die, lose scales, or grow fungus.[43] Water life then present in the moat included channel bass, flounder, Atlantic croaker, spot, mullet, American eel, and blue crabs. Prospects for the moat's aquatic condition improved with renewed NPS management of the park, but troubles persisted. In 1957, a foul-smelling bacterial infestation appeared in the moat. It had serious repercussions. The source of the bacteria was probably polluted water from the Savannah River, which was leaching into the moat. When thousands of moat fish died early the next year because of extremely cold temperatures, coupled with the bacterial and algae growth, park staff decided to administer a massive dose of copper sulphate to eradicate the overgrowth. Rangers then drew new water from the river into the moat. This measure, however, solved the problem only temporarily because polluted Savannah River water was probably contributing to the algae blooms.[44] At any rate, this river water also contained heavy silt that settled in and clogged the moat, a major reason for attempting to manage the trench as a closed system. In 1962, the park sought to address this conundrum by devising a specific plan to restore the moat's "health." A special artesian well was drilled to pump water into the moat without having to rely solely on the Savannah River. Park staff hoped to convert the moat's water from salt to slightly brackish fresh water (Figure 27), which would reduce the occurrence of algae blooms. Special gates drained the old water while preventing replenishment with undesirable river water.[45] The park's *1965 Master Plan* reported that many ocean-dwelling fish in the moat survived the water change.

In 1983, another significant fish kill prompted renewed close monitoring of the Fort Pulaski moat. The U.S. Fish and Wildlife Service performed a $3,000 study to identify management alternatives.[46] Water samples showed that the moat contained a very dense population of phytoplankton (the "algae bloom"), which was what

41. "Superintendent's Annual Reports," 1994-2000, park files, FPNM; John Breen, FPNM, conversation with author, 9 May 2002.
42. NPS, "Moat Investigation" [1983], 22, moat files, FPNM.
43. "Superintendent Lattimore's monthly report," January 1949, park files, FPNM.
44. Lattimore to Regional Director, 22 January 1958, moat files, FPNM.
45. Lattimore to Regional Director, 26 October 1962, moat files, FPNM.
46. "Superintendent's Annual Report," 1983, park files, FPNM.

FIGURE 27. Moat maintenance after changing from salt to fresh water, August 1963

killed the fish. The proposed management alternative adopted by the park included a "no action" approach of closely monitoring the moat. At that time, the moat's water level was maintained by rainwater runoff or with fresh water pumped from the artesian well. However, moat conditions were still affected by polluted tide water that occasionally entered the moat when heavy rains jammed open the "one-way" tide gate near the South Channel. Conditions worsened so much that the fish population consisted only of mullet.[47] By 1989, the park began conducting water quality tests of the moat, feeder canal, and South Channel to develop a database for future management use. That same year, William Reed of the NPS Water Resources Division explained that "a leach field adjacent to the moat likely contributes nutrients to this 'closed system.' Therefore, periodically the moat becomes nutrient rich causing algal blooms which result in fish kills." In 1991, another sudden increase in moat algae again led the park to flush excess phytoplankton into the South Channel. The historic system of allowing the moat to empty at low tide and flood at high tide was employed for a month. The task proved successful, and the staff later pumped fresh water back into the moat. This process, essentially the current method for managing the moat as a not-so-closed system, also serves to vary the moat's salinity, which further helps prevent algae blooms.[48]

The waterworks on Cockspur Island are human constructions, not natural systems. The original network of dikes and ditches was developed to drain the muddy land around Fort Pulaski and to create a stable base to support the weight of twenty-five million bricks. Similarly, the fort's moat was intended to serve as a defense work to protect the fort from infantry assault. When the fort was no longer needed for military purposes, the Army abandoned it and these water works. In the absence of active management, the river-fed trench and dike system gradually became inundated by silt, which indicates both how non-sustainable the moat is as a "natural" system and why active management is essential to maintain it as a "cultural" feature. When the National Park Service reclaimed the moat many years after the historic defense work had been aban-

47. NPS, "Moat Investigation" [1983], moat files, FPNM.
48. Walter West, Integrated Pest Management Coordinator, to Fort Pulaski, 7 August 1991, moat files, FPNM; William Reed, "Briefing Paper," 1989, moat files, FPNM.

doned, it did so from the perspective of restoring a major engineering feature of the fortification, not a natural one. In time, however, the moat became a habitat of sorts for wildlife that found its way into the system from the Savannah River. In considering moat management, little thought was ever expended by the Army upon ecology. Initially, NPS managers may have held a similar view. Their thinking changed, however, in response to the effects of poor military oversight of the moat and because of increasing problems with pollution. As crises in the management of the moat unfolded, park officials began to administer the moat both as a natural and as a cultural resource. Such balancing may not have interested military overseers, but modern concerns and views have made inherent this aspect of NPS resource management at Fort Pulaski.

Shoreline Stabilization

Since its inception, Fort Pulaski NM has faced the issue of industrial harbor operations in the North Channel of the Savannah River that threaten both the cultural and natural resources of Cockspur Island's north shore. Dredging activity by the U.S. Army Corps of Engineers and park fear of adverse consequences due to dredging have figured prominently in this aspect of park management. Dredging has two major potential repercussions: the generation of spoil deposits and the alteration of river characteristics that cause shoreline damage.

As previously discussed, Corps dredging of the Savannah River began in the late nineteenth century. Spoils from Corps operations in the North Channel were deposited on Cockspur Island's north shore. Jetties were also constructed at various locations and these altered river currents. Eventually, such actions closed the gap between Cockspur Island and adjacent Long Island so that the two became a single larger island. The Corps sought to maintain access to Cockspur Island after the Park Service acquired control over the site. Thus, a special reservation was created by the Boundary Extension Act of 1936. The Act "permanently reserved for the unlimited use of the Corps of Engineers of the United States Army, for deposit of dredging materials and other purposes, a strip of land along the north shore of Cockspur Island extending shoreward two hundred feet from the present high water line."[49]

On this reservation the Corps was authorized to continue to dump spoils and also to conduct "other" types of activity, if it desired. The Corps last exercised its authority in 1943 while the nation was at war and the NPS was not managing the site. The spoils deposited at that time made a dramatic impact upon the island by changing the scenic and historic character of the landscape, by destroying marsh vegetation, and by damaging the park's drainage system.[50] Future harbor improvement activity by the Corps or the Georgia Ports Authority (GPA) utilizing Corps services, although necessary, might lead to a build up of dredge materials. Such an event would be incompatible with the historic setting the park was trying to maintain. It could also harm structures listed on the NRHP and located within the reserve and would certainly damage the wetland habitat that had developed along the north shore since the last spoil deposits were formed. Ongoing concern about this fear is reflected in numerous park planning documents over the years. It was long a tenet of park policy to seek to eliminate the Corps's special right to deposit spoils on the north shore of Cockspur Island.

Fortunately, Fort Pulaski officials were successful in encouraging the Corps to use other nearby locations to deposit spoils dredged from the North Channel. Oyster Bed Island across the channel from Cockspur Island was the preferred choice. Spoils deposited on Oyster Bed Island mitigated potential damage to Fort Pulaski and apparently helped to create marshland habitat suitable for shorebirds at that location. The 1971 *Master Plan* specifically encouraged park officials to develop an agreement with the Corps to make use of Oyster Bed Island, administered by the U.S. Fish and Wildlife Service as the Tybee National Wildlife Refuge, exclusively for the deposit of all dredge material. The NPS then wanted the Corps to renounce its spoilage privileges on Cockspur Island. The *Master Plan* noted that field level authorities were encouraged by an agreement between the Secretaries of Interior and Defense in 1967 to cooperate in "conserving natural resources and recreation in dredging, filling or excavation affecting navigable waters."[51] The Corps, however, was resistant to renouncing its formal rights.

49. "Current Major Issues at Fort Pulaski National Monument," 1996, Fort Pulaski file folder, NPS-SERO Cultural Resources library.
50. *Master Plan Fort Pulaski National Monument*, 1971, 21, park files, FPNM.

In 1970, the GPA proposed to develop a major new harbor element called the "Lighter Aboard Ship" (LASH) facility. This project sought to create a transfer point where cargo from heavy ocean-going freighters could be transferred to lighter vessels for easier navigation along the Savannah River. Two LASH facility structures were eventually built in 1974. These structures stood across the North Channel from the park, near the mouth of the Savannah River. The only proposed LASH facility near Cockspur Island was a floating dock to be placed off the island's north shore, obviously accessed by water.[52]

To use the floating dock, the GPA wanted to access thirty to forty feet of the existing wharf used by the Savannah Bar Pilots. Apparently, this wharf offered the only practical access to the floating dock. The Park Service "agreed to cooperate [with the GPA] with the understanding that no structure, such as a parking lot, would be needed except the use of the existing wharf."[53]

In preparation for construction of the LASH facilities, the U.S. Army Corps of Engineers had to dredge an area large enough for ocean-going vessels to navigate. The park, always concerned about the impact of erosion on the north shore, was particularly worried about how this operation would affect Cockspur Island. In fact, as part of the negotiations for the LASH project, the Corps promised to undertake shoreline stabilization of Cockspur Island if the LASH facility was placed adjacent to the park.[54] In 1972, a letter from the Corps to the Advisory Council on Historic Preservation regarding the demolition of the old Savannah Bar Pilots facilities indicates that the Corps did perform "revetment" work along the north shore, which included constructing retaining walls to help stabilize the shoreline.[55] This work was probably accomplished to address NPS concerns over the impact of Corps dredging for the LASH facilities.

