Fort Wadsworth

Cultural Significance and Evaluation of the 1995 Management Plan

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Fort Wadsworth Historical Significance

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Fort Wadsworth - Historical Significance

Fort Wadsworth, which occupies 226 acres on the northeastern shore of Staten Island in New York is extraordinary. It is historically significant both as an example of the development of military architecture and technology as well as the historical associations, national in scope, attached to the site. Specifically, Fort Wadsworth is significant for the following reasons:

1. *Fort Wadsworth is one of the finest locations within the New York metropolitan area to view and interpret the geography of the harbor and the growth of the metropolitan area.* [i]

By 1790, New York was already America's largest city, a distinction it has never relinquished. Fort Wadsworth provides an important historical vantage point to view the harbor and thus better understand the development of New York, the most important city in the United States and possibly the world.

2. *Fort Wadsworth was constructed at the Narrows, a place naturally well suited for the defense of the harbor. It was constructed to work in concert with other fortifications (Fort Hamilton, Castle Clinton, Fort Gibson, Castle Williams, Fort Wood, Fort Hancock, Fort Tilden) to protect the country's most important harbor.* [ii]

Fort Wadsworth is significant within the national context of coastal defense and for the protection it provided our nation's most important harbor. Shoreline defense was fragmented and weak when the British burned the nation's capital during the War of 1812. At the time coastal defenses were composed of a haphazard assortment of batteries and outposts. In response to lessons learned in the War of 1812, a new coastal defense system was designed. This new defense system was an attempt to protect critical United States shorelines.

The Third System of military architecture was established during a relatively peaceful time for the United States. These conditions provided for an unprecedented level of standardization in design and planning. For the first time, a professional board was appointed to oversee design and construction. Close to 200 forts were envisioned to guard the Atlantic and Pacific coasts, however only 30 were built.[iii]

Fort Wadsworth, as an example of the Third System coastal defense plan, demonstrates the military strategy employed to provide security and protection for the nation. When considered along with other forts built at the same time, the historical lesson in military strategy and planning is strengthened further. Fort Point in San Francisco, California bears many similarities to Fort Wadsworth, especially in its siting at the Golden Gate, the primary entrance to the San Francisco Bay. Fort Point, which was constructed from 1853-1861, was part of the same coastal defense fort-building program as Fort Tompkins and Battery

Weed, and is the only such fort on the West Coast; the forts share architectural features such as similar materials and stacked arched casements. Like Fort Wadsworth, Fort Point now lies in the shadow of a massive bridge, having been saved from demolition by Joseph Strauss, engineer of the Golden Gate Bridge.

3. ***Fort Wadsworth is the oldest active permanently occupied military post in the United States. It has been in service for over 200 years. Fort Wadsworth evidences the progression of coastal fortification systems in the United States. Fort Tompkins and Battery Weed are particularly significant because of their high level of preservation. The other batteries and support structures at Fort Wadsworth are valuable to explain the interdependence and progression of various firearms and weaponry.***[iv]

The site represents the evolution in philosophy and technology of American military strategy from 1794 through 1944, when technological advances in weaponry rendered coastal defense a less pressing military concern. After 1945 the site illustrates the changing role of former coastal defense facilities through the Cold War and up until the wholesale base closures of the 1990's which decreased reliance on domestic military bases for national security.

4. ***Given the events of 9/11, Fort Wadsworth may prove to be even more historically significant. Fort Wadsworth provides a continuum to study periods in U.S. history when stationary fortification systems located around major cities served as optimal defense facilities and subsequent periods when these fortifications were determined to be sub-optimal. In the Twenty-First century our thinking on defense strategies may shift yet again to incorporate new technologies in such strategically sited fortifications.***

Fort Wadsworth may prove to be militarily significant once again for such tasks as aircraft and hazardous materials' detection. Since the terrorist attacks of September 11, 2001 on the World Trade Center in Lower Manhattan, the importance of security for New York City is a matter of great concern, and the strategic location of Fort Wadsworth has accordingly increased the possible contemporary significance of this historic landmark.

Site Description – Contributing Buildings

Fort Tompkins

Fort Tompkins, completed in 1876, is a five-sided granite and brick structure that defended Battery Weed from land attack. Its unique defense features include a dry moat and an above ground camouflaged tunnel. It is a prime example of the architectural "era of stone fortifications."[v] The fort is constructed on the same site as an earlier sandstone fortification.

Construction of the first fort began in 1814; construction of the current fort began in 1859 and was completed in 1876. It is not only well preserved, it is also an excellent example of Third System military architecture.

Battery Weed

Construction of Battery Weed began in 1847 and was completed in 1861. The first troops were garrisoned there on August 8, 1861. Battery Weed is one of only a few four-tiered granite forts built in the United States. When fully armed, the Battery had more than 100 Rodman Cannons trained on the Narrows, the one-mile entrance to New York Harbor. Battery Weed is also a significant example of Third System military architecture. At the time it was built, Battery Weed was one of the most powerful forts on the eastern seaboard. In 1864 Battery Weed was garrisoned by a large force from the Fifth Regiment, New York Volunteers Artillery.

The Endicott-Era Batteries

The Endicott Batteries at Fort Wadsworth are important examples of Endicott-era (1895-1904) emplacements for breech-loading rifles, mounted on disappearing carriages. These 12 batteries were constructed under the direction of Secretary of War William C. Endicott as part of the reconstruction of America's coastal defense system. There were portions of these structures that were constructed out of earlier batteries dating to the Civil War period and possibly as early as 1808-1810.[vi]

Mont Sec Avenue and the Officer's Club

Tree-lined Mont Sec Avenue, known as "Officers' Row" is lined with well-preserved homes dating back to the 1870s. Mont Sec Avenue and its associated 11 residential structures represent a cohesive streetscape, both architecturally and through its association with Fort Wadsworth.[vii] In addition, Building 109 at the end of Mont Sec Avenue was used as an officers' club.

Battery Turnbull

Preliminary archeological investigations indicate that portions of Battery Turnbull date back as early as the 1840's and possibly as far back as 1808-1810.

Other contributing structures

Other contributing structures that are a material part of Fort Wadsworth and are important in the overall interpretation of the site include: the Torpedo Building (currently damaged due to fire), the Stable, the Carriage House, the Seabee Complex, the Rod and Gun Club, the Seaplane Hangar, the New York Avenue and West entrance gatehouses, the substation, the North dock, the general and the open warehouse, the guardhouse, the infantry battalion barracks, the motor pool, the ready magazine, the NPS office, the command post and the small arms range.

[i] Site Management Plan and Environmental Assessment of Fort Wadsworth, July,1995. United States Department of the Interior/National Park Service.
[ii] Ibid.
[iii] www.nps.gov

[iv] Site Management Plan and Environmental Assessment of Fort Wadsworth, July,1995. United States Department of the Interior/National Park Service.

[v] Ibid.
[vi] Ibid.
[vii] Ibid.

Additional Resources:

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Fort Wadsworth, New York
Scientific Value Assessment

This assessment of Fort Wadsworth's scientific value is based on the definition of scientific value given by the Burra Charter Guidelines for Cultural Significance:

> "The scientific or research value of a place will depend upon the importance of the data involved, on its rarity, quality or representativeness, and on the degree to which the place may contribute further substantial information."

Based on this definition the scientific value of Fort Wadsworth has been recognized as encompassing the following aspects.

1) Archeology

First Fort Wadsworth has an archeological value derived from the fact that one of the structures within its perimeter, Fort Tompkins, is constructed on the same site as an earlier sandstone fortification. This earlier fort, begun in 1814, belonged to what became known as Second System fortification.

Moreover, because of Fort Wadsworth's strategic location at the mouth of the Narrows, which was recognized as early as 1776 by the British during their occupation of New York, there is potentially more archeological material related to warfare to be found on the site. The Draft Management Plan for Fort Wadsworth indeed points out that "a systematic archeological inventory of Fort Wadsworth has not been undertaken" but that "there is a reasonably high likelihood of prehistoric and pre-Fort Wadsworth era archeological resources remaining on fort grounds" and that "there is a high probability of finding resources with military significance." In addition to Fort Tompkins mentioned earlier, the plan states "Second System evidence may survive in the form of buried remains of the fortifications of the first Forts Richmond, Tompkins, Hudson, Morton, and Smith." This latter point brings us to the discussion of scientific value regarding Military Art and Science.

2) Military Art and Science

Constituted of several military structures dating from distinct periods in the development of American seacoast defense, Fort Wadsworth is an invaluable resource for the study of military art and science throughout History: military strategy exemplified, for instance, by the location and orientation of the forts with respect to the topography of the site and the channel to be defended, military engineering (design and construction, as well as materials), military technology (weaponry), military architecture (aesthetics),…

3) History of Technology

In the broad picture, Fort Wadsworth also presents a scientific value in connection with the History of technology. The presence within its perimeter of two Third System forts, Fort

Tompkins and Battery Weed, is a direct consequence of the Bernard Board, headed by a French military engineer, Simon Bernard. For the first time, a professionally competent authority was established to direct virtually all aspects of seacoast fortification design and construction. In this instance, Fort Wadsworth bears witness to the development of the profession of military engineer, as part of the development of the field of engineering differentiated from the field of architecture. Moreover, in connection with the program advocated by the Bernard Board, General Joseph G. Totten, the Army's Chief Engineer from 1838 to 1864, conducted in the early 1850s what was probably the most complete and thoroughly controlled series of material resistance studies yet undertaken in connection with defensive construction. This, again, relates to similar campaigns of tests conducted by material scientists and civil engineers. By the same token, the Endicottt era batteries (namely Battery Duane, Battery Catlin, Battery Upton, Battery Bacon, Battery Turnbull, Battery Barbour, Battery Hudson, Battery Mills, Battery Dix, Battery Barry, Battery Richmond, and Battery Ayers) exemplify several critical advances that took place in the design and production of heavy ordnance. These developments revolutionized seacoast armament and represented within the space of a few decades the greatest advance to be made in artillery between its invention in the fourteenth century and the appearance of the nuclear weapon in the twentieth-century.
Finally the presence of the Verrazano-Narrows Bridge adds to the significance of Fort Wadsworth regarding the History of Technology, as it was, when completed in 1964, the longest suspension bridge in the world.