In 1975, a storm badly damaged part of the existing LASH complex. The floating dock that the GPA had planned was not constructed as funds went to repair the main LASH facility. Hence, the GPA never needed to cross monument lands to use the Bar Pilots wharf.[56]

At some point during the LASH negotiations, the NPS apparently tried to realize former Superintendent Lattimore's old hope of evicting the Bar Pilots, whose dilapidated buildings were an eyesore, in exchange for GPA access to the pilots wharf. This hope was not unrealistic given the magnitude of the LASH project and the GPA's influence. The prospect fell through, however, perhaps over issues of perceived fairness to the Bar Pilots, who had an historic presence on Cockspur Island and who performed, according to the 1971 *Master Plan*, "an essential service to shipping, best performed from this base."[57] Instead of eviction, the park recommended that the pilots association build new NPS-approved quarters and a dock, as directed by the *Master Plan*. As an incentive, in 1973, the NPS issued the association a twenty-year special use permit. Beginning in 1993, however, only five-year use permits were issued.[58]

In 1992, Fort Pulaski NM resumed efforts to rescind the provision in the Boundary Extension Act of 1936 that allowed the U.S. Army Corps of Engineers special use of the north shore of Cockspur Island. Park-supported legislation to accomplish this goal was introduced as Section 202 of H.R. 694 Minor Boundary Adjustments and Miscellaneous Park Amendments Act of 1995 (Hansen-UT). Unfortunately, the Corps opposed, the legislation and Georgia Senator Sam Nunn had a similar provision in a Senate bill removed. The park continued to have sympathetic supporters, however, such as George Frampton, president of the Wilderness Society, who thought the Corps's special rights on Cockspur should be stricken to protect the park's

51. Ibid.
52. Randy Weitman, Georgia Ports Authority, conversation with author, 10 May 2002.
53. Superintendent Tomlinson memo, 14 January 1972, reading files, FPNM; *Master Plan Fort Pulaski National Monument*, 1971, 23, park files, FPNM.
54. Superintendent Tomlinson to NPS Regional Director, 22 July 1971, park files, FPNM; Superintendent, FPNM, to Regional Director, SERO, 27 August 1971, reading files, FPNM.
55. ohn H. Campbell, Deputy District Engineer to John D. McDermott, Acting Executive Secretary, Advisory Council on Historic Preservation, 27 November 1972, park files, FPNM.
56. *Superintendent's Annual Report*, 1975, park files, FPNM.
57. Superintendent Tomlinson to Regional Director, SERO, reading files, 22 July 1971, FPNM.
58. "Current Major Issues at Fort Pulaski National Monument," 1996, Fort Pulaski file folder, Fort Pulaski file folder, NPS-SERO Cultural Resources library.

natural and cultural resources. The NPS continued to seek legislation to eliminate the Corps reservation.[59]

Victory came in October 1, 1996, when House Omnibus Bill H12224 passed. Section 807, Fort Pulaski National Monument, Georgia, finally rescinded Section 4 of the Boundary Extension Act of 1936. Patient effort over a long period had finally succeeded in eliminating the Corps "unlimited use" right to deposit dredge spoils along the north shore of Cockspur Island.[60] Despite this success, the elimination of potential spoil deposits at the park did not eliminate continued park concern with the placement of dredge materials on islands adjacent to the park and within the viewshed of Fort Pulaski. To accommodate ever larger vessels and for other reasons, dredging the North Channel is an ongoing enterprise and therefore a continuing management issue for park officials.

Water Studies

Oyster Creek on McQueen's Island provides an excellent habitat for the indigenous hard shell clam. The clams are important both as keystone indicators of ecosystem health and water quality and for the role they play in recreational harvesting.[61] When the NPS acquired McQueen's Island in 1935, the State of Georgia reserved all oyster bed leases at Oyster Creek. Miss Daisy Oemler legally held the leases until her death in 1971, after which the leases reverted to NPS.[62] Further protecting Oyster Creek and the rest of area salt marsh from private interests, the Coastal Marshlands Protection Act of 1970 established a permit system for any alterations to marshlands in the state of Georgia.

In the early 1970s, various groups actively engaged in marshland studies at Fort Pulaski. One organization, for example, was the Student-Teacher Environmental Review Investigation, an educational group. In 1988, the Park Service began to cooperate with the Georgia Department of Natural Resources (DNR) to develop a plan to increase the population of the shellfish at Oyster Creek. Following an environmental assessment, which concluded the project would have no significant impact, the program reintroduced the clams and established a management program. While the reintroduction project yielded limited success, the Georgia DNR continued to monitor the oyster beds for salinity, water temperature, and fecal coliform. In 2000, the NPS awarded $25,000 to Savannah State University to conduct a one-year-long study of the water quality of Oyster Creek to help evaluate the ecological health of the park's water resources. The study began in 2001.[63]

Flora and Fauna

During the nineteenth century, grassland covered Cockspur Island. Vegetation growth was occasionally controlled by burning. When this fire control ceased and additions of spoil deposits increased the island's landmass, the grasslands and marsh transformed into maritime forest and woody shrub thickets.[64] The park removed the dense vegetation from the demilune as part of the Mission 66 work to restore the historic scene to the park in the late 1950s. Maintenance selectively removed more vegetation from the demilune glacis in the 1970s, and the park initiated the "historic vista clearing mowing program" in 1988. This program returned the area surrounding the fort to its historic appearance by clearing fifty acres of brush within the historic dike system. Since then, the area is mowed biannually.[65] The mature canopy to the north and west of the fort remains.

Throughout park history, some of the diverse plant species at Cockspur Island included yaupon holly or cassena berry, wax myrtle, sea myrtle, sugarberry, chinaberry, palmettos, chinese tallow, dwarf sumac, prickly pear, red cedar, ash, pine, and American elm.[66] Management of these trees, shrubs, and flowers before environmental legislation in the 1960s consisted mostly of pest control. Fungal diseases and insects infected many species that required care. A beetle infestation in 1940 injured ash trees, which the park sprayed with lead arsenate to control. In 1949, a "terrapin scale" fungus threatened cassena berry, the principal foliage on

59. Ibid.
60. "Superintendent's Annual Report," 1996, park files, FPNM.
61. "Resource Management Plan Fort Pulaski National Monument," 11.
62. Superintendent David Tomlinson to SERO Director, 22 July 1971, reading files, FPNM.
63. "Superintendent's Annual Reports," 1988, 2000, park files, FPNM.
64. *Fort Pulaski Draft Cultural Landscape Inventory, Level 1*, 1997 (Atlanta: NPS-SERO, 1994).
65. "Superintendent's Annual Report," 1989, park files, FPNM.
66. Lewis Taylor, park technician, to John Perry, 27 September 1977, reading files, FPNM.

the fort demilune. Another fungus known as "orange blight" attacked the prickly pear cactus at Fort Pulaski. The park contained the fungus by cutting out the diseased plants in 1935, but by 1949 the irrepressible fungus nearly eliminated the prickly pear at Fort Pulaski. A very large and fruitful fig tree, famous among park visitors, stood at Fort Pulaski for many years. In 1953, deep wounds and infected sections of the tree led the NPS to perform major tree surgery on it, but an incurable disease eventually destroyed the tree.[67] As of 1965, the staff at Fort Pulaski consulted outside services, such as the Chatham County Agents, Department of Agriculture Entomological Laboratory in Savannah, the Plant Introduction Station near Savannah, and the University of Georgia for advice on insect and disease control.[68]

Historically, most of Cockspur Island consisted of salt marsh. After dredging deposits accumulated through the years, the park estimated that dry land made up 43 percent of the island surface. These spoil areas created favorable nesting and feeding ground conditions for a large number of shorebird species. In 1937, the park employed student technician Don Eyles to study plant life and the shorebirds on Cockspur Island and surrounding areas. His research recorded black skimmers, least terns, oyster catchers, marsh hens, and a large heron colony.[69] This study helped the NPS add the marshland of McQueen's Island to the Monument to protect its wildlife.

On Cockspur Island, park staff and visitors observed many other kinds of wildlife. In 1946, the University of Georgia displayed interest in setting up a biological station at the naval base after its abandonment by the Coast Guard.[70] This facility to study the ecological cycles of birds and animals was not established, however, because the park soon demolished most of the unsafe Navy buildings. Following the Navy's occupation of the park during World War II, NPS staff discovered a large population of feral cats, probably the offspring of pets kept by CCC workers. In 1954, a family of bobcats also inhabited the park. Park staff noted migratory birds passing through the area each winter and the yearlong residence of diamondback terrapins (tortoises that live in fresh or brackish water), minks, otters, rabbits, raccoons, opossum, deer, and a variety of snakes and birds. The park viewed the large and numerous diamondback rattlesnakes as a particular nuisance. Despite the absence of reports of the snakes harming the public, park staff permitted visitors to kill the rattlesnakes when they became too many to control.[71] Although this "infestation" continued, the 1965 Master Plan advised management to handle the snake overpopulation and discourage the public from doing so. For emergencies, snakebite kits were kept in the fort, the Visitor Center, and park vehicles.[72] Other park pests included periodic infestations of fleas and termites. In 1953, unaware of the negative ecological impact, the park sprayed its buildings with the pesticide DDT to combat the insects.[73]

Environmental awareness in the 1960s gave rise to new legislation protecting natural resources. The staff at Fort Pulaski began to improve their methods of natural resource management, including ceasing to use such environmentally damaging chemicals as DDT. Park personnel became familiar with the important delegated responsibilities specified in the National Environmental Policy Act (NEPA) of 1969, which mandated that federally sponsored projects comply with special measures to protect park resources. Park staff began overseeing assessments of the environmental impact of federal undertakings, and if necessary, initiated environmental reviews to recommend project alternatives. In 1973, Congress passed the Endangered Species Act to identify and protect plants and animals in danger of extinction. Federal land managers were required to comply with the standards of the act. Other legislation affecting the management at Fort Pulaski included both the Clean Water Act and the Clean Air Act, passed in 1977. To comply with these acts, the park followed procedures to control and elim-

67. "Superintendent Lattimore's monthly reports," 1949-1953, park files, FPNM.
68. *Fort Pulaski Master Plan,* 1965, park files, FPNM.
69. "Superintendent's Annual Report," 1937-38, park files, FPNM.
70. Eugene P. Odum, Associate Professor, University of Georgia Zoology Dept., to Coordinating Superintendent, 13 June 1946, Box 71, National Archives, Philadelphia, in Mike Capps, "Task Directive Administrative History Fort Pulaski," 1994, park files, FPNM.
71. "Superintendent Lattimore's monthly reports," 1949-1953, park files, FPNM.
72. *Fort Pulaski Master Plan*, 1965, park files, FPNM.
73. "Superintendent Lattimore's monthly reports," 1949-1953.

inate water and air pollution, for example, by establishing monitoring systems and encouraging research programs.[74]

As part of its environmental program, Fort Pulaski developed booklets and brochures to assist teachers, students, and curious visitors. In 1977, the NPS also awarded a contract to Southeastern Wildlife Services to conduct an ecological survey of Cockspur and McQueen's Islands. The research identified 158 plant species within the monument, of which there were no threatened or endangered types.[75] In 1981, the same company surveyed the park's animals and named the American Alligator as the only specially protected creature at the monument. In the early 1980s, park interpreters sought to bridge the gap between natural and historic themes by incorporating cultural ecology into their interpretive approach. In 1989, park staff began a long-term resources monitoring program. The information helped to develop a database to aid in management strategies. Regular water quality tests performed by the Georgia DNR and air quality tests conducted by park staff continue and are used each year to update the database.[76][57] In late 1997, the NPS started a Flora and Fauna Inventory to assess plant and animal communities on Cockspur Island and develop a monitoring program for selected species. This study complemented the earlier survey conducted in the late 1970s.[77]

Park staff uses natural resource monitoring, in compliance with the many environmental restrictions imposed by the acts noted above, to discriminate in the management of "pests." For example, in 1990, to maintain the historic scene at Fort Pulaski, the park mechanically removed oleander, an exotic plant species, from the monument. In 1993, the park began an Integrated Pest Management program to control black rats, fire ants, bag worms, mosquitoes, cockroaches, feral animals, and vegetation growing on historic structures.[78] The park also cooperates with Chatham County to control pests, especially mosquitoes, as discussed in the previous chapter.