4) Natural Science

There is also a scientific value embodied in the geologic resources of the site itself, as well as in the presence of species listed on the federal and state of New York list of endangered species, namely the peregrine falcon nesting on the Verrazano-Narrows Bridge and the short-nosed sturgeon which is known to exist in the Hudson River Basin ending in New York Harbor. The diversity of native and nonnative vegetation throughout the site, with ages varying from recent plantings to trees that are 150-200 years old, too represents a potential scientific value for the site.

Eliciting values

Both Third System forts, especially Fort Tompkins, – obsolete when completed – were never used nor adapted in the post-Civil War era. Therefore, at present they stand in a relatively well-preserved state and their educational value should not be undermined.

Assessing Cultural Significance: Aesthetic Values

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> Aesthetic value includes aspects of sensory perception for which criteria can and should be stated. Such criteria may include consideration of the form, scale, colour texture and materials of the fabric; the smells and sounds associated with the place and its use.[1]
>
> Traditionally values were articulated by experts' analysis of heritage as a work of art or a record of the past. Only recently has the conservation field begun to embrace such factors as economics, cultural change, public policy, and social issues_ and they have yet to be fully integrated into the field.(1,p. 8)[2]

I. Introduction

Ft. Wadsworth is one of the oldest, largest, and most strategically located military fortification sites in the United States. The fabric is rich in historical significance in its variety of visual juxtapositions. The assortment of construction methods and materials, the contrasts in scale, the complexity of its topography, the richness of textures, the diversity of plant species, and the arrangement and integration of the building forms into a picturesque, often dramatic landscape define Ft.Wadsworth as a special place.

Of the types of values delineated by the Burra Charter, Australia ICOMOS, *aesthetic significance* is perhaps the most ambiguous and complex. To determine Fort Wadsworth's aesthetic significance, it was first important to define this term, and in doing so, review the scope of this category. The primary discussion to flesh out this concept follows a simple line of inquiry: What aspect of a site may be considered aesthetic in nature? Whose aesthetic values must be considered? Michael Pearson and Sharon Sullivan cite the difficulties of determining aesthetic value.

> On one hand, it resides in part in the instinctive reaction of the majority of society to the elements that comprise beauty in design, association, mood. On the other hand, it can relate to the demonstration, in a place of a particular design or style, or to an objective attempt to quantify design or landscape elements.[3]

Given the subjective nature of aesthetic significance, it is important both to determine this typology by sampling the largest sample of opinions, both from the "expert" community, and the site's "stakeholder" community. This process involved 1) identifying the stakeholders; 2) surveying representatives from each of these stakeholder populations; 3) conducting an analysis from an external or internal "expert" consultant, such as architect, or historian; 4) drawing correlations between the general stakeholder values and those determined by the "expert" assessors to determine a grand statement of aesthetic significance.

II. Historical Framework of Aesthetic Significance

In the most recently drafted heritage charters, aesthetics is a common feature – included in Lipe, 1984; The English Heritage Charter, 1997; Burra, 1998. Indeed, this typology has a long-running place in the canon of site assessment. In the historical development of site management policies, aesthetic significance was traditionally a central value and focus for those who deemed a site worthy to preserve. Heritage preservation movements of the eighteenth and nineteenth centuries were characterized by passionate and romanticized restoration of sites to their perceived "original" states. As John Ruskin comments on the power of the age of buildings, in The Lamp of Memory, I,

> For, indeed, the greatest glory of a building is not in its stones, nor in its gold. Its glory is in its Age... it is in that golden stain of time, that we are to look for the real light, and color, and preciousness of architecture' and it is not until a building has assumed this character, till it has been entrusted with the fame and hallowed by the deeds of men, till its walls have been witness of suffering, and its pillars rise out of the shadows of death, that its existence, more lasting as it is than that of the natural objects of the world around it, can be gifted with even so much as these possess, of language and of life.[4]

While most people are capable of identifying a building as aged, the traditional theory goes, the important opinions come from those who are trained and able to asses the aesthetic "value." In his summary of aesthetic tradition, Nicholas Stanley Price says, "To be significant, however, such a response had to come from a highly cultivated individual with an aptitude for visual appreciation that has been thoroughly trained and well exercised."[5] This reasoning comes from the works of art historians and philosophers such as Bernard Berenson. Although a trained scholar is required to fully appreciate the historic context of a site and its physical fabric, the planners must also be aware of the many meanings imbued by the multiple stakeholders.

III. Stakeholder Assessment

The Burra Charter discusses the importance of this multiple stakeholder approach in one instance as, "the significance of the place to the people who use or have used the place, or descendants of such people."[6] Considering this definition, the following stakeholder categories were identified:

1. Staff
    a. Full-time staff of Ft. Wadsworth
    b. Defense Department Staff
    c. Coast Guard Staff
    d. Site Volunteers
2. Local Residents
3. Military Personnel
    a. Current residents
    b. Employees
    c. Descendants of servicemen
4. NY area community
    a. Visiting school groups
    b. Ft. Wadsworth program participants: Halloween Party, Fall concerts, Carriage club deli patrons
    c. Bike Race
    d. NYC Marathon
    e. Philharmonic and Metropolitan Opera Performances
5. Tourists
    a. International visitors
    b. American visitors
6. Special Interest Groups:
    a. Boy Scouts & Veterans
    b. Military buffs, History Buffs & Re-enactors
7. Commuters on the bridge above

Due to the restricted period for this exercise, a truncated version of the stakeholder survey was conducted. The methodology involved contacting stakeholders from the above list via telephone and conducting surveys. The survey questions may be found in Appendix 1. After a number of stakeholders were interviewed these results were

summarized by type of response. In "Looking after Heritage Places," Michael Pearson and Sharon Sullivan break down the concept of aesthetic significance into further categories. These include: Abstract Qualities; Evocative Responses; Meanings; Landmark Quality; Landscape Integrity.[7] Following is an attempt to compile responses into these categories.

1. **Abstract Qualities**

   def. *The presence of particularly vivid, distinguished, uncommon or rare features or combinations of features derived from the landscape's abstract attributes. This aspect is also described as scenic or visual quality.*[8]

At the Fort Wadsworth site, this abstract aesthetic manifests itself in both the built environment and the natural setting. The interplay of these leaves most of the interviewees a sense of beauty.

> "From the lighthouse, you can see to Sandy Hook, and the panorama – most beautiful at night. It is unbelievable, like looking at a picture. The overlook from the Tompkins street down to Battery Weed is most beautiful. At 75-100 ft high, you don't expect it to be so much like a picture." *Ft. Wadsworth Lighthouse Keeper*

> "...on a clear day, you can see to Brooklyn, and watch the ships under the bridge. Once, a friend on a cruise-boat, called me from her cell phone, and I went out to the overlook where I could wave to her." -- *Lorraine Conti – Secretary*

> "The bridge interferes, but it too is beautiful in its own way. It turns purple and pink at sunset, like it was the other night." -- *Mark Coenings General Superintendent*

> "Battery Weed's Southwest corner is curved at a tight angle, almost a circle. When you stand at a right angle to it you get the angle of the battery and in the distance you have the bridge. Looking at it straight on it looks like the bow of a ship.- *Felice Ciccione, Museum Curator*

2. **Evocative Responses**

def*. The ability of the landscape area to evoke particularly strong responses in the public, and in expert assessors.*

While this quality is at once untenably philosophical, engaging the imagination, it is brought on by certain attributes that give this site a sense of place. One common theme seemed to be abandonment, and sadness. One said, "seeing the coast guard complex, Endicott and WWII I just want to cry. They feel like Roman ruins."[9] This emotional response is paired with an universal attraction to abandoned sites. Defined by John Ruskin as "voicefulness," responses in the viewer are often the product of the accumulated effects of time.[10] Such is a common theme in our love of heritage places. In his book *In Ruins,* which deals with this theme, Christopher Woodward observes:

> When we contemplate ruins, we contemplate our own future. To statesmen, ruins predict the fall of Empires, and to philosophers the futility of mortal man's aspirations. To a poet, the decay of a monument represents the dissolution of the individual ego in the flow of Time; to a painter or architect, the fragments of a stupendous antiquity call into question the power of their art.[11]

Considering the multi-sensory feel and impact of the site, stakeholders called the site, "relaxing," and, "weird at first." The smell of the site was described, "there is musty damp plaster smell inside the batteries," and, "I am caught by surprise by the smell of salt water every once in a while. Not very often due to emissions from the Verazano, but it reminds me how close we are to the ocean, and serves as a reminder of why the fort is there."[12]

3. **Meanings**

def*. The existence of long-standing special meaning of the landscape to the public, and the ability of the landscape to convey special meanings to viewers, visitors, or community. This aspect may also be shared with social, historic, and at times, scientific values.*

The qualities in this particular category are best conveyed by observers who are most familiar with the site. Like the evocative responses above, meanings are deeply personal, and often the product of viewers' imagination and, or, memory. The following statements show a tendency to connect the existing physical evidence with the site's military history.

> "...it takes you back in time instantly, you begin to wonder what it was like when there were soldiers.." *Ft. Wadsworth Lighthouse Keeper*
>
> "Each part is different, a continuum of history, batteries are like ruins, and the overlook feels busy. You look out and see modern buildings in the panorama. At first I hated the bridge, but it shows the old and the new and the continuum." -- *Receptionist and Educator – Diane Wolf*
>
> "I like to think of Robert E. Lee and ponder what it was like in the 1800's and imagine the people who built this... I'd like to get more of the historical battery guns to show more what life was like then." -- *Mark Coenings, General Superintendent*
>
> "I love being in Ft Tompkins or Battery Weed or standing in the overlook and thinking of what life must have been like in pre-modern era ... Mt. Sec Avenue is exciting for the same reason. I love to walk down it and wonder what it was like as an active military street with enlisted officers living there." – unnamed staff member

Meaning in this site is not only internal, but stakeholders are aware of the significance of this place in the larger context of Staten Island, and the community over time.

> "the bridge…destroyed Staten Island by contributing the population boom. Speaking to long-time residents, it seems that the bridge has brought massive change. It was all farms before the bridge." – unnamed staff member
>
> "At times there is a sense of community here. I always watch the fireworks from the overlook and Opsail from there too. People come to this spot from all over the island, to watch the fleets, they set up bleachers for all the people." - *Charlene Coble, Secretary to John Needack*

4. **Landmark Quality**

def*. The landscape unit or feature within it that stands out and is recognized by the broader community. It may be a source of identification of a locality. The feature may be physical…or have seasonal features.*

The view of Battery Weed and the panorama is perhaps the most loved aspect of the site. Every respondent mentioned this as a favorite viewpoint. In the day, the view of metro Manhattan was favored, while others preferred the nocturnal vista, featuring the lights of the bay. Indoors, "the most beautiful spot indoors has to be beautiful Battery Weed with its stonework casements and delicate curvature."[13] Still it may be hard to classify the site as a Landmark, due to the lack of public awareness of it. There are commuters who have traversed the bridge overhead the site daily for the last 40 years, yet are unaware of the significance of this setting.

5. **Landscape Integrity**

def. *A strong consistency of natural and or cultural character of a landscape or place with little degradation of this character is a (sic) aesthetic quality that has importance to people.*

Because this military installment was perpetually manned from its original construction until 1995, there have been many changes, occurring naturally with the use and needs of the defenders. Even more drastically, the construction of the Verazano Bridge was a major alteration to the site, as it was effectively bisected by this change. To some, this was a negative move:

> "I could kill them for building the bridge, it destroyed Ft Lafayette in the narrows for bridge support. To look across and see all three forts in a row would have been amazing." – unnamed staff member

Still, to others, the natural character of the site is an important aspect reflecting the natural history of Staten Island. Many of the respondents, such as the Curator described the fauna in the vicinity: "I heard there was an owl and bats in Ft Tompkins." Others were aware of even more activity:

> "There are pheasants in the backyard, there was a cock pheasant walking down the street. Birds this time of year, resident pheasants, warblers moving through. Natural beauty and botany are well juxtaposed to the forts and views."[14]

IV. Aesthetic Value Assessment: A Juxtaposition of Associative Images

"Values are produced out of the interaction of an artifact and its contexts; they don't emanate from the artifact itself."[15]

The potentiality of a cultural resource of this scale and complexity is usually determined with a visual analysis focusing primarily on the site's typology of historic architecture, the structures' general characteristics, such as overall shape, the number of stories, the structural system, the construction materials, and a description of basic architectural features. Those would include, but not be limited to, the doors, windows, roof, cornices, chimneys, and decorative elements that would identify the architectural typology and stylistic elements necessary to place it within a chronological timeframe, i.e. a date of construction.

Some attention would have been given also to the number of buildings on the site, the placement on the landscape, and their spatial relationship to one another. Important man-made landscape features would also be noted, such as berms, ditches, roadways, walkways, fences, and walls. Natural features of a site would also be documented. These would include landform and mass, outcropping of rock formations, trees, shrubs, and other types of plant materials. The boundaries of the site would be specifically delineated, as would shape, and orientation of the property and its various built elements.

Alterations to the buildings, and to the site itself, as well as any archaeological features and artifacts would be noted. These might include, but not be limited to, any partially standing buildings or ruins.

These are some of the standard descriptive requirements and criteria making up the typical historic resource survey. These inventories, observations, and documentation requirements are essential for most nominations to the National Register of Historic Places for example.[16]

To truly "see" a site, to visualize its importance and cultural significance, one must dilate the sensory perceptions, for indeed what makes a place unlike any other place, and therefore unique, is a complex amalgamation of elements, a symbiotic arrangement and juxtaposition of the natural and built elements. This interplay of the built environment and the natural environment begins to form a "truer picture" of a place. No drawing, written documentation, photographs, or maps can conjure up, or evoke what professionals often call the "sense of place" that makes a cultural site significant, at least not as isolated evidence.

Ft. Wadsworth reveals itself with an almost heroic or majestic presence at the strategic point where the 226-acre site occupies the northeastern shore of Staten Island, on the Narrows of New York Harbor, within the Hudson-Raritan Estuary, with a promontory bluff that is more than 150 feet high, and with spectacular, panoramic views of Manhattan, Brooklyn, the Hudson River, and the open sea.

The Elements: Essential to Description of Site and Setting

It is not solely a strategic military location and prominence that makes Ft. Wadsworth unique. Impressionistically, one immediately notices a dramatic confluence of the elements. Truly, the overwhelming panorama experienced at this particular site is a composition of the Land, the Sky, and Water. These are the large aspects to be experienced and understood if one is to analyze the significance and placement of the architecture and other man-made elements.

To this observer, it is this confluence of the most basic elements that has fully determined the arrangement and natural orientation of the structures. Perhaps this can be observed also in the placement of classic Greek theatres upon the land, enveloped by sky, and with a studied view of the sea, either distant or approximate.

The Japanese garden concept of "designed" space called *shakkei* for "borrowed scenery" or "borrowed landscape" is quite applicable to the perception of the "designed-with-nature aspect" of the Ft. Wadsworth site. Obviously its location was chosen to be ideal for a protective military installation. The firing range of the weaponry at the time was considered in the placement of the fortifications.

However, perhaps more importantly, was the way the landform jutted into the sea, and the promontory delivered a near and distant view of the approaching enemy. They could be clearly viewed as they might approach by land or water, near or far.

In this regard, the Japanese concept that distant views be incorporated into garden landscape settings as part of the arrangement of buildings and objects, seems also applicable to the architectural placement at Ft. Wadsworth, where long distance visual accessibility and connection was also important. In Japanese *shakkei*, where every element to be arranged in space was alive, the sky, the water, and the distant landforms were all to be "captured alive" or " borrowed," for this is how the *distant* becomes part of the *near*. [17]

Ironically, and perhaps not altogether unconsciously, the early military strategists would also find the need to integrate their fortifications into the elements as they placed their structures upon the landscape with an eye for the broad apparent horizons of water, land, and sky, thus "captured" for their use.

The Building Forms: Studied Solutions of Military and Engineering Need

Of equal apparentness in the Ft. Wadsworth environs, is the Verrazano-Narrows Bridge. This structure, completed in 1964, must be mentioned out of recognition of its omnipotent presence. Although not part of the Ft. Wadsworth site, no more than the sea, the sky, or the horizon, the scale of the bridge is comparably vast. In its monumental size, it looms over the site, and is difficult to ignore visually. Somehow it is a perfect expression of the technological ambition of its time. Its solution, crossing the Narrows, is beautifully executed.

Underneath the bridge, Battery Weed is also a magnificent technical expression of its time. When the granite Battery, earthbound, settles soundly on the landscape in contrast to the inexplicable lightness of the bridge in flight, a unique, and not altogether aesthetically unpleasing story is told.

The Verazano Bridge dominates, and is a part of the *setting* as much as the broad, huge elemental expanse of water, land, and sky. It is not nature, but competes with nature in its scale. The bridge forms a sweeping backdrop to the dramatic unfolding of day to night and changes of season to season. Unfortunately, the bridge also intrudes. The sounds of traffic sometimes muffle harbor sounds, and automobile exhaust can muffle smells of the sea. Around it, one may hear crying gulls, ships bells, mowed grass, and waves lapping at the land's edge.

Within this *setting* so full of contrast, solid and massive on the earth, appearing to emerge from the earth, and indeed, built from the earth, are the fortifications themselves. The most prominent is Ft. Tompkins, firmly perched on the 150-foot bluff, as if to guard and protect Battery Weed, which is nestled at the water's edge, elegant and almost monumental as a "castle for war".

There are others closer to the earth now. Engaged with the earth. Ruins. Today, these ruins include twelve Endicott-Era batteries (1895-1904), which are built upon the ruins of earlier batteries and constructed from pieces of earlier batteries dating from 1808.

Interior Spaces

Both Ft. Tompkins and Battery Weed functioned as fortified barracks. Numerous troops were garrisoned in each. Ft. Tompkins is constructed of brick and granite. Built on the site of an earlier sandstone fortification it also uses some of the brown sandstone (brownstone) in some of its interior spaces. Two stories of continuous openings face onto an open court or parade ground that is completely enclosed on all four sides. Graceful, iron bracketed supports project off the thick masonry walls that supported a wooden balcony.

The Battery Weed is constructed of granite blocks and is three stories tall with numerous well-constructed arched openings to the interior on three sides. The fourth elevation has a fine pedimented entrance where a retractable drawbridge once spanned a moat. The grass covered ditch is dry now. Here there is also an interior parade area open to the sky.

These two fortifications create quiet, peaceful enclosed outdoor space open to the sky. Protected, safe, and somewhat removed from nature, these spaces feel like large outdoor rooms, and indeed, they are.

At Home: Soldiers, Officers, Families, a Parade Ground, and a Tree-Lined Street

The officers and their families lived on Mont Sec Avenue, down the road from the danger and activity of the troop-filled fortifications. Today, there remains an officers' club with panoramic views of the New York Harbor. Mont Sec is a tree-lined avenue with broad peaceful sidewalks. Eleven two-storied houses line the residential street. It is a

neighborhood seemingly shaded, safe, and idyllic. A pocket of domesticity, it is another incongruous architectural element juxtaposed. This city form, a street, and a collection of building forms, houses, make the ordinary and predictable seem odd and somewhat out of context, in the modern site.

V. Conclusion

What have we learned through this preliminary analysis of significance? It is necessary to re-examine the aesthetic perspectives of the community stakeholders in light of the previous impressionistic observations and images described in the above Section IV, written as by someone trained in historic architecture, site planning analysis, and design.

It may be possible by identifying congruencies and incongruence, as well as comparing intuitive observations of community stakeholders with those preliminary impressions of a trained professional, to arrive at some constructive consensus about the perceived aesthetic values of the Ft. Wadsworth site. It may also be possible therefore, to contribute this *value assessment* to the construction of a *Statement of Significance* that is both informed and comprehensive. However, constituent surveying produces opinions passively, whereas a solid statement of significance would need be the product of active discussion among all constituents – a chance for the parties to negotiate their individual priorities.

For future recommendations, it is important that time is taken to survey a broader base of stakeholders, involving representatives from each category in the above list. The more

extensive the survey, the more likely it is to identify the potential for conflicting interests and disparate value significance being incorporated into a cultural site management plan. In addition, a more thorough and comprehensive assessment should be made by a team of professionals using existing documentation and archival evidence to augment their current observations and analyses.