Law Enforcement

Fort Pulaski NM had no police protection in the 1930s. To defend the monument, the NPS deputized boat captains transporting visitors, workers, and supplies to and from the island. In addition to efforts for the prevention of vandalism and dangerous hunting activities, the park made efforts in 1935 to ban motorcycles from the park because of the possible damage to the dikes, sallyport, fort parade, and walks.[79]

In 1938, completion of the South Channel Bridge provided easier public access to Cockspur Island. Many locals took advantage of this fact and lax military oversight during the war years to abuse their hunting privileges. When Superintendent Ralston B. Lattimore returned to Fort Pulaski in 1948, he found it necessary to patrol the island himself to stop raccoon hunters, who had increased since the Navy and Coast Guard left the area. He discovered that the Navy had previously encouraged liberal recreational hunting on the island. With things getting out of hand, Lattimore campaigned to educate the public on hunting regulations and the monument boundary and worked with the Georgia game warden on McQueen's Island. In 1951, two parties found hunting illegally on Cockspur Island were arrested, taken to court, and fined $25 each. Other types of crime occurred frequently near the Navy's abandoned buildings, which Lattimore found impossible to guard. Before they were demolished, vandals broke into the structures on several occasions. In 1962, a serious burglary happened at Fort Pulaski when thieves hid in the fort until the park closed, stole the valued Olmstead sword, and escaped through a gun embrasure. The FBI recovered the sword two years later from a collector in Florida who purchased the stolen property at a pawnshop.[80]

In 1956, Fort Pulaski's *Mission 66 Final Prospectus* noted that park staffing conditions afforded "practically no protection against the depredations of vandals, shrubbery thieves, hunters, or trappers." Under Mission 66, the park was able to obtain a staff

74. Legislation abstracts, "Legislation" file, reading files, FPNM
75. "Resource Management Plan Fort Pulaski National Monument," 10.
76. "Superintendent's Annual Reports," 1972-2000, park files, FPNM.
77. "Superintendent's Annual Report," 1997, park files, FPNM.
78. "Superintendent's Annual Reports," 1972-2000.
79. Lattimore to Reaville Brown, 29 May 1935, park files, FPNM.
80. "Superintendent's Monthly Report," August 1962, September 1964, park files, FPNM.

ranger and several seasonal part-time employees.[81] The new park ranger resided at Cockspur Island, a development that effectively reduced vandalism at Fort Pulaski. By the late 1960s and early 1970s, however, the park still felt that more staff and housing at the Monument would improve security. In 1968, a new gate and fee collection station was installed at the entrance. The new gate also helped to improve protection from night crimes, but trespassing, poaching, and vandalism incidents continued to occur.[82] A physical security system was also installed at the park in the early 1970s. The system detected intruders or fires at the fort and Visitor Center.[83] In 1972, the park also acquired a radio system to aid in law enforcement and emergency communication between personnel.[84]

Crimes at Fort Pulaski before the 1980s were brought before a federal court. The United States Commissioner in the district could also act on cases under Georgia Code Title 36, which details local government jurisdiction. To further protect Fort Pulaski, the park participated in community projects and off-site programs and maintained cooperative relations with the Chatham County Police Department, the town of Savannah Beach, and the FBI.[85] In 1972, the NPS Southeast Regional Office recommended jurisdictional changes to improve law enforcement at the park. Superintendent Tomlinson responded that ceding exclusive and concurrent jurisdiction to the state would open the door to "sub-professional" local law enforcement personnel, leaving the park to bear the consequences.[86] Tomlinson's concern over substandard local law enforcement and the failure of the park to enter into agreements with local authorities throughout the park's history suggests a long-time relationship of "us and them." Of course, park managers probably felt local law enforcement officers would be poorly suited to enforce federal regulations. At any rate, Fort Pulaski lacked both local law enforcement support and sufficient NPS staff to maintain adequate patrols, which helps to account for much early criminal activity at the park. Cockspur Island's long history of illegal trade, hunting, theft, and vandalism finally began to diminish in the 1980s when agreements were negotiated that improved community relations and resulted in more serious consequences for criminal misconduct. For example, in 1982, the NPS and the State of Georgia finally did establish concurrent jurisdiction over Fort Pulaski NM. A Memorandum of Agreement was signed that permitted both parties to exercise law enforcement within the boundary of the park, providing that the NPS retained its statutory authority and primary responsibility for maintaining law and order. Moreover, such cooperation involved coordinating and exchanging help and information in prosecuting cases initiated by either party and mutually acting to control traffic and criminal activities at the park.[87]

In 1991, the NPS and Chatham County negotiated a Memorandum of Understanding that permitted further local law enforcement cooperation within the monument. Under this agreement with Chatham County Law Enforcement Services, the NPS was authorized to enforce criminal laws of the State of Georgia. The agreement also stated that Georgia laws applied within the park and could be enforced by Chatham County. In 1992, the trend of establishing overlapping jurisdiction was expanded yet again. An interagency agreement was signed by the NPS, the Fish and Wildlife Service, and the Bureaus of Indian Affairs, Land Management, Territorial and International Affairs, and Reclamation that provided for the cross-designation of law enforcement officers. The accord allowed for investigative support during emergencies, for violations in areas where an agency borders another agency, and when tied to local operational agreements. The MOU focused particular attention upon enforcing drug and Archeological Resource Protection Act (ARPA) statutes by utilizing a joint task force.[88] Park interest in the accord was partially driven by the looting of Civil War-era artillery shells from Fort Pulaski in 1984. The theft was an ARPA violation and the explosive potential of the shells was a great risk that seemingly indicated the park's need for better law enforcement.[89]

81. "Mission 66 Final Prospectus," 1956, park files, FPNM.
82. *Fort Pulaski Master Plan,* 1965.
83. "Crime Prevention Program," 1979, Reading files, FPNM.
84. "Superintendent's Annual Report," 1972, park files, FPNM.
85. *Fort Pulaski Master Plan*, 1965.
86. Tomlinson to Regional Director, 11 September 1972, reading files, FPNM.
87. "Memorandum of Agreement for Concurrent Jurisdiction," 1982, reading files, FPNM.
88. Interagency Agreements, reading files, FPNM.

After 1982, the efficacy of expanded law enforcement at Fort Pulaski is evident in the number of yearly case incident reports. In 1977, the number of reports of larcenies, vandalism, and vehicle accidents included 120 accounts. By 1984, such reports numbered 98. After the merging of law enforcement responsibilities in the 1990s, the number of yearly case incident reports steadily declined from 64 reports in 1995 to 18 reports in 2000. Resource violations involving commercial crab traps at Oyster Creek also declined by 2000.[90]

Safety Measures

Since the 1930s, employee and public safety at Fort Pulaski NM has remained a top park concern. Aside from restoring the fort and grounds for aesthetic reasons, early CCC work also made the structure, and its surrounding roads and trails, safe for visitors. The park took additional measures to ensure safety by requiring that guides and park literature educate visitors about potential hazards at the park. Other safety measures included pesticide spraying and water drainage to control mosquitoes, grass mowing to help control fires, the posting of warning signs, and the placement of first aid kits.

When the NPS reclaimed Cockspur Island after World War II, more safety issues arose at the park. In 1949 and 1950, the Public Health Service reported that Fort Pulaski's water system was contaminated with bacillus coli. The replacement of pumps and pipes restored safe water for the staff and visitors.[91] In 1965, a few incidences of visitors falling on the slippery terrazzo at the new Visitor Center resulted in the installation of rubber mats and the use of non-slip floor wax, which apparently solved the problem.[92]

By the 1960s, Fort Pulaski had instituted additional preventative safety measures. The 1965 *Master Plan* stressed that all staff were required to take a Red Cross First Aid Training Course. In 1972, to reduce accidents among employees and visitors, the park implemented a new safety program and appointed a Safety Committee to hold regular meetings.[93] Employees attended safety training, and operator permits were issued to employees who drove vehicles. Equipment with hazardous moving parts was brightly marked. New standard operating procedures also required the park to keep equipment and replacement parts essential for emergency operations or visitor activities on hand at all times.[94] In 1973, a hazard detection inspection recommended replacing rotten timber on the drawbridge, securing cannons, and repairing a fence by placing nails "body high." Because VIPs began to participate in firing demonstrations at this time, the park decided to put a fire retardant on the volunteers' period clothing as well.[95]

In the 1980s, park safety measures included defensive driving classes, safety management workshops, and the revision of position descriptions to include drug-free workplace compliance. In 1992, an interagency agreement between the Department of Health and Human Services and the NPS introduced the Employee Assistance Program to the park. This program provided counseling and guidance for employees whose personal problems interfered with job performance. In the 1990s, the staff developed updated emergency procedures for both natural and human disasters such as hurricanes (Figure 28) and oil spill preparedness. Park staff also instituted regularly scheduled safety inspections each year.[96]

Park personnel have long maintained responsibility for fire suppression at Fort Pulaski. According to the 1965 *Master Plan*, the superintendent and maintenance staff attended fire training, but all park employees were to assist the park ranger placed in charge of fire prevention and suppression. On occasion, the park received help from the Savannah Beach Volunteer Fire Department, especially with brush fires.[97] Emphasizing prevention, maintenance staff kept grass short around buildings and

89. Bill Montgomery, "Fort Pulaski's Shells Sought, May Explode," n.d., park files, FPNM.
90. "Superintendent's Annual Report," 1993-2000.
91. Superintendent Lattimore's monthly report, July 1949.
92. Lattimore to Regional Director, 9 June 1965, "Visitor Center" file, FPNM.
93. Superintendent Tomlinson to Director, 13 January 1972, reading files, FPNM.
94. "Standards Maintenance of Physical Facilities," 1971, reading files, FPNM.
95. Kuenzel, Safety Committee Chairman, to Park Superintendent, 4 October 1973, reading files, FPNM.
96. "Superintendent's Annual Reports," 1980-89.
97. *Fort Pulaski Master Plan,* 1965; Park Superintendent to Regional Director, 22 January 1973, reading files, FPNM.

FIGURE 28. Utility building used by CCC after hurricane damage, August 1940

inspected electrical wiring frequently. In the early 1970s, the park's fire management plan was updated to new NPS standards. One new fire safety measure, for example, was the installation of newly developed fire detectors in all park buildings. In 1992, the park's fire protection methods were again updated by the installation of a fully modern fire protection system at the fort and Visitor Center.[98]

In 1990, the NPS entered into a cooperative agreement with the City of Tybee Island for providing structural and wildland fire services. This agreement covered all NPS-owned structures, but the U.S. Coast Guard and the Savannah Bar Pilots had to supply fire suppression services for their facilities.[99] The cooperative agreement with the City of Tybee Island continues to be renewed every five years.

98. Kathyrn A. Lang and Sara L. Van Beck, 1995, 75.
99. Cooperative Agreements, Reading files, FPNM.

Conclusion

On the morning of April 11, 1862, Confederate Colonel Charles H. Olmstead surrendered Fort Pulaski to Union General Quincy A. Gillmore after thirty hours of bombardment from nearby Union batteries. The Civil War battle for command of the state-of-the-art brick structure proved that the powerful new guns used by the Union forces could successfully breach even the most impervious masonry fortification. Military strategies for coastal defense were thereafter quite different. Preserved but unoccupied by the early twentieth century, Fort Pulaski fell into disrepair. Following the upswing in patriotism after World War I, however, local community and government interest in the old fort's colorful history increased. In 1924, boosters succeeded in convincing the federal government to designate Fort Pulaski as a national monument under the jurisdiction of the War Department. In 1933, nine years of War Department management ended after a reorganization of the government under President Franklin Roosevelt, who placed the National Park Service in charge of Fort Pulaski National Monument.