These analyses should include more extensive considerations of building typology and stylistic descriptions, view-shed analysis, the relationship of the parts to the whole, contrasts and variety in scale, texture, color, form, massing, orientation, function, vehicular and pedestrian circulation patterns, points of ingress and egress, landscape feature documentation and analysis, preliminary archaeological assessment, and an attempt at determining what inherent visual iconography and symbolism is perhaps revealed at the site. What pleases the senses and why? Another valuable question, to quote planner extraordinaire, Kevin Lynch, could be, "What time is this place?"

6. Appendix 1.

Stakeholder Survey: Aesthetic Value Assessment

1. What is your favorite season here?

2. At what time of day is the site most beautiful?

3. Where is the best view?

4. What is the site's greatest eyesore? How would you clean up and/or refurbish Fort Wadsworth?

5. How would you describe the "feeling" or "sense" of this place?

Notes

[1] Burra Charter, Section 2.2
[2] Mason, Randall. "Assessing Values in Conservation Planning: Methodological Issues and Choices". From *Values and Heritage Conservation.* Erica Avrami, Randall Mason, and Marta de la Torre. Los Angeles: Getty Conservation Institute, 2000, p.8.
[3] Pearson, Michael and Sharon Sullivan, "Ch. 4 Assessing the Value of Heritage Places," from *Looking After Heritage Places: the Basics of Heritage Planning for Managers, Landowners and Administrators,* Carlton, Victoria: Melbourne University Press, 1995, p 136.
[4] From John Ruskin, "The Lamp of Memory," chap. 6 in *The Seven Lamps of Architecture* (London: Smith, Elder, 1849), no. 10.
[5] Price, Nicholas Stanley M. Kirby Talley Jr., Allesandra Melucco Vaccaro. *Historical and Philosophical Issues in the Conservation of Cultural Heritage.* Los Angales, The Getty Conservation Institute, 1996.
[6] Burra Charter, section 3.2 Collection of information.
[7] Pearson and Sullivan, pp 134-138.
[8] Ibid., pp 1351-136. This and the rest of the categories are quoted directly from this publication.
[9] Interview with an unidentified staff member.
[10] Price, 9.
[11] Woodward, Christopher. *In Ruins.* London: Chatto and Windus, 2001, pp2-3.
[12] Interview with an unidentified staff member.
[13] Felice Ciccione, Museum Curator.
[14] Mark Coenings, General Superintendent.
[15] Mason, Randall, p.8.
[16] Derry, Anne H., Ward Jandl, Carol D. Shull, and Jan Thorman. "Guidelines for Local Surveys: A Basis for Preservation Planning." *National Register Bulletin No. 24 . U.S. Department of the Interior. National Parks Service. Interagency Resources Division.* Washington,D.C, 1985.
[17] Itoh, Teiji. *Space and Illusion in the Japanese Garden.* New York: Weatherhill/Tankosha, 1980. p.15.

Kirsten Brinker & Anne Maletta
Professor Pamela Jerome
Cultural Site Management
Midterm Assignment

Fort Wadsworth and Social Value

In 1972 and 1974 respectively, Fort Wadsworth's Battery Weed and Fort Tompkins were nominated to the National Register of Historic Places. In the late 1980's, a Fort Wadsworth Historic District was proposed, but a complete nomination form was not submitted. The armed forces had decided to allocate their resources elsewhere, and were decommissioning Fort Wadsworth to the National Park Service. Though their nominations were probably submitted as a matter of course, it is important to note that the personnel who drafted the nominations recognized the historic and architectural value of their outposts.[1]

Today, Fort Wadsworth also has social value, Fort Wadsworth's social value lies in its ability to engender an affiliation of "place" by involved parties, both intrinsic and extrinsic. Social value is fluid and subject to the vagaries of the times. Fort Wadsworth's is currently valued by 70,000 annual users, which include the remaining military personnel based on Fort Wadsworth, residents of Staten Island, members of the New York area community, and special interest groups from across the country and around the world. These extrinsic and intrinsic constituencies believe that Fort Wadsworth is important for different reasons and enjoy the site in a variety of ways.

The Fort Wadsworth Military Community (Intrinsic)
Today, some areas within Fort Wadsworth are used for recreational gatherings by residents of the remaining military community based on the grounds. Employees that work at Fort Wadsworth's US Coast Guard facility also enjoy the recreational space, especially during the warmer months.

For these two military groups, Fort Wadsworth's historic fabric holds value because it constantly reinforces their fundamental belief in the importance of defending New York and America.[2] This sentiment may have been heightened after New York was attacked on September 11, 2001.

The Staten Island Community (Extrinsic)
Since the transferal of the fort from the Coast Guard to the National Park Service in 1995, numerous people that aren't affiliated with the military enjoy Fort Wadsworth throughout the year. Fort Wadsworth's points of interest include a visitor's center, which employs 25 research volunteers, and the curated forts and batteries.[3]

Fort Wadsworth is now used for community events, including Halloween, when Fort Tompkins is temporarily converted into a haunted house, during fall concerts, which are held within Battery Weed, and for special social events, occurring by appointment at the

Carriage Club deli and bar.[4] Recreational fishermen gather on the waterfront and catch their dinner.

The Staten Island community also uses the park and visitor's center as an educational tool. The annual Fort Wadsworth Education Day brings Staten Island's schoolchildren together to learn about their island's history. Other school groups visit Fort Wadsworth during specially arranged visits throughout the year. In addition, students enrolled in certain classes at Staten Island's Widener College are required to do 30 hours of community service at Fort Wadsworth.[5]

As further evidence of Fort Wadsworth's importance to the local community, the Staten Island division of the Boy Scouts Club of America has held their Eagle Scout projects at Fort Wadsworth for the past few years. Members of the local Girl Scouts Club of America join the Boy Scouts in a wreath laying ceremony each year during a community-wide Veteran's Day event.[6]

Because Fort Wadsworth has become a social gathering place and a resource for community education, it now holds social value for the local population.

The New York City Area Community (Extrinsic)
The larger New York City community uses the park annually as the starting line for both the New York City Marathon and the Five Borough Bike Race. The New York Philharmonic and the MET hold separate concerts each year at Fort Wadsworth's Miller Field. The athletic events bring more than 50,000 people to the site, while the concerts attract approximately 1,500 visitors.[7]

Though these events only occur annually, and the value of the site to the users is negotiable, the events raise the profile of the site to a higher level within the New York City community. They also encourage an appreciation of Fort Wadsworth as a viable social venue.

Special Interest Communities (Intrinsic and Extrinsic)
Whether from Staten Island, the New York area, or across the country and around the world, members of special interest groups visit Fort Wadsworth throughout the year. Veterans and war, fort, and artillery buffs enjoy the site's interpreted forts, ranger-led fort tours, and the interpretive exhibits in the visitor's center museum. Some of these visitors have been to military sites within New York's Gateway National Recreation Area or the new New York Harbor Parks group, and are looking to visit all of the historic sites.[8] Other individuals are interested in the lives and times of the Civil War, and take part in reenactments in Battery Weed during the spring and fall.[9]

History buffs seeking to learn more about New York and the forts of the Eastern Seaboard might also visit the site, due to its prominent role in the defense of the New York harbor. Tourists interested in the built world might also visit the site to learn more

about military architecture. Some visitors are people that are on a quest to visit all of America's 355 National Parks, while others are from foreign countries and want to learn more about American history.[10] The descendants of people who worked at Fort Wadsworth, including members of the military and a division of free African-Americans that helped to build the fortifications in 1812, may also visit the site.[11]

Excepting the foreign visitors, most visitors from special interest groups identify with Fort Wadsworth's symbolic overtones of national strength and value Fort Wadsworth because it affords a connection with their 'zeal' for America.[12]

Conclusions & Vulnerability

Fort Wadsworth's social value lies in its ability to engender an affiliation of "place" by involved parties, both intrinsic and extrinsic. Fort Wadsworth has become more socially valuable as its user group expanded to include not only the military community at the base, but also the residents of Staten Island, members of the New York area community, and visitors with special interests. Because these constituencies believe that Fort Wadsworth is important for different reasons and enjoy the site in a variety of ways, they give depth to the fort's social value.[13] Fort Wadsworth's social value should increase as its users' experiences of the site become more frequent and fulfilling.

As the number of users/uses increases at a site, it usually becomes more economically viable, and continuity of use is often the best way to retain heritage value.[14] Unfortunately, due to Code Orange restrictions addressing the threat of terrorism, Fort Wadsworth has had fewer visitors. Visitors must now make advance reservations to gain access to the site, which will cause a 90% reduction in visitor count, according to Fort Wadsworth Ranger Phil Melfi. Without healthy visitor counts, Fort Wadsworth is less likely to obtain funding necessary for staff, conservation and maintenance efforts, and community services.[15] Thus, while Fort Wadsworth has the potential to become a true social center, its increasing viability may be stymied by the War on Terrorism.

Endnotes

[1] US Department of Interior National Park Service, "Battery Weed, Fort Wadsworth. National Register of Historic Places – Nomination Form," Richmond, NY. 1972.

US Department of Interior National Park Service, "Fort Tompkins Quadrangle, Building 137, Fort Wadsworth. National Register of Historic Places – Nomination Form," Richmond, NY. 1974.

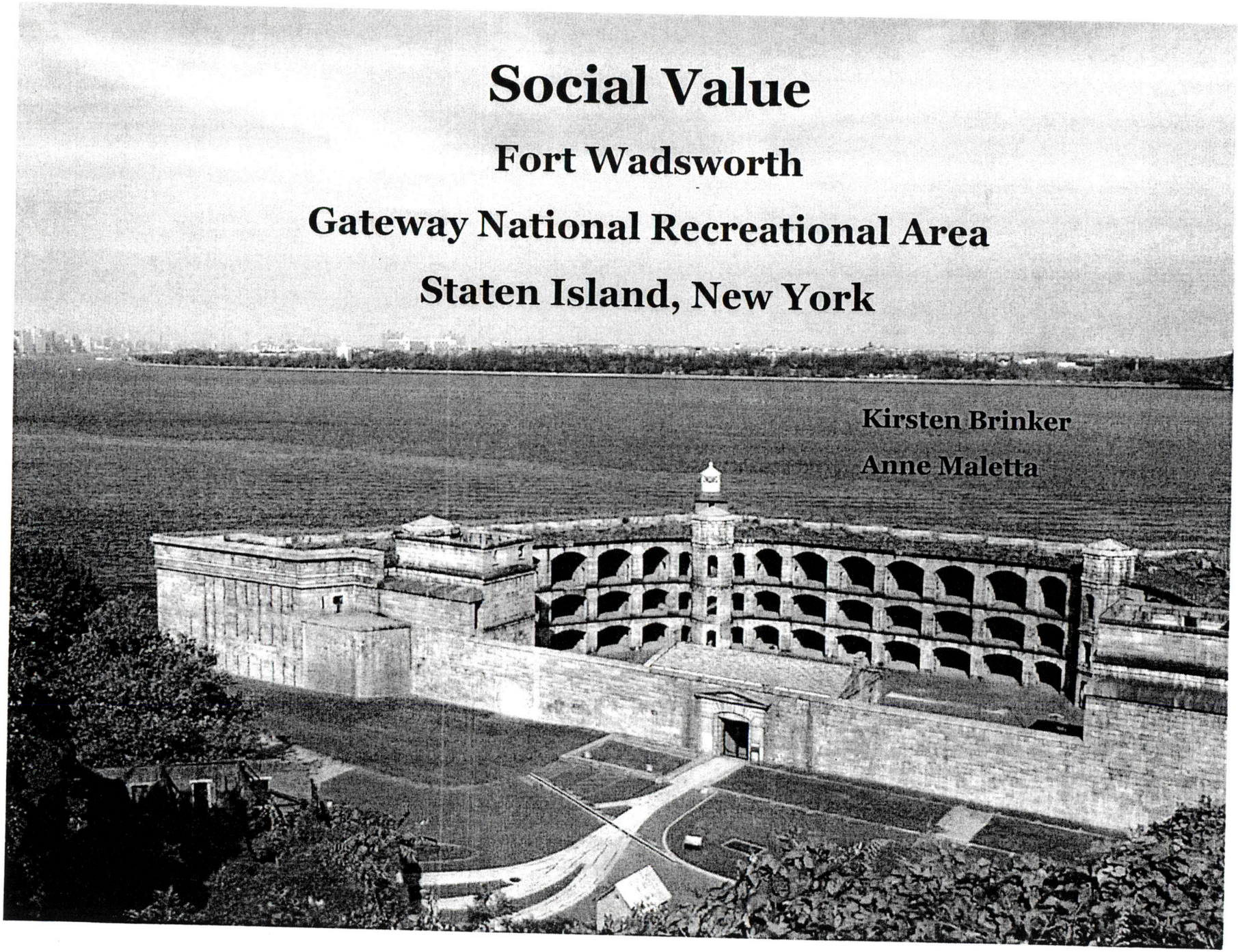
[2] "Assessing the Value of Heritage Places", Looking After Heritage Places, Page 156.
[3] Interview, Shirley McKinney, Superintendent of Fort Wadsworth, Staten Island, NY10/10/02.
[4] Interview, Kathy Phoppes, Cultural Resource Manager, Fort Wadsworth, Staten Island, NY 10/8/02.
[5] Interview, Shirley McKinney.
[6] Ibid.
[7] Ibid.
[8] Ibid.
[9] Ibid.
[10] Ibid.
[11] Ibid.
[12] "Assessing", Page 156.
[13] Avrami, Erica. "A Methodological Approach for Conservation," Los Angeles: Getty Conservation Institute, 2000.
[14] Johnston, Chris. What is Social Value? Austrailan Government Publishing Service, Australian Heritage Commission, Technical Publications, Series Number 3, Page 6. Canberra, Australia. 1994.
[15] Lecture, Phil Melfi.

Social Value

Fort Wadsworth

Gateway National Recreational Area

Staten Island, New York



Kirsten Brinker

Anne Maletta

What is Social Value?

Pre-1972

1964 Venice Charter (Article 1)

"The concept of an historic monument ... architectural work, significant development or historic event. Applies to works which have acquired cultural significance with the passing of time.

1972 World Heritage Convention (Article 1, Preamble)

"Considering that parts of the cultural and natural heritage are of outstanding interest and therefore need to be preserved as part of the world heritage of mankind as a whole." Sites must be of "*outstanding universal value.*"

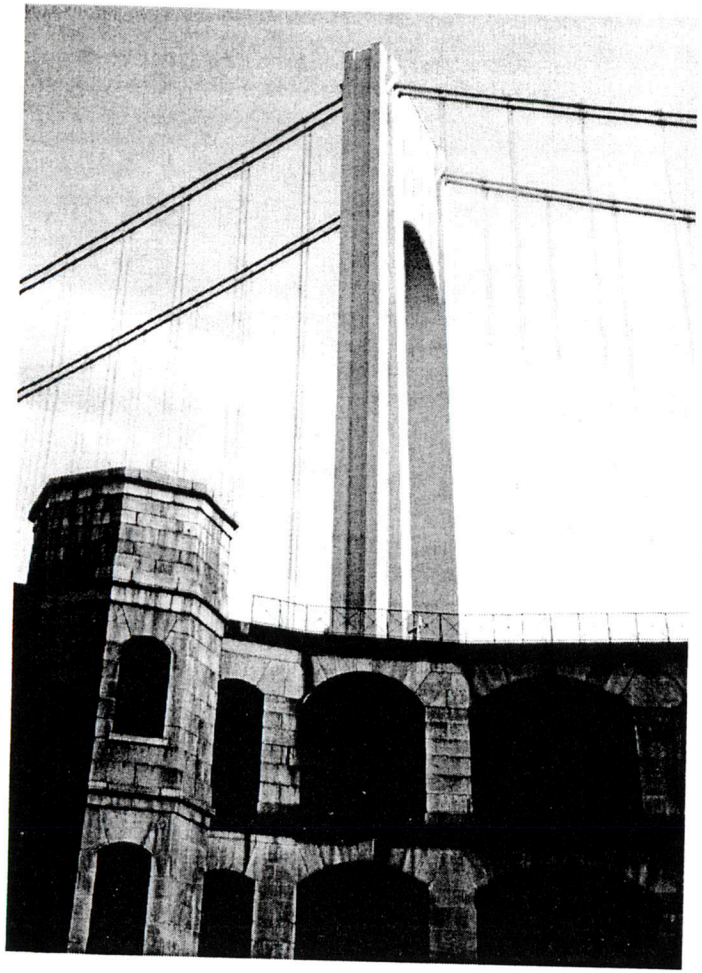
Post-1972 Designation

1998 Revised Burra Charter

"*Social Value* embraces the qualities for which a place has become the focus of spiritual, political, national, or other cultural sentiment to a majority or minority group."

2000-2002 Getty Approach

"*Social Values* enable and facilitate social connections, networks, ...not necessarily related to the historical values of the heritage.... *place attachment* refers to the social cohesion, community identity, or other feelings of affiliation that social groups (whether very small and local, or national in scale) derive from from the specific heritage and environment.... *"Social Values"* are dynamic and not always intrinsic.

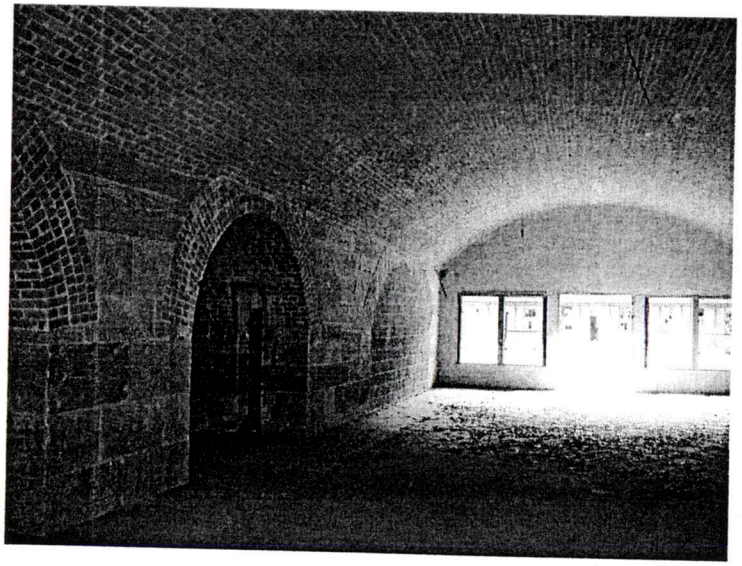


Fort Wadsworth's social value lies in its ability to engender an affiliation of "place" by involved parties, both intrinsic and extrinsic. Social value is fluid and subject to the vagaries of the times.

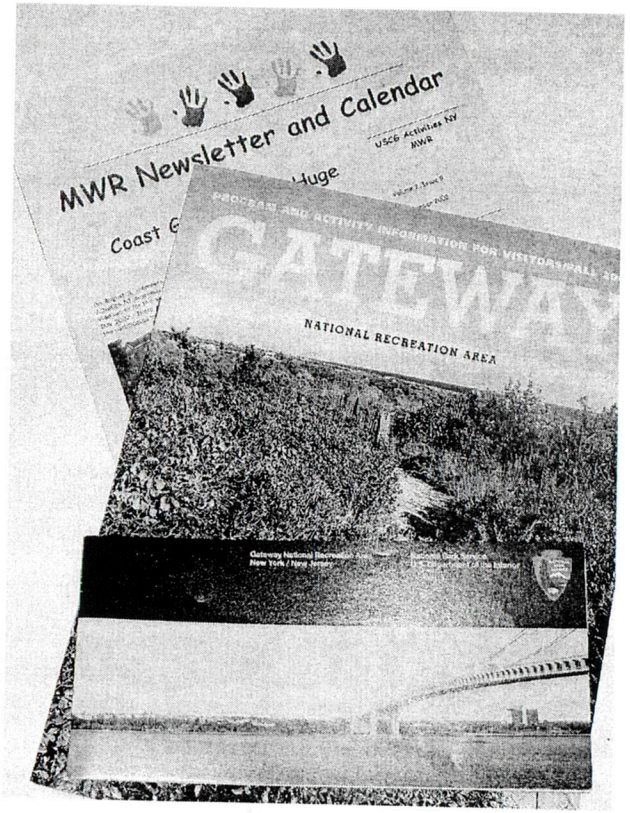
Fort Wadsworth's is currently valued by 70,000 annual users, which include:

- **US Military personnel based at the fort**
- **Staten Island residents**
- **New York area community members**
- **National and international special interest groups**