Fort Pulaski NM has met a number of management and maintenance challenges since its transfer to the NPS. In the early years, NPS efforts focused on developing the park through New Deal programs, including extensive work by the Civilian Conservation Corps, which physically improved the fort and landscape. During this period, the park also acquired more land and began to provide services for the public despite limited funds and staff. The transfer of Fort Pulaski to the U.S. Navy Department from 1942 to 1948, however, abruptly halted this process. After Fort Pulaski was returned to the Park Service, staff spent much energy to overcome years of wartime neglect that impaired the integrity of the monument's resources

Like the CCC work of the 1930s, the ten-year-long Mission 66 program that began in 1956 brought renewal and significant improvements to Fort Pulaski NM. Park improvements during Mission 66 included construction of a new Visitor Center, restoration of the drainage system, and the installation of modern interpretive aids. During the 1970s, management focused on park planning to develop a better volunteer-based interpretive program, to improve the park's historic structures and landscape, and to comply with new legislation protecting natural and cultural resources. During the 1980s and 1990s, park activities were characterized by land protection, archeological studies, collections management planning, participation in community programs, improved safety and visitor facilities, and employee training at all levels. Overall, during the past thirty years, Fort Pulaski NM and the NPS have entered into an increasing number of special agreements and permits with other agencies and organizations. The result has been a more effective management system for the monument.

In the future, encroaching development and commercial activities outside of Fort Pulaski will likely increase threats to park resources. The private development of buildings and structures on nearby islands both poses an unsightly visual impact on park's viewshed and increases the chance of human disturbance to the park's ecosystems through associated pollution and accidents. In the future, legislation and new NPS standards designed to improve management, protect resources, and serve the needs of an ever more diverse American public will likely necessitate additional new planning and management decisions at Fort Pulaski. Changes in park personnel, policies, and technologies may lead future management to consult the past for answers. By furthering the understanding of the administrative history of Fort Pulaski National Monument, this study should help management find new solutions.

Appendix A: Chronology - Fort Pulaski National Monument

Primary Events

1733	James Edward Oglethorpe and English settlers anchored at Cockspur Island (Sholes 1900).
1736	John Wesley, founder of Methodism, held the first service on Cockspur Island (Holland 1937:13).
1759	On October 2nd, Jonathan Bryan was granted 150 acres of land on Cockspur Island. King George II reserved a twenty-acre lot on the eastern portion of the island to be used by Fort George (Holland 1937:44).
1761	Construction of Fort George began at east end of Cockspur Island to protect the Georgia colony from Spanish (Lattimore 1954:2).
1794	Fort Greene was built southeast of the future site of Fort Pulaski (HABS No. GA-2158 Addendum 1998:3).
1804	Hurricane destroyed Fort Greene (Lattimore 1954:3).
1828	The Board of Fortifications for Sea Coast Defense approved French Military Engineer Simon Bernard's plans for Fort Pulaski (Young 1936:42).
1829-1830	Construction of Fort Pulaski began. Engineer Major Samuel Babcock conducted topographical surveys. Young West Point graduate Robert E. Lee reported to Cockspur Island as assistant engineer (Young 1936:42; Young 1947:2).
1830	On March 15th, Alexander Telfair deeded 150 privately owned acres on Cockspur Island to the U.S. Government; the State of Georgia retained 20 acres on which Fort Pulaski was to be built (Farris 2000:11).
1845	Georgia ceded the 20 acres to the United States on December 27th (Acquisition of Lands file, FPNM).
1847	Main structure of Fort Pulaski completed. Construction, repairs and maintenance between 1828 and 1861 totaled $1 million (Young 1939:49).
1848	Cockspur Island Lighthouse built on sand bar southeast of fort, officially established in 1859, and destroyed in 1854 hurricane (Collins 1994:7).
1855	Existing lighthouse built on same foundation (Collins 1994:8.)
1861	Georgia Governor Joseph E. Brown ordered the Georgia Volunteer Militia to take possession of ungarrisoned Fort Pulaski on January 3rd (Lattimore 1954:13).
1862	On April 10th, Union troops attacked Fort Pulaski in the morning (Gillmore 1862:33).
1862	Breach in southeast wall forced Olmstead to surrender the fort to General Gillmore on April 11th (Gillmore 1862:36).
1864-1865	Immortal 600 imprisoned at Fort Pulaski from October through March (Lattimore 1954:39-40).
1869-1872	The U.S. Army Corps of Engineers constructed underground magazines and passageways in the fort demilune (Lattimore 1954:42).
1873	In October, the Army began to withdraw its last combat units from Fort Pulaski, and the fort officially closed on October 24 (National Archives, Washington, D.C., RG 393).
1880	Fort Pulaski was designated a military reservation and stood vacant except for caretaker and ordnance sergeant (*Fort Pulaski Draft Cultural Landscape Inventory, Level 1*, 1997:22).

1881	In August, a destructive hurricane demolished the workmen's village, built in 1831 (HABS No. GA-2158 Addendum, 1998:14).
1884	Fort Pulaski was turned over to the U.S. Army Corps of Engineers on June 27th(National Archives, Washington, D.C., RG 393).
1889	War Department issued a revocable license to the City of Savannah on May 8th to use northwest part of Cockspur Island for the establishment of a quarantine station (Capps 1994).
1898-1899	Battery Horace Hambright was constructed along the island's north shore to provide extra defense protection on the North Channel during the Spanish-American War (Lattimore 1954:42.)
1909	Cockspur Island Lighthouse ceased operating and became a harbor beacon until 1949 (Collins 1994:11).
1915	On July 17th, The War Department announced the selection of Fort Pulaski as a possible national monument under the American Antiquities Act of 1906 (Unrau andWilliss 1983:10).
1924	A presidential proclamation designated Fort Pulaski a national monument on October 15th (see Appendix Four).
1925	Fire destroyed the caretaker's house on the fort terreplein and damaged several casemates on June 19th (Brown to Howard, 20 June 1925, National Archives, Atlanta, RG 77).
1933	President Roosevelt signed order for Fort Pulaski to be transferred to the NPS on August 10th (Unrau and Williss 1983:59).
1934	In May, CCC Camp 460 was established near the quarantine station (Capps 1994).
1934	Reaville Brown, supervisor of CWA and ECW work, was appointed as first Acting Superintendent on June 1st (see Appendix Two).
1934	The Park Service acquired two boats from the United States Coast Guard to ferry personnel, materials, and supplies to Cockspur Island from Lazaretto Creek to the dock on the South Channel ("Superintendent's Monthly Report," November 1934).
1935	In December, the CCC finished digging the moat. The metal tide gate let water from the South Channel fill the moat for the first time in 60 years ("Pulaski Moat to Be Filled Today" *Savannah Morning News*, 19 December 1935).
1936	Congressional act on June 26th extended Fort Pulaski boundary to include all lands formerly under the jurisdiction of the Secretary of War. The act authorized a bridge across the South Channel and reserved a strip of land along the North Channel for the U.S. Army Corps of Engineers (Farris 2000:14).
1937	The Bureau of Public Health closed the U.S. Quarantine Station at Cockspur Island in March. The Department of the Interior acquired an entrustment of custody in August (Lattimore to NPS Director, 8 January 1937, park files).
1938	PWA work completed South Channel bridge from McQueen's Island to Cockspur Island on April 23rd. The bridge opened to the public on May 13th ("Superintendent's Annual Report," 1939:32).
1939	On January 20th, Georgia deeded 5,000 acres of marshland on McQueen's Island, increasing Fort Pulaski to approximately 6,000 acres. Oyster bed leases were reserved to the state (Farris 2000:15).
1939	The first Master Plan for Fort Pulaski National Monument was produced to plan for the development of roads and trails, utility lines and buildings, and the boundary (1939, 1942 Master Plan file, park).
1940	The Savannah Bar Pilots set up their operations at the west end of Cockspur Island for $70/year (Acting Director to Director, 27 September 1940, National Archives, Philadelphia, RG 79, Box 70, in Capps 2000.)
1941	CCC Camp 460 transferred from Cockspur Island to Florida on May 9th ("Superintendent's Monthly Report," May 1941:1).
1941	The Department of the Interior issued a special use permit to the Secretary of the Navy on November 1st to establish a Section Base at Cockspur Island for the Inshore Patrol (Special Use permit, File 178, park).

1942	On March 18th, The Secretary of the Interior notified the NPS that Cockspur Island would be turned over to the Navy Department (Vinten to Holland, 18 March 1942, File 178, park).
1942	Fort Pulaski closed to the public on March 19th, for the duration of World War II (Vinten to Holland, 18 March 1942, File 178, park).
1945	Custody of the Naval Receiving Station was placed in the commission of the United States Coast Guard in July for use as a discharge center (National Archives, Atlanta, RG 181, Box 4).
1947	On August 1st, Fort Pulaski officially reopened to the public ("Superintendent's Monthly Report," August 1947:1).
1948	The Secretary of the Interior cancelled the permit for the Navy's use of Cockspur Island on August 11th, returning Fort Pulaski to the NPS (Lattimore to Regional Director, 9 March 1949, Reiter personal files, in Capps 2000).
1950	The Georgia Society of Colonial Dames erects the John Wesley Memorial at Cockspur Island on November 9th ("Superintendent's Lattimore's Monthly Report," November 1950).
1952	On September 25th, the NPS issued a long-term special use permit to the U.S. Coast Guard for the use of the wharf at Lazaretto Creek for a buoy tender (*Master Plan Fort Pulaski National Monument* 1971:7).
1959	On May 25th, the Cockspur Island Lighthouse was transferred from the U.S. Coast Guard to the NPS (Collins 1994:18).
1960-1963	The Chatham County Mosquito Control Commission (CCMC) excavated canals, filled low areas and sprayed for mosquitoes at Cockspur Island, beginning a long-term relationship with the park ("Superintendent Lattimore's Monthly Report," October 1949).
1962	A special use permit from the NPS allowed Chatham County to construct a public boat ramp at Lazaretto Creek in 1962 (Special Use Permit, 1962, Reading files, park).
1962	A contract was awarded to Hugh Jackson to build a new Visitor Center for a cost of $136,124.90 in July (Smith to Lattimore, 7 September 1962, "Visitor Center Construction" file, park).
1964	Visitor Center opened to the public on October 25th ("Superintendent's Monthly Report," October 1964, park).
1965	The U.S. Coast Guard established a Search and Rescue Station at the west end of Cockspur Island under a 20-year special use permit on November 17th (*Master Plan Fort Pulaski National Monument*, 1971:71).
1966	Mission 66 work (1958-1966) completed at Fort Pulaski (Mission 66 Construction Completion reports, park).
1971	The park produced the comprehensive 1971 *Master Plan* that outlined a priority of needs for park planning, development, interpretation, land acquisition, and management issues (*Master Plan,* 1971).
1971	The park produced the 1971 *Interpretive Prospectus* for a clearly defined view of Fort Pulaski's history. The report proposes demonstrations with personnel in period uniforms, removing vegetation to make the fort more visible, and acquiring more cannons to bring authenticity to the fort (*Interpretive Prospectus*, 1971).
1976	Bicentennial events at the park resulted in a 13 percent increase in park visitation ("Report of National Park Service Bicentennial Activities," 1976, Reading files, park).
1977	The NPS awarded a contract to Southeastern Wildlife Services to conduct an ecological survey of Cockspur and McQueen's islands that identified 158 plant species within the monument ("Resource Management Plan Fort Pulaski National Monument" 1990:10).
1982	The NPS entered into an agreement with the State of Georgia regarding concurrent jurisdiction at Fort Pulaski National Monument. The MOA permitted both parties to exercise law enforcement within the monument boundaries (MOA, 1982, Reading files, park).
1984	The NPS prepared a Land Protection Plan for Fort Pulaski to identify land protection alternatives that assured the preservation of historic, scenic, and cultural resources and adequate visitor use (*Fort Pulaski National Monument Land Protection Plan,* 1984).

1985	The park installed the climate-controlled "Bally" building in the fort to hold the park's museum study collection and archives ("Resource Management Plan Fort Pulaski National Monument," 1990: 33).
1985	In May, an MOA between the NPS and the U.S. Army Corps of Engineers permitted the Corps to construct conservation tanks and electrolysis units on Cockspur Island to stabilize cannons and artifacts recovered from Savannah Harbor dredging activities in the 1930s and 1940s (MOA, 1985, Reading files, park).
1985	City of Tybee Island adopted a land use plan to protect Goat Point, the site of several Union batteries ("Addendum to Land Protection Plan for Fort Pulaski National Monument," 1986).
1988	Park maintenance began a historic vista-mowing program, clearing 50 acres of brush within the dike system to restore the fort surroundings to their historic appearance ("Superintendent's Annual Report," 1989).
1989	Fort Pulaski acquired two rare Civil War era sling carts from a navy base in San Diego in January (Downs, "Holding Down the Fort," *Islands Close-up,* March 9, 1989).
1989	The park initiated a monitoring program with the Georgia Department of Natural Resources (DNR) in September to conduct water quality tests of the moat, feeder canal, and South Channel for the development of a data base for resource management ("Superintendent's Annual Report," 1989).
1990	The NPS entered into a cooperative agreement with the city of Tybee Island in August for providing structural and wildland fire services at Fort Pulaski (Cooperative Agreement, 1990, Reading files, park).
1990-1991	Electrolysis tanks at Cockspur Island treated two Fort Pulaski cannons and two cannons and 80 projectiles from the *CSS Georgia*. The Corps placed the *CSS Georgia* cannons and artifacts on display at Fort Jackson in Savannah, and the Georgia Army National Guard airlifted the Fort Pulaski cannons onto the fort terreplein (Breen, letter to author, 30 July 2001).
1991	On May 4th, an MOU between the NPS and the Chatham County Law Enforcement Services established that both parties had jurisdiction over law enforcement at Fort Pulaski. The NPS retained the primary responsibility (MOU, 1991, Reading files, park).
1994-1995	The Visitor Center received an auditorium addition to show a video about the history of the fort to visitors ("Superintendent's Annual Report," 1994-5).
1996	Congress passed an omnibus park bill calling for the elimination of the U.S. Army Corps of Engineers spoil deposition reservation on the north shore of Cockspur Island ("Superintendent's Annual Report," 1996).
1997	Park management implemented performance management system involving Annual Performance Plans, Annual Performance Reports, and a 5-year Strategic Plan (*Park Planning,* 1997).
1997	The Clifton Construction Company completed the restoration of the historic dike system to its original height of twelve feet. In 1994-95, the U.S. Army Corps of Engineers developed plans for the project through an interagency agreement with the NPS (Interagency Agreement, Reading files; "Superintendent's Annual Report," 1997).
1998-1999	SEAC archaeologists removed the topsoil from the cemetery area to expose thirty-seven gravesites believed to partially consist of the "Immortal 600" graves (Groh, draft review comments, 7 November 2001).
1999	The Florida State Research and Conservation Laboratory in Tallahassee completed electrolysis treatment on the original iron cap of the Cockspur Island Lighthouse. A masonry team from the Historic Preservation Training Center made significant improvements to the Cockspur Island Lighthouse ("Superintendent's Annual Reports," 1994-99).

Secondary Events

1766	Governor Wright moved Stamp Act stamps from Savannah to Fort George for safekeeping from destructive mobs (Johnson, 1992).
1768	William Lyford established pilot house approximately eighty yards northwest of Fort George (Groh 2000:53).
1774	Lyford pilot house at Cockspur Island burned by African-American slaves (Groh 2000:53).
1886-1887	Construction of Savannah-Tybee Railway (Breen, draft review comments, 31 October 2001).
1893-1895	The Corps expanded the fort demilune for gun emplacements and electric mine controls (*Fort Pulaski Draft Cultural Landscape Inventory, Level 1*, 1997:24).
1911	On September 7th, The Treasury Department issued a license for an expanded quarantine station at west end of Cockspur Island (HABS No. GA-2158 Addendum, 1998:17).
1918	Decontamination facilities for German POW's (never used) built at Quarantine Station (HABS No. GA-2158 Addendum, 1998: 18.)
1935	The NPS hired student Alexander Heard to prepare artifacts for the museum collection in June ("Superintendent's Monthly Report," August 1935).
1935	In August, the park received phone service with PWA funds and CCC labor ("Superintendent's Annual Report," 1937).
1937-1938	The NPS hired student Don Eyles to study area shore birds and plants ("Superintendent's Annual Reports," 1937-38).
1938	The Port of Savannah sponsored a "Waving Girl" celebration at Fort Pulaski in honor of the 70th birthday of Florence Martus on August 7th. Local radio station WTOC broadcast the festivities attended by 4,000 people ("Superintendent's Annual Report," 1939).
1939	The Daughters of the Confederacy placed a bronze plaque on the northwest parapet to commemorate Civil War heroes Lieutenant Hussey and Private Latham on October 9th ("Superintendent's Annual Report," 1939).
1939	The park produced a 1939 *Interpretive Plan* that outlined a supervised tour through restored casemates. Casemate 66 featured an experimental museum containing sketches, diaries, and glass bottles from the moat excavation in 1934 and 1935 (*Interpretive Plan*, 1939).
1942	The NPS permitted the U.S. Army Corps of Engineers to cut across McQueen's Island on November 27th to extend and use the Intracoastal Waterway through the war and six months after (*Master Plan,* 1971: 7).
1944	Lone Fort Pulaski maintenance employee Jack Hood reported that operations at the Navy Section Base had nearly ceased in July. The NPS considered reopening the park but had no funding (Freeland to Regional Director, 21 July 1944, National Archives, Philadelphia, RG 79, Box 71, in Capps, 2000.)
1947	Superintendent Luckett retrieved Fort Pulaski files, artifacts, and equipment stored at Ocmulgee National Monument during the war in January ("Superintendent's Monthly Report," January 1947).
1947	Hurricane hit Cockspur Island and damaged 25 percent of the historic dikes on October 5th ("Superintendent Lattimore's Monthly Report," October 1947).
1947	The park held a Centennial Celebration of the completed construction of Fort Pulaski on October 11th. The event featured a pageant, formal exercises, and a radio broadcast to Europe ("Superintendent Lattimore's Monthly Report," October 1947).
1949	The Coast Guard abandoned the Cockspur Island Lighthouse (Collins 1994:13).

1949	On October 15-16th, four thousand people from 24 organizations attended the 25th anniversary of the establishment of Fort Pulaski National Monument. Special military and historical exhibits were placed on display ("Superintendent Lattimore's Monthly Report," October 1949).
1949-1950	Replacing pipes and pumps cleaned up the contaminated water system at Cockspur Island ("Superintendent Lattimore's Monthly Reports," July 1949).
1950	The Morgan Monument was moved from Fort Screven to Fort Pulaski and placed in the cemetery north of the fort (Lattimore to Alstaetter, 29 March 1950, Reiter files, in Capps, 2000.)
1952-1953	Dilapidated Navy surplus structures at the former base site were razed. Savannah State College had purchased two Navy buildings in 1950 ("Superintendent Lattimore's Monthly Reports," August 1950, July 1952, April 1953).
1954	Superintendent Lattimore's Fort Pulaski National Monument Historical Handbook became available to the public ("Superintendent Lattimore's Monthly Report," February 1954.)
1956	The NPS completed the *Mission 66 Final Prospectus* for Fort Pulaski ("Mission 66 Prospectus," 1956, park).
1956	The park installed audio-visual equipment of five recorded talks in the fort in May ("Annual Report on Visitor Services," 1957, park).
1957-1958	A bacteria carried in from the Savannah River infested the moat. Algae growth and very cold temperatures caused thousands of moat fish to die (Lattimore to Regional Director, 22 January 1958, Moat file, park).
1960	The NPS performed extensive stabilization and replacement of door, windows, and brickwork on the Cockspur Island Lighthouse (Mikell, "Lonely Lighthouse Has Survival Instinct," 1977, Fort Pulaski National Register file, Atlanta).
1962	In April, the park held a Centennial Celebration for siege of Fort Pulaski ("Superintendent's Monthly Report," April 1962).
1962	Burglars stole the sword believed to belong to Col. Olmstead from the fort in April. In September 1964, the FBI recovered the sword from a collector in Florida ("Superintendent's Monthly Report," August 1962, September 1964).
1963	In July, air conditioning was installed in Casemate 59, to be used as a visitor lounge ("Mission 66 Construction Completion Report," September 1963, park).
1965	The park installed picnic tables at the west end of Cockspur Island in June ("Superintendent's Monthly Report," June 1965).
1965	The park prepared the 1965 *Master Plan* which covered areas of management concern such as insect, plant, and tree disease control, the repair of historic structures, utilities, signs and markers, and vandalism control (*Master Plan*, 1965).
1965	Park staff found two Parrot rifles in the woods near Battery Hambright ("Annual Interpretive Services Narrative," 1965, park).
1968	A fee collection station was constructed at the park entrance off of U.S. Highway 80 (Capps 1994).
1972	A newly installed radio system improved park law enforcement and preparation for emergencies ("Superintendent's Annual Report," 1972).
1972	The park implemented a safety program and appointed a Safety Committee to reduce park accidents (Superintendent Tomlinson to Director, 13 January 1972, Reading files, park).
1973	The NPS issued a 20-year special use permit to the Savannah Pilots Association to use 29,316 square feet of the northwest part of Cockspur Island ("Superintendent's Annual Report," 1973).