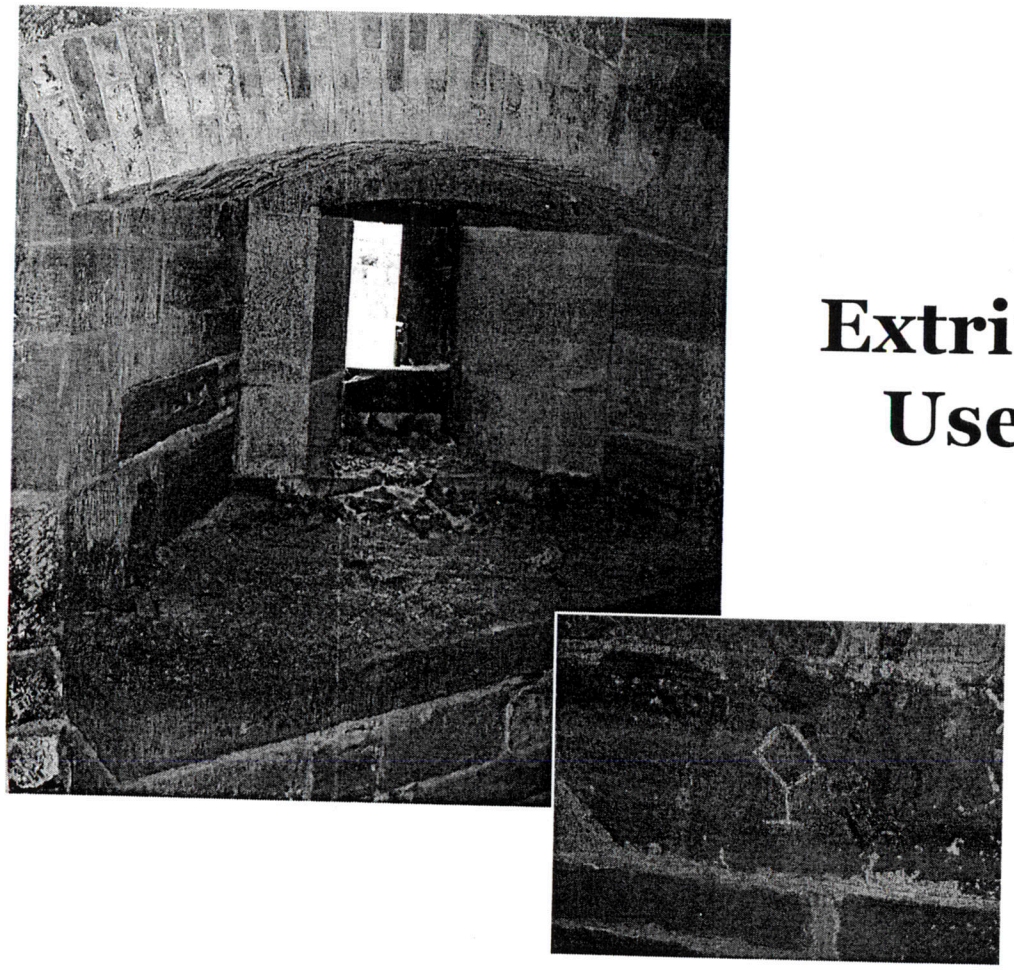
Intrinsic Users



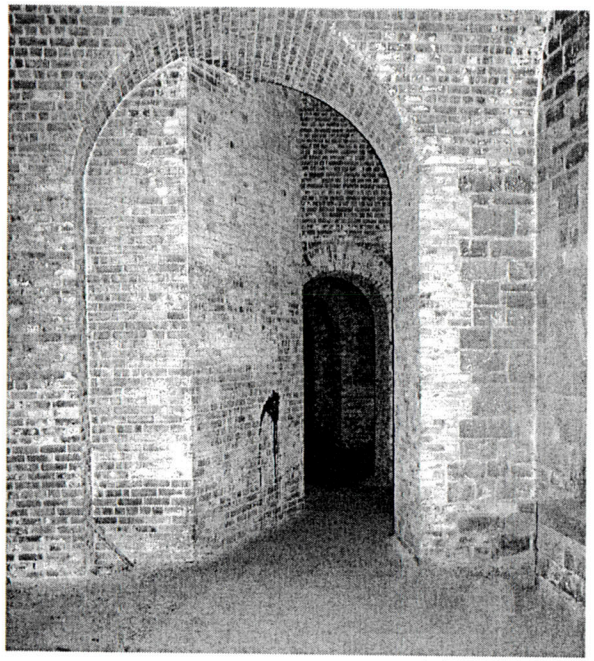
US Military Personnel at Fort Wadsworth



Employees of Fort Wadsworth's Coast Guard facility and residents of the base community enjoy the site's recreational space. The site's historic fabric maintains social value for this constituency because it reinforces their fundamental belief in the importance of defense.



Extrinsic Users



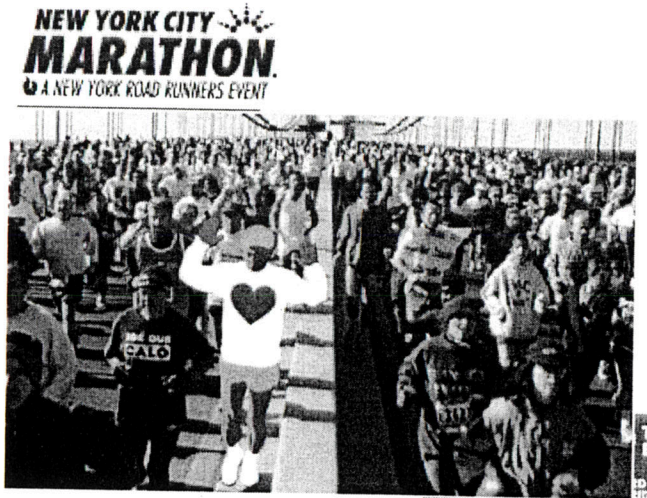
Staten Island Residents

Fort Wadsworth was transferred to the NPS in 1995, and now features a visitors center, staffed by 25 volunteers, and curated forts and batteries. Community uses include:

- Halloween Haunted 'House' at Fort Tompkins
- Fall Concerts at Battery Weed
- Special events at Carriage Club Deli & Bar
- Fort Wadsworth Education Day
- Widener College Community Service Program
- Boy Scouts Eagle Scout Projects
- Girl Scouts Veterans Day wreath laying ceremony
- Recreational fishing on the waterfront

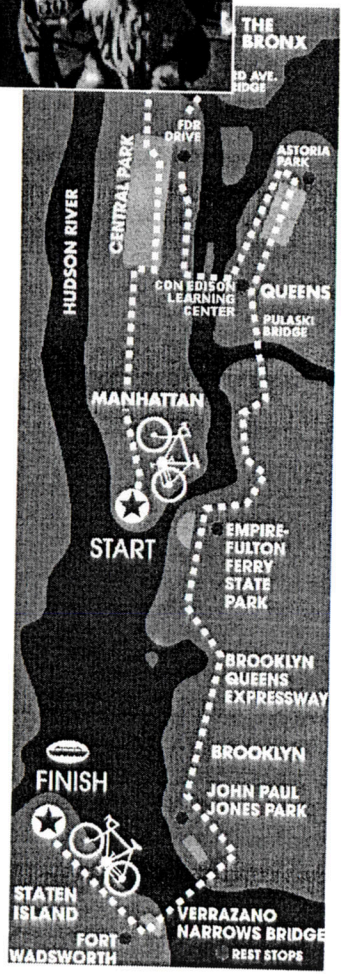
Because it is a gathering place for Staten Islanders, Fort Wadsworth holds social value for residents.

New York Area Community



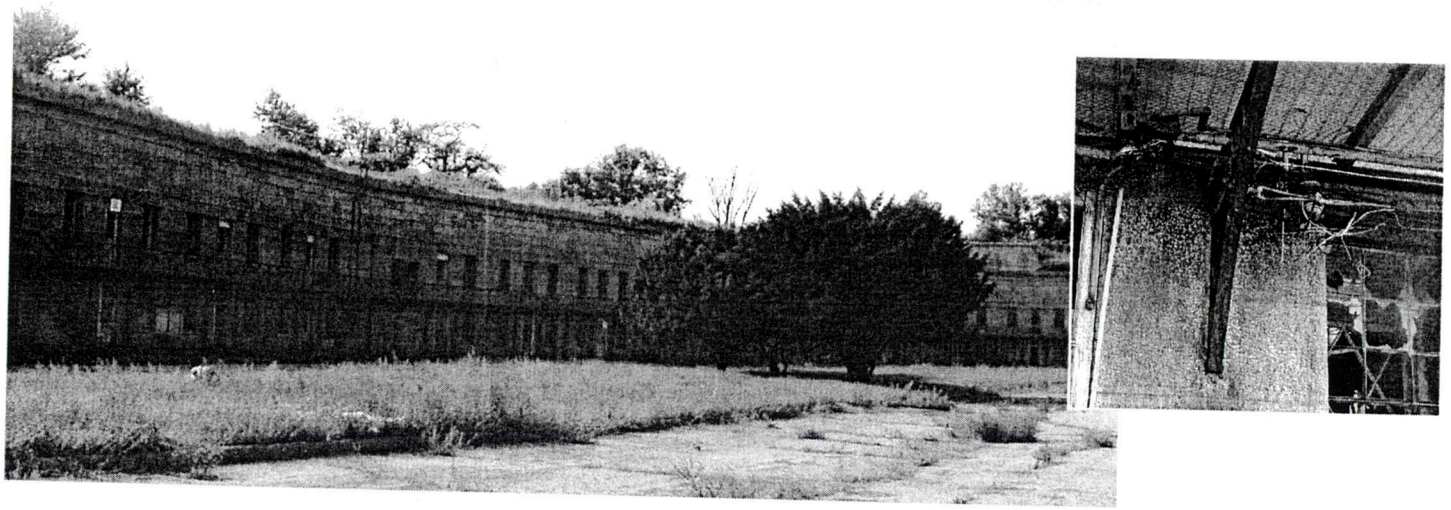
Fort Wadsworth is the starting point for NY Marathon and the Five Borough Bike Race, which together bring 50,000 people to the site. The New York Philharmonic and the MET each hold separate concerts at Fort Wadsworth's Miller Field. The concerts attract more than 1,500 visitors.

These events raise the profile of the site and encourage an appreciation of Fort Wadsworth as a viable cultural venue.