1973	A few men from the U.S. Army Corps of Engineers recovered miscellaneous artifacts from the cisterns and the moat (Trout to 77th Engineering Company, 15 February 1973, Reading files, park).
1974	On December 11th, Fort Pulaski park historian Edward L. Trout completed Fort Pulaski National Monument (including all of Cockspur and McQueen's Islands) National Register nomination (Trout 1974).
1978	Approximately $25,000 of improvements to the Cockspur Island Lighthouse included the stabilization of the rusted ironwork, repairs to the door, windows, and lantern panes riddled with bulletholes from vandals, and masonry repointing ("Lighthouse Stabilization Cyclic Project Analysis," 7 July 1977, Reading files, park).
1980	In May, an interagency agreement between the NPS and the U.S. Coast Guard authorized administrative jurisdiction over an additional 1.85 acres of land for the Search and Rescue Station (Interagency Agreement, Reading files, park).
1983	The U.S. Fish and Wildlife Service performed a $3,000 study to identify moat management alternatives in response to an algae bloom that devastated moat fish population ("Superintendent's Annual Report," 1983).
1984	Chatham County Commission relocated the boat ramp at Lazaretto Creek, converted old dock into a public pier, and constructed a parking lot (MOU, Reading files, park).
1987	On April 10-12th, around 3,000 visitors attended the 125th Anniversary of the Siege and Surrender of Fort Pulaski ("Superintendent's Annual Report," 1987).
1988	The NPS, in cooperation with the Georgia DNR, attempted to reintroduce hard-shelled clams at Oyster Creek to increase population for recreational harvesting ("Superintendent's Annual Reports," 1988, 2000).
1991	Fort Pulaski celebrated the 75th anniversary of the NPS by featuring a special display in the Visitor Center, living history demonstrations, and a concert ("Superintendent's Annual Report," 1991).
1992	An interagency agreement between government bureaus provided a cross-designation of law enforcement officers for investigative support, emergencies, violations in areas where an agency borders another agency, and local operational agreements (Interagency Agreement, Reading files, park).
1995	Southeast Archeology Center (SEAC) excavated a refuse area at the northwest corner of the main feeder ditch on Cockspur Island, uncovering brick and mortar that may have been dumped by Union troops repairing fort damage in 1862 (Jameson, 1998: 5).
1996	SEAC archaeologists noted forty-seven instances of unauthorized disturbance to archeological resources along the dike system from Battery Hambright to the fort (Jameson, 1998: 6).
1997	Handicap accessible restrooms at the Visitor Center were completed at a cost of $141,000 ("Superintendent's Annual Report," 1997).
1997	The office of the Historic American Buildings Survey initiated a $27,000 project to document the evolution of the architectural condition of Fort Pulaski and the ecological progression of Cockspur Island ("Superintendent's Annual Report," 1997).
1997	The NPS produced a Cultural Landscape Inventory for Fort Pulaski detailing the past and present landscape at Cockspur Island (*FPNM Draft Cultural Landscape Inventory,* 1997).
1997	The NPS issued a special use permit for the U.S. Army Corps of Engineers to place underground monitoring wells on the west end of Cockspur Island. These wells monitor Chloride levels in the underground water of the Miocene aquifer at Cockspur Island (Special Use Permit, Reading files, park).

1999	The park permitted the U.S. Army Corps of Engineers to use a NPS equipment shed and radio tower to install and maintain a Global Positioning System (GPS) Base Station (Special Use Permit, Reading files, park).
2000	Fort Pulaski received $25,000 to begin a water quality analysis of Oyster Creek to help evaluate the ecological health of the water resources at Fort Pulaski. The NPS awarded Savannah State University with the contract to conduct the one-year study to begin in 2001 ("Superintendent's Annual Report," 2000).

Appendix B: Fort Pulaski NM Superintendents

Reaville Brown, Acting Superintendent	June 1, 1934 to (date unknown)
Simon P. Kehoe, Jr., Project Superintendent	November 6, 1935 to May 30, 1936
Ralston B. Lattimore, Acting Superintendent	June 1, 1936 to October 31, 1938
James W. Holland, Acting Superintendent	November 1, 1938 to April 14, 1940
James W. Holland, Superintendent*	April 15, 1940 to April 26, 1943
William W. Luckett, Superintendent**	September 25, 1946 to September 11, 1948
Ralston B. Lattimore, Superintendent	October 31, 1948 to October 31, 1969
David L. Tomlinson, Superintendent	April 5, 1970 to January 7, 1973
Dennis Kuenzel, Acting Superintendent	January 8, 1973 to February 17, 1973
Grady C. Webb, Superintendent***	February 18, 1973 to November 13, 1982
Elaine Howery, Acting Superintendent	November 14, 1982 to January 10, 1983
Daniel W. Brown, Superintendent****	January 11, 1983 to February 13, 1988
John W. Beck, Acting Superintendent	February 14, 1988 to June 4, 1988
John D. Breen, Superintendent	June 5, 1988 to present

* *Navy occupation, park closed 3/14/42 to 8/1/47, Holland transferred to Fort McHenry National Monument*

** *Luckett transferred to Fort Sumter National Monument*

*** *Webb transferred to Andrew Johnson National Historic Site*

**** *Brown transferred to Chickamauga and Chattanooga National Military Park*

*****Breen transferred from Canaveral National Seashore*

Appendix C: Acts and Resolutions of the General Assembly of the State of Georgia

An Act for the State of Georgia to cede to the United States of America the interest of the state and its jurisdiction over the site on Cockspur Island where a beacon light was erected.

Assented to December 22, 1820.

An Act for the State of Georgia to cede to the United States of America all of its right, title, and interest to and over a reserve of 20 acres on Cockspur Island (containing Fort Pulaski).

Approved December 27, 1845

An Act for the State of Georgia to grant to the United States of America all of its right, title, and interest in a 20-acre portion of Cockspur Island and 277.39 acres on McQueens Island in Chatham County, Georgia.

Approved February 16, 1935

An Act for the State of Georgia to grant to the United States of America all of its right, title, and interest in approximately 5,000 acres of marshland located on McQueens Island in Chatham County, Georgia.

Approved January 17, 1938

Appendix D: Federal Legislation

32. Fort Pulaski National Monument

Establishment: Excerpt from Proclamation (No. 1713) of October 15, 1924....

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

A PROCLAMATION

[No. 1713—Oct. 15, 1924—43 Stat. 1968]

WHEREAS, there are various military reservations under the control of the Secretary of War which comprise areas of historic and scientific interest;

AND WHEREAS, by section 2 of the Act of Congress approved June 8, 1906 (34 Stat. 225), the President is authorized "in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be national monuments, and may reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the objects to be protected";

NOW THEREFORE, I, Calvin Coolidge, President of the United States of America, under authority of the said Act of Congress do hereby declare and proclaim the hereinafter designated areas with the historic structures and objects thereto appertaining, and any other object or objects specifically designated, within the following military reservations to be national monuments:

* * * * *

FORT PULASKI, GEORGIA

The entire area comprising the site of the old fortifications which are clearly defined by ditches and embankments, which inclose about twenty acres.

* * * * * * *

IN WITNESS WHEREOF, I have hereunto set my hand and caused the seal of the United States to be affixed.

DONE at the city of Washington this fifteen day of October, in the year of our Lord one thousand nine hundred and twenty-four, and [SEAL] of the Independence of the United States of America the one hundred and forty-ninth.

CALVIN COOLIDGE.

By the President:
JOSEPH C. GREW,
Acting Secretary of State.

A Presidential Proclamation (No. 1713, 43 Stat. 1968) to establish a national monument at Fort Pulaski, Georgia, October 15, 1924.

Whereas, there are various military reservations under the control of the Secretary of War which comprise areas of historic and scientific interest;

And whereas, by section 2 of the Act of Congress approved June 8, 1906 (34 Stat. 225), the President is authorized "in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be national monuments, and may reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the objects to be protected"

FORT PULASKI, GEORGIA

The entire area comprising the site of the old fortifications which are clearly defined by ditches and embankments, which enclose about twenty acres.

An Executive Order (No. 6166), issued pursuant to the authority of Section 16 of the Act of March 3, 1933 (Public Law No. 428—47 Stat. 1517), to transfer Fort Pulaski National Monument from the War Department to the National Park Service of the Department of the Interior.

All functions of administration of public buildings, reservations, national parks, national monuments, and national cemeteries are consolidated in an office of National Parks, Buildings, and Reservations, in the Department of the Interior, at the head of which shall be a Director of National Parks, Buildings, and Reservations; except that where deemed desirable there may be excluded from this provision any public building or reservation which is chiefly employed as a facility in the work of a particular agency. This transfer and consolidation of functions shall include, among others, those of the National Park Service of the Department of the Interior and the National Cemeteries and Parks of the War Department which are located within the continental limits of the United States:

FORT PULASKI, GEORGIA.

An Act to extend the boundaries of the Fort Pulaski National Monument, Georgia, and for other purposes, approved June 26, 1936 (49 Stat. 1979).

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, that the boundaries of the Fort Pulaski National Monument on Cockspur Island, Georgia, be, and they are hereby, extended to include al of the lands on said island now or formerly under the jurisdiction of the Secretary of War.

Sec. 2. That the Secretary of the Interior be, and he is hereby, authorized, in his discretion, to accept in behalf of the United States, lands, interest in lands, easements, and improvements located on McQueens and Tybee Islands, in Chatham County, Georgia, as may be donated for an addition to the Fort Pulaski National Monument, and upon acceptance thereof the same shall be a part of said monument, the title and evidence of title to lands acquired to be satisfactory to the Secretary of the Interior.

Sec. 3. That the Secretary of the Interior be, and he is hereby, authorized to construct, or cause to be constructed, in connection with and as a part of the road system of Fort Pulaski National Monument, a bridge or causeway and approaches thereto across the South Channel of the Savannah River from Cockspur Island to McQueens Island in Chatham County, Georgia, at a point which he may designate as most suitable to the interests of the federal government.

Sec. 4. That the administration, protection, and development of the aforesaid national monument as extended by this Act shall be exercised under the direction of the Secretary of the Interior by the National Park Service, subject to the

provisions of the Act of August 25, 1916, entitled, "An Act to establish a National Park Service, and for other purposes": *Provided*, That there is permanently reserved for the unlimited use of the Corps of Engineers, United States Army, for the deposit of dredging materials and other purposes, a strip of land along the north shore of Cockspur Island extending shoreward two hundred feet from the present high water line: *And provided further*, That the portion of Cockspur Island bounded on the east by a north and south line across the island, and distant two thousand and nine hundred feet west from the northwesterly salient angle of Fort Pulaski, and extending from Savannah River on the north to the South Channel on the south; on the west by a north and south line, parallel with said east boundary, distant one thousand and seven hundred feet therefrom, and likewise extending from the Savannah River on the north to the South Channel on the south, is reserved to the Treasury Department for use for a quarantine station.

A Presidential Proclamation (72 Stat. 1) to enlarge the Fort Pulaski National Monument, Georgia, August 14, 1958.

WHEREAS the Cockspur Island Lighthouse Reservation, situated on a small island near the southeasterly shore of Cockspur Island, contains an old abandoned lighthouse which is contemporary with Fort Pulaski and should be preserved because of its historic interest; and

WHEREAS a small Federally owned island, known as Daymark Island, containing approximately 1.5 acres of land at high tide, situated close to the northeastern shore of Cockspur Island and gradually becoming an accretion thereto, is required for the proper care, protection, and management of the objects of historic interest situated within the area of Fort Pulaski National Monument;

NOW, THEREFORE, I, DWIGHT D. EISENHOWER, President of the United States of America, by virtue of the authority vested in me by Section 2 of the act of June 8, 1906, 34 Stat. 225 (16 U.S.C. 431), do proclaim that, subject to valid existing rights, the following-described lands are hereby added to, and reserved as parts of, the Fort Pulaski National Monument, and shall be subject to all laws, rules, and regulations applicable to that monument:

(1) That certain tract of land, about 1 acre in area, known as the Cockspur Island Lighthouse Reservation, situate near the south end of Cockspur Island at Latitude 32°01' N., and Longitude 80°53" W., and

(2) That certain tract of land, about 1.5 acres in area, known as Daymark Island and depicted on U.S. Coast Guard and Geodetic Survey Chart C. & G.S. 440, Savannah River-Warsaw Sound, Revised 12/23/57, being an undesignated island in shoal water at Latitude 32°02' N. and Longitude 80°53" W. on the right bank of the Savannah River.

An amendment (110 Stat. 4188, Public Law 104-333) to 49 Stat. 1979 canceling the U.S. Army Corps of Engineers reservation on the north shore of Cockspur Island, November 12, 1996.

Section 807. Fort Pulaski National Monument, Georgia.

Section 4 of the Act of June 26, 1936 (ch. 844; 49 Stat. 1979), is amended by striking "*Provided*,

Appendix E:
National Register Nomination

RECEIVED

PH019 4131 MAR 7 1996

Form 10-306
(Oct. 1972)

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

STATE: Georgia
COUNTY: Chatham
FOR NPS USE ONLY
ENTRY DATE

OFFICE OF HISTORIC PRESERVATION DIVISION

NATIONAL REGISTER OF HISTORIC PLACES INVENTORY – NOMINATION FORM
FOR FEDERAL PROPERTIES
(Type all entries – complete applicable sections)

SEE INSTRUCTIONS

1. NAME

COMMON: Fort Pulaski National Monument

AND/OR HISTORIC:

2. LOCATION

STREET AND NUMBER: NW of Savannah Beach on Cockspur Island
Fort Pulaski National Monument

CITY OR TOWN: Savannah Beach

CONGRESSIONAL DISTRICT: First

STATE: Georgia — CODE: 013

COUNTY: Chatham — CODE: 051

3. CLASSIFICATION

CATEGORY (Check One)	OWNERSHIP	STATUS	ACCESSIBLE TO THE PUBLIC
[X] District [X] Building	[X] Public	[X] Occupied	Yes:
[ ] Site [ ] Structure	[ ] Private	[ ] Unoccupied	[ ] Restricted
[ ] Object	[ ] Both	[ ] Preservation work in progress	[X] Unrestricted
	Public Acquisition: [ ] In Process [ ] Being Considered	Completed	[ ] No

PRESENT USE (Check One or More as Appropriate)

[ ] Agricultural [X] Government [X] Park [ ] Transportation [ ] Comments
[ ] Commercial [ ] Industrial [ ] Private Residence [ ] Other (Specify)
[X] Educational [X] Military [ ] Religious
[ ] Entertainment [X] Museum [ ] Scientific

4. AGENCY

National Park Service

REGIONAL HEADQUARTERS: (If applicable) Southeast Regional Office

STREET AND NUMBER: 3401 Whipple

CITY OR TOWN: Atlanta

STATE: Georgia — CODE: 13

5. LOCATION OF LEGAL DESCRIPTION

COURTHOUSE, REGISTRY OF DEEDS, ETC: Park files - Fort Pulaski National Monument

STREET AND NUMBER: Box 98

CITY OR TOWN: Savannah Beach

STATE: Georgia — CODE: 13

6. REPRESENTATION IN EXISTING SURVEYS

TITLE OF SURVEY: National Register of Historic Places — HABS

DATE OF SURVEY: 1972 [X] Federal [ ] State [ ] County [ ] Local

DEPOSITORY FOR SURVEY RECORDS: Library of Congress

STREET AND NUMBER:

CITY OR TOWN: Washington

STATE: DC — CODE: 11

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7. DESCRIPTION

CONDITION	(Check One) ☒ Excellent ☐ Good ☐ Fair ☐ Deteriorated ☐ Ruins ☐ Unexposed	
	(Check One) ☒ Altered ☐ Unaltered	(Check One) ☐ Moved ☒ Original Site

DESCRIBE THE PRESENT AND ORIGINAL (if known) PHYSICAL APPEARANCE

Fort Pulaski, under construction from 1829 to 1847, was one of a chain of brick coastal fortifications in the eastern U.S. On Cockspur Island in the mouth of the Savannah River, it guarded the city of Savannah from water-borne invasion. Associated with it are various ancillary structures and sites that predate, contemporize with, or postdate the main building.

1. Fort Pulaski (No. HS 1)

A five-sided (truncated hexagon) brick structure, with 7½-foot-thick outer walls two tiers high, and approximately 350 feet long on each side, this casemated fort is in excellent condition. Opposite the gorge face is a triangular demilune with sides approximately 400 feet long. The fort and its demilune are separated by, and completely surrounded by, a wet moat approximately 40 feet wide and 7 feet deep. Extending from the fort in all directions over an area of roughly 100 acres is a system of dikes and drainage ditches. All of the above elements were designed and built as an integrated, militarily interdependent unit. All other historic structures on the island are in some way associated with the fort, but were not necessary to its operation as a defensive work. The fort is in excellent condition due to extensive restoration in the 1930's by the National Park Service. Its exterior is unaltered. The interior was altered only by the installation of electricity, rest room facilities, and removable exhibit cases and storage areas in the gorge wall. Current high-standard maintenance and preservation practices should be continued.

Significance: 1st order
Latitude: 32° 01' 39" Longitude: 80° 53' 28"
Acreage: 5
Flagpole: Latitude 32° 011 38" Longitude 80° 53' 28"
Recommended treatment: Preservation at current standards
Preliminary cost est. for above: None needed
Photos enclosed

2. a) Outlying Cisterns and b) Workmen's Village Site (No. HS 2)

Scattered about the monument grounds are several brick cisterns averaging 10 feet in diameter and 4 feet in height. These probably predate the fort itself as they supplied water to those men building the main work. All are unaltered, except for having been filled with sand for safety reasons; their several conditions range from fair to poor. Although probably of secondary importance once the fort's main water supply was finished, these cisterns remain as the only prominent structures associated with the fort's construction era. They should be partially restored (exterior), and their purpose interpreted by an exhibit.

SEE INSTRUCTIONS

Form 10-300a
(July 1969)

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

NATIONAL REGISTER OF HISTORIC PLACES
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(Number all entries) 7

2. Continued

Significance: ~~1st~~ 3rd order
Longitude and Latitude: Lat. 32° 01' 39" Long. 80° 53' 28"
Acreage: 0.03 (collectively)
Recommended treatment: Partial restoration (exterior)
Preliminary cost est. of above: $2,000

In addition to the cisterns are scattered remnants of brick and stone foundations of workmen's village kitchens, shops and quarters. The extent of these foundations is difficult to measure, as most are under 2-4 feet of silt and dredge spoil overburden and the present parking lot. Only occasional glimpses of them are possible along ditchbanks and in the junglelike thickets on the island. Copies of 19th century Army maps of the island and Civil War photographs suggest that all of these foundation ruins could be located and excavated via a major archeological dig, should same become desireable. Although "unavailable" for interpretation (except through Civil War photographs) at present, the sites should be undisturbed and protected.
Significance: ~~1st~~ 3rd order
Longitude and Latitude: Lat. 32° 01' 39" Long. 80° 53' 28"
Acreage: Approximately 10.0
Recommended treatment: Preservation and protection
Preliminary cost est for above: No cost

3. North Pier (No. HS 3)

Extending into the marsh on the north edge of the island are the granite remains of the North Pier (1829-30), where building materials for the fort were offloaded from ships. It originally had a wooden L-shaped extension, which long ago rotted away. The 20' x 120' remains consist of granite sidewalls and headwall, the center being filled up with sod. Mooring rings and spikes are still spaced along the capstones of the sidewalls. The pier is essentially unaltered, stable, and is presently interpreted by a metalphoto plaque. Protection from erosion or sedimentation should be effected if and when the need arises.
Significance: ~~3rd~~ 3rd order
Longitude and Latitude: Lat. 32° 01' 55" Long. 80° 53' 34"
Acreage: 0.3
Recommended treatment: Preservation
Preliminary cost est. of above: No cost

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4. Cockspur Island Lighthouse (No. HS 4)

Built about 1840, this brick lighthouse is 46 feet tall, 16 feet in diameter at the base, and stands on its own islet just off of Cockspur Island southeast of the fort. A spiral brick stair inside ascends to the first landing (wooden), and a modern wooden ladder then gives access to the second landing (iron plate), which is also the floor of the lantern house. A small iron door (2' x 2') leads out to the catwalk around the lantern, which is guarded by an iron railing. A fire grate in the small iron door gives evidence of a sperm oil lighting system, and no elements of a later type lighting system (gas, for example) are present. Masonry work is in good condition inside and out, due to repairs and repointing performed by the park bricklayer in 1960. Millwork restored at that time is already showing signs of decay due to constant and severe buffeting by wind and seaspray. Door, window and lantern panes have been randomly pierced or broken out completely by the bullets of vandals. Ironwork (top landing, roof, outside railing) is badly rusted and pitted, but should last a long time if periodically scraped and painted.

Interpretation of the lighthouse is, and should remain, minimal because of its negative role in the siege of the fort, and dangers inherent in any public access that might be built out to it. However, it should be preserved at least at its present level as part of the historic scene; and because of its architectural significance and its role in the navigational history of the nation.
Significance: 2nd order
Longitude and Latitude: Lat. 32° 01' 21" Long. 80° 52' 49"
Acreage: 0.2 (includes islet flooded twice daily by tides)
Recommended treatment: Preservation
Preliminary cost est. of above: ~~$1,000~~ 5,000

5. Battery Horace Hambright (No. HS 5)

Constructed on the north channel of the Savannah River c. 1895, this earth, concrete and steel work is approximately 100 x 50 feet in area and 15 feet high. Above are mounts designed to hold two 3-inch rapid fire rifles, and below are three magazines. The magazines have missing doors, but otherwise the general fabric of the structure is unaltered and sound. In 1960, the following repairs were made to the structure by the park maintenance staff: dense vegetation was stripped away; all cracks in the concrete calked and entire work given a coat of waterproofing; all steel elements cleaned and painted with antirust paint; and the earth and brick face toward the river restored.