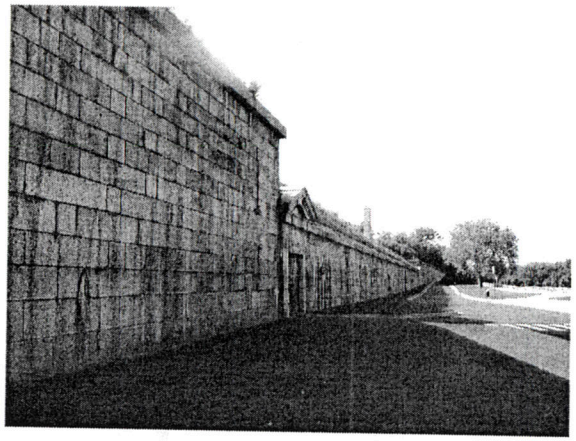


Five Borough Bike Race Route

Extrinsic and Intrinsic Users



Special Interest Groups



Communities from Staten Island, the New York area, and elsewhere visit Fort Wadsworth throughout the year. They include:

- **<u>Military Interest Communities</u> Veterans and war, fort, and artillery buffs who enjoy the site's interpreted forts, ranger-led fort tours, and visitor's center exhibits. Re-enactors that relive Civil War scenes in Battery Weed in the spring and fall each year.**
- **<u>Tourist Communities</u> Visitors stopping at all Gateway National Recreation Area parks, all New York Harbor Parks, or all National Parks (355) in America's NPS.**
- **<u>Other Communities</u> Visitors whose relatives served at/were involved with Fort Wadsworth. Architecture and archeology buffs. Foreign visitors.**

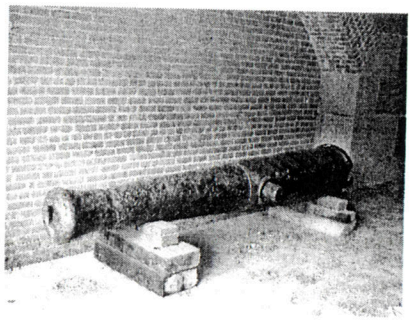
These groups might identify with Fort Wadsworth's symbolic overtones of national strength and value the site because it affords connection with their 'zeal' for America.

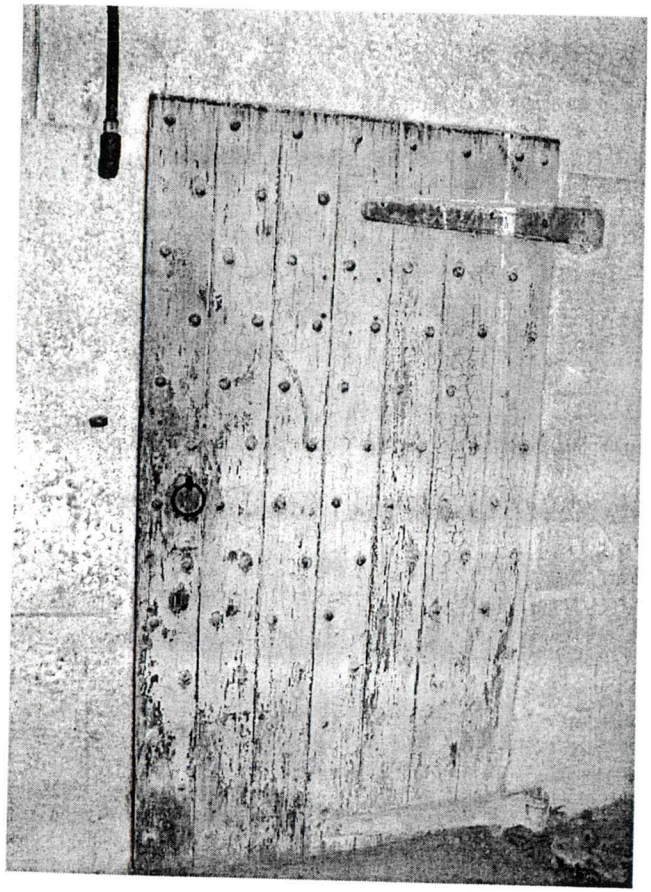
Conclusions

Fort Wadsworth's social value lies in its ability to engender an affiliation of "place" by involved parties, both intrinsic and extrinsic. Social significance is inherently fluid and subject to the vagaries of the times.

Fort Wadsworth has become more socially valuable as its user group expanded to include not only the military community at the base, but also the residents of Staten Island, members of the New York area community, and visitors with special interests.

Fort Wadsworth's social value will increase as its users' experiences of the site become more frequent and fulfilling.





Vulnerability

Fort Wadsworth has had fewer visitors than usual due to Code Orange restrictions imposed because of the War on Terrorism. Visitors must make advance reservations to enter the park.

Fort Wadsworth Ranger Phil Melfi estimates that the restrictions will cause a 90% drop in visitors.

Without healthy visitor counts, Fort Wadsworth will not obtain funding from the NPS for staff, conservation and maintenance efforts, and community services.

Economic Significance of Historic Preservation:
Fort Wadsworth: A Case Study

Anne Maletta
December 7, 2003

FACTS:

Fort Wadsworth has occupied a promontory on Staten Island protecting the narrow entry to the New York Harbor since the early 1650s. The block house which occupied the site is long gone although a second blockhouse was erected only to be supplanted by Fort Tompkins. Although the historic site was allocated a full five million dollars yearly by Congress over the last four years, the National Park Service had placed the historic site on an arbitrary budget of four million dollars yearly.

No admission fee is charged to enter the Forts, now part of a larger national park. No fees are charged for tours or the museum and movie. User fees to cover clean-up are charged for special events, however, according to Ms. Shirley McKinney, Park Superintendent. Since 9/11, all special event activity has been severely curtailed.

The value of the original four million dollars adjusted for inflation (three percent a year for four years) is approximately three and a half million dollars, signaling roughly a five hundred thousand dollar deficit. There are no volunteer fund-raising groups. There is no public/private partnership. However, there are real estate forces that threaten the park due to the increased value of the land.

DISCUSSION:

When reviewing the significance of a heritage property such as Fort Wadsworth, it is essential to appreciate the economic relevance of the site to the social welfare of those impacted. The spheres of influence (economic, social, scientific, historic, aesthetic, and architectural,) are dynamic not stationery, often colliding, leading to satisficing on the part of decision-makers when considering how best to maximize interaction between the public and site. This interaction then returns its collective wisdom to determine a normative economic value. Six designated significant spheres of influence reflect the public/Fort Wadsworth dynamic: economic, social, scientific, historic, aesthetic, and architectural.

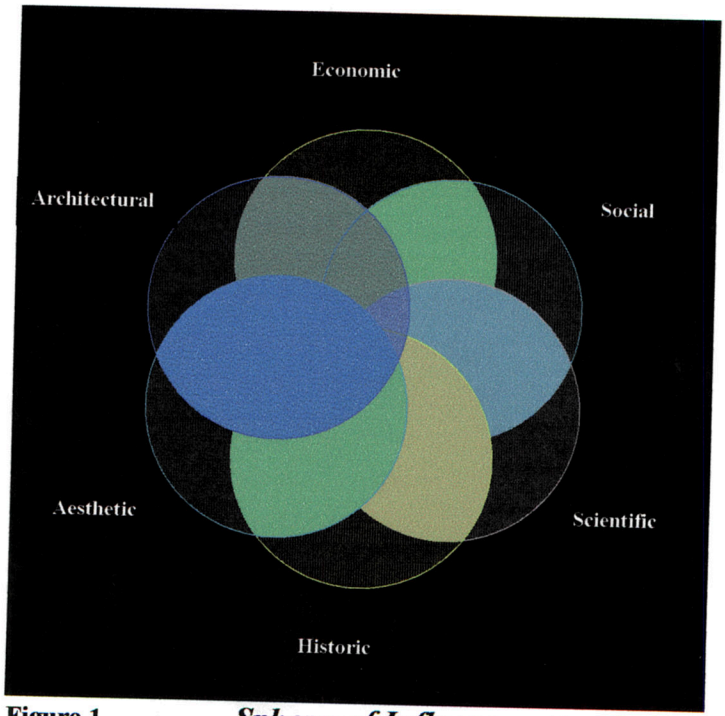


Figure 1 ***Spheres of Influence*** ***After Australia ICOMOS Burra Charter, 1999***

As a result, any paradigm used for the analytic purposes now necessitates multi- dimensional modeling. This holds true for the economic significance of Fort Wadsworth which is reportedly the oldest fort in continuous use in the United States. As discussed, economic significance may not be objectively reviewed in a vacuum, although certain basic concepts are best approached in the manner. First, to appreciate the economic value of the fortifications, the behavior and needs of individuals (their utilities) determines the level at which each value identified comes into play. See Figure 1. Each level must be assessed to ascertain its contribution to the whole, to each other, and to itself.