Battery Hambright replaced, in concept, the older masonry type of fortifications on this island. However, by the latter quarter of the

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Chatham	
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5. Continued

19th century work was underway on massive Fort Screven, one mile away on Tybee Island. A metalphoto plaque now interprets Battery Hambright as the last in the evolution of coastal fortifications on Cockspur Island.
Significance: 2nd order
Longitude and Latitude: Lat. 32° 01' 49" Long. 80° 53' 34"
Acreage: 0.5
Recommended treatment: Preservation
Preliminary cost est. of above: No cost

6. Residence (No. HS 6)

The only home now on Cockspur Island, this 60 x 60 foot one story frame structure is of the "raised cottage" type, resting on wooden pilings. Built c. 1896, it has served a variety of government agencies. Originally, the quarter of the officer in charge of the U. S. Quarantine Station, it was considerably altered inside and out by the National Park Service, the U. S. Navy during WWII, and then again by the National Park Service. Despite these alterations its general character remains unchanged, and is typical of the older homes found on surrounding islands. Present policy is to continue to maintain it as the residence of the Chief Ranger at Fort Pulaski.
Significance: 3rd order
Longitude and Latitude: Lat 32° 01' 58" Long. 80° 54' 11"
Acreage: 0.5
Recommended treatment: Preservation as a residence
Preliminary cost est. of above: No cost

7. John Wesley Memorial

The John Wesley Memorial commemorates the landing of John Wesley, founder of Methodism in America, on Cockspur (then Peeper) Island in 1736. Wesley, coming to Georgia to proselytize among the colonists and Indians, led a small party to high ground, and thanked God for a safe Atlantic crossing before continuing upriver to begin his work in Savannah. The brick monument, topped by a stone cross, marks the general area in which he is supposed to have held this first service. The column was designed by Edward Jones, Arch. of Albany, GA, and was erected by the Georgia Society of Colonial Dames on Nov. 9, 1950.
Significance: 3rd Order
Longitude and Latitude: Lat. 32° 01' 46" Long. 80° 53; 33"
Recommended treatment: Maintain in present condition
Preliminary cost est. of above: No cost

8. SIGNIFICANCE

PERIOD (Check One or More as Appropriate)

- [ ] Pre-Columbian
- [ ] 15th Century
- [ ] 16th Century
- [ ] 17th Century
- [ ] 18th Century
- [x] 19th Century
- [ ] 20th Century

SPECIFIC DATE(S) (If Applicable and Known) Const. 1829-47; garrisoned 1861-72; briefly 1890's.

AREAS OF SIGNIFICANCE (Check One or More as Appropriate)

- [ ] Aboriginal
  - [ ] Prehistoric
  - [ ] Historic
- [ ] Agriculture
- [x] Architecture
- [ ] Art
- [ ] Commerce
- [ ] Communications
- [ ] Conservation
- [ ] Education
- [x] Engineering
- [ ] Industry
- [ ] Invention
- [ ] Landscape Architecture
- [ ] Literature
- [x] Military
- [ ] Music
- [ ] Political
- [ ] Religion/Philosophy
- [ ] Science
- [ ] Sculpture
- [ ] Social/Humanitarian
- [ ] Theater
- [ ] Transportation
- [ ] Urban Planning
- [ ] Other (Specify)

STATEMENT OF SIGNIFICANCE

Fort Pulaski is the best preserved and most original of a system of eastern coastal forts designed by the French military engineer Simon Bernard, while in the employ of the United States Army Corps of Engineers. Its massive brick walls, backed by heavy piers, and casemated rooms reflected the continuing search for security against increasingly large caliber smoothbore cannon of the period. The best military engineering principles, and finest joinery and masonry techniques of the day were used in its construction. Yet the siege and rapid reduction of Fort Pulaski in 1862 by heavy rifled artillery of the Federal Army, which had no precedent, immediately made obsolete all masonry forts everywhere. Most of the construction features and extensive siege damage are visible, and are interpreted to the public today.

Ancillary structures include: numerous cisterns, workmen's village house foundations and a stone pier, all associated with the fort's construction; Cockspur Island Lighthouse (1840) prominent in local navigational history and architecturally significant; Battery Hambright (1895) which represents the continuing evolution of coastal fortifications; and, the park residence (1896), once headquarters of the U. S. Quarantine Station on the island.

The Fort Pulaski complex is significant in the areas of architecture, engineering and military history of the U.S. Although the fort embodies nothing new since Roman times in the way of architectural principles, the craftsmanship exhibited in its construction is outstanding, and it is one of the best surviving examples of North American fort architecture and engineering. It is far more significant in terms of military history. Built as it was, to withstand the heaviest of smoothbore cannon of the day, the fort quickly fell under the punch of rifled artillery. This successful test siege immediately changed the course of military architecture and history.

All of the above structures and sites represent the long and important role of Cockspur Island in the nation's military, architectural and maritime history. Cockspur Island consists of 260 acres.

SEE INSTRUCTIONS

9. MAJOR BIBLIOGRAPHICAL REFERENCES

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10. GEOGRAPHICAL DATA

LATITUDE AND LONGITUDE COORDINATES DEFINING A RECTANGLE LOCATING THE PROPERTY

CORNER	LATITUDE (Degrees Minutes Seconds)	LONGITUDE (Degrees Minutes Seconds)
NW	32° 02' 05"	80° 54' 56"
NE	32° 02' 05"	80° 52' 44"
SE	32° 01' 14"	80° 52' 44"
SW	32° 01' 14"	80° 54' 56"

OR

LATITUDE AND LONGITUDE COORDINATES DEFINING THE CENTER POINT OF A PROPERTY OF LESS THAN TEN ACRES

LATITUDE (Degrees ° Minutes ' Seconds ")	LONGITUDE (Degrees ° Minutes ' Seconds ")
UTM on map	

APPROXIMATE ACREAGE OF NOMINATED PROPERTY: 260

LIST ALL STATES AND COUNTIES FOR PROPERTIES OVERLAPPING STATE OR COUNTY BOUNDARIES

STATE:	CODE	COUNTY:	CODE
STATE:	CODE	COUNTY:	CODE
STATE:	CODE	COUNTY:	CODE
STATE:	CODE	COUNTY:	CODE

11. FORM PREPARED BY

NAME AND TITLE: Edward L. Trout, Park Historian

DATE: 12/11/74

BUSINESS ADDRESS: Fort Pulaski National Monument

STREET AND NUMBER: Box 98

PHONE: 912-786-4436

CITY OR TOWN: Savannah Beach

STATE: GA 31328

CODE: 13

12. CERTIFICATION OF NOMINATION

State Liaison Officer recommendation:

- ☐ Yes
- ☐ No
- ☐ None

State Liaison Officer Signature

In compliance with Executive Order 11593, I hereby nominate this property to the National Register, certifying that the State Liaison Officer has been allowed 90 days in which to present the nomination to the State Review Board and to evaluate its significance. The recommended level of significance is ☒ National ☐ State

12/3/75

Federal Representative Signature *Date*

Deputy Assistant Secretary

Title

NATIONAL REGISTER VERIFICATION

I hereby certify that this property is included in the National Register.

Director, Office of Archeology and Historic Preservation

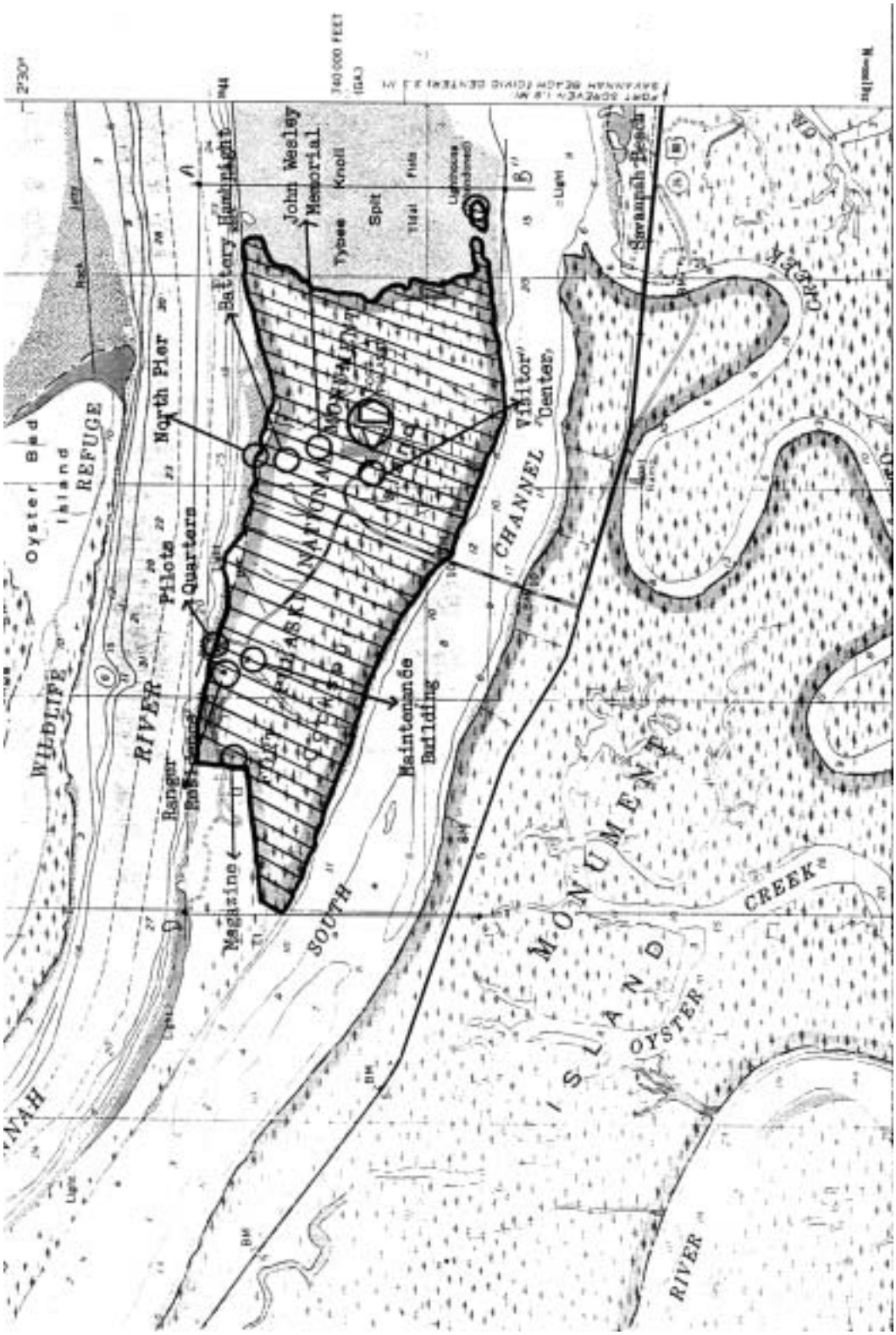
Date

ATTEST:

Keeper of The National Register

Date

SEE INSTRUCTIONS



Oyster Bed
Island
REFUGE
WILDLIFE
RIVER
North Pier
Battery Hambright
John Wesley Memorial
Tybee Knoll
Spit
Tidal Flats
Lighthouse (abandoned)
Visitor Center
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SOUTH
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NPS D- 433 January 1997

National Park Service
U.S. Department of the Interior

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