As a strong motivating source in a real world market economy, the economic significance of a site such as Fort Wadsworth must be dealt with in light of contemporary preservation theory. When delving into the economics of preservation, there are three levels of conservation which must be delineated and addressed: preservation, restoration, and adaptive re-use.[1] Using a classical economic model, assuming that people seek to maximize their lot in life and that at some point supply equals demand, we can express these three concepts whereby the least invasive technique, preserving, is represented by oCP. The essential integrity of the property is in tact. Measures are taken only to preserve/maintain its buildings. This is the case where the buildings of Fort Wadsworth are simply being monitored and routinely maintained. The restoration of an historic property requires further alteration to

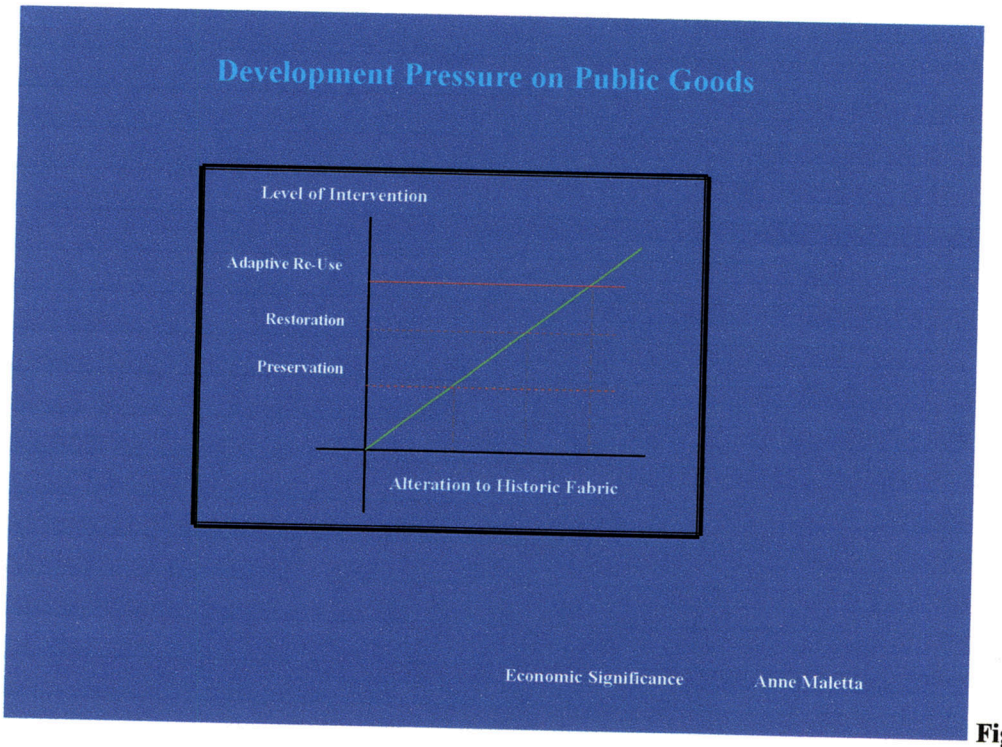


Figure 2

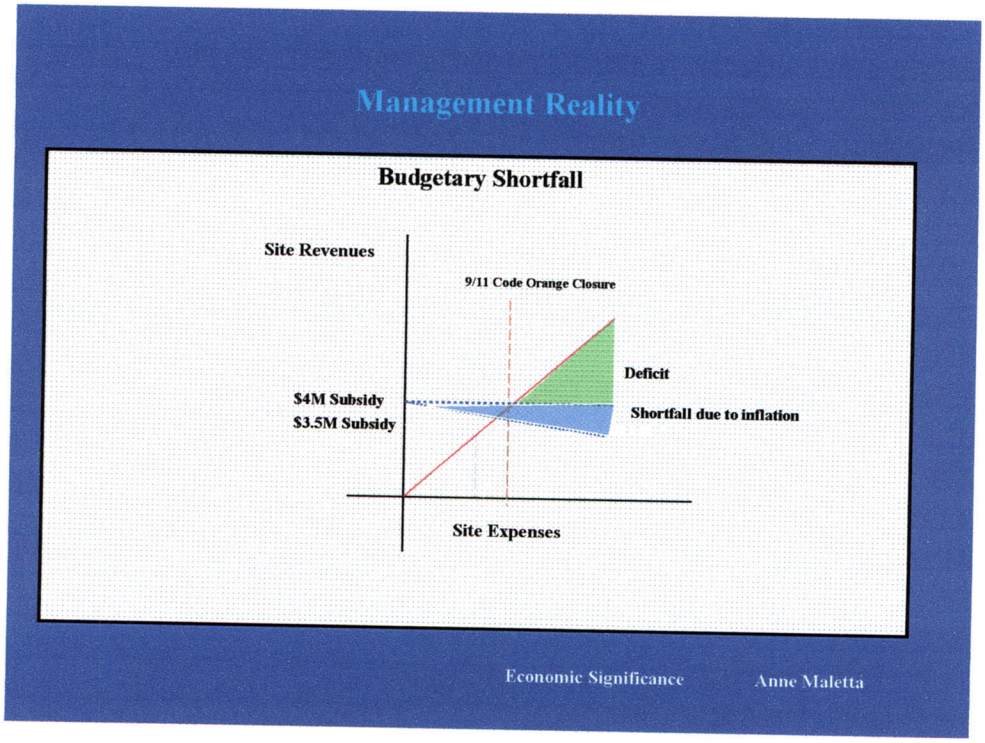
the original fabric of the historic structure represented by oRC_1. Demand varies proportionately with cost of restoration. An example of this is where the buildings are being retrofitted with the new subterranean lighting or the re-pointing the officer's quarters. Finally, adaptive re-use of the property is represented by oAC_3.

Throughout its three and a half centuries of use, Fort Wadsworth has adapted its facilities to the next generation of military architecture. This was done with seeming success although the fort never saw

[1] After Alan Peacock, 1994.

action." Today as the population of greater New York grows, a new threat looms on the horizon. Real estate developers represent the most significant pressure on the demand curve to date.. However, an externality has provided a reprieve from their tenacious claws.

The externality in question occurred as a consequence of the terrorist attack on the United States and New York'sWorld Trade Center. Fort Wadsworth was placed under Code Orange. This is represented in Figure 3 below.



The blue demand curve demonstrates a teacup effect or the bell-shaped curve of a normal demand function. What happens then when an externality controls demand? The orange line (representing the Code Orange alert) brings the demand to a screeching halt. The subsidy stays intact, but the Fort becomes a "ward of the state" or a public good in the true sense of the word. The four million dollar subsidy is fully utilized at the top of the curve, and then, use diminishes as Code Orange effectively closed the park to public visitors.

Subsidies may be used in a market economy as a branching tool towards a socialist, welfare economy. Europe (whose economies are more socially motivated) outright finances its public preservation efforts. By contrast, in the US, with the exception of properties owned by the Trust for Historic Preservation, the U. S. Park Service or by state or local governments, preservation efforts may be subsidized but private ownership or partnership is an essential ingredient. Ruth Towse points out that tax incentives are of paramount importance in furthering private involvement in the preservation movement.[2] If government subsidies are looked upon as seed money, the spillover effects are anticipated to reach a level where the property in question becomes self-supporting. While the subsidy functions as a catalyst on one hand, it has the secondary effects of garnering hope for historically valuable properties, preserving the past for future generations, and finally, most importantly in the case of Fort Wadsworth, offering a symbol of national supremacy.

The model also demonstrates the effect of a static budget over time. If demand follows a bell-shaped curve, then the level of subsidy decreases as the value (purchasing power) of the original $4 million dollars falls to $3.5 million over a four year period (acknowledging a 3% increase in inflation adjusted annually). Bear in mind the original amount budgeted by Congress was $5 million. While a political choice,

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[2]Ruth Towse, "Achieving Public Policy," Cultural Economics. (Drodrecht, 1994.)

the implications for management are obvious. Budgeted allocations are not always dispersed. If dispersal is made, the full allotment may be siphoned off or re-allocated at a higher level. An alternative funding mechanism is crucial to the survival of historic properties.

Finally, in a private market economy, the public is faced with choices. Now in the age of mass media, the barrage of hype is confusing to the point of being overwhelming. While managerial overhead in non-profit organizations has often been defamed, one area is now quintessential to the very economic survival of heritage sites like Fort Wadsworth. A new area for potential subsidies, preference functions must be moderated to include preservation options. While quite the unthinkable, moderating tastes or maximizing a taste preference for the historic site such as Fort Wadsworth is essential if the cultural activity of a site visit is to compete with an outing to see a baseball game. Do not misconstrue. If visiting a historic property is not inviting, properly maintained and altogether a pleasant experience, demand will cease to exist. The management has an obligation to ensure the preference functions of individuals are met. However, this varies little from the private sector where products cease to be in demand if performance is not ensured.

CONCLUSIONS

When looking to formulate the economic significance of Fort Wadsworth, the primary factor in any discussion is that the site is a true public good. Military is origin, still military in orientation, affording a breath-taking panorama of New York City, and offering historical insights to military science and architecture, it is truly New York's most underutilized assets. Yet it is without any private, not-for-profit funding mechanism. No outside revenues are raised from sales of licenses, tours, or tickets. Therefore, seven factors are offered for review in this significant statement.

1. The economic value of the site is co-mingled with the aggregate of its values. They dynamic nature of the paradigm is such that eventually fort management will be directly impacted by the economic choices made by the very same management, e.g. advertising.
2. Subsidies are targeted to elicit certain economic behavior. In particular, advertising moderates tastes. With an under-utilized asset, preferences must be assuaged to draw in the targeted populace.
3. Subsidies have a spill-over effect. Slow to start, their impact is grows at a geometric rate. A properly targeted subsidy will have a beneficial effect in the management process. Creative subsidies must be developed to enhance long-term economic viability of the site.
4. Yet, preparations for every eventuality must be made, Externalities like a government response to a military threat shut down public openings effectively. How should management compensate for the loss of operational exposure?
5. This dovetails with the impact felt by Fort Wadsworth from the yearly Congressional Budget process. There is a time value to money as well as an opportunity cost when the full amount of the allocation is not dispersed. Each year the present value of the dollar amount allocated decreases. Each year operation costs increase. The management team is at a disadvantage here being subservient in the bureaucratic hierarchy of the Park Service. However, the practical advantage to having a non-government organization backing the management team up is that a non-governmental watch-dog is unleashed. A system of checks and balances may be put in place.
6. The level of conservation is important: preservation, restoration or adaptive-re-use. Each has economic pressures associated.. Levels are not mutually exclusive. Private interests may be. All economic impact in a dynamic paradigm must be reviewed, if only to know your interest groups, e.g., real estate developers and local zoning or land-use regulatory review boards.
7. Finally, in a real world, the market place regulates supply and demand. Running a public/not-for-profit enterprise is not so different. Similar principals apply. Most importantly, the positioning within the market is crucial. Is the site to be positioned as a park, a site for music festivals, and a start for races, a Halloween extravaganza, or a museum? Who is the target audience? What are their preferences? Most importantly, who is/what is the park's competition or alternative adventure?

These are only a few of the considerations offered as an initial foray into the arena of economic significance. While difficult to quantify without gate receipts, a little black box fits into most economic

models to describe or value the intangible - historic preservation. That, however, is a consideration for another paper. Suffice it to say, the most crucial issue facing most historic properties is determining taste. John Stuart Mill best addressed this dilemma when he asserted "How can the uncultivated be competent judges of cultivation?"

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Fort Wadsworth
Gateway National Recreation Area / New York and New Jersey

Existing Management Plan Evaluation

This reassessment of the existing management plan for Fort Wadsworth, Staten Island, New York is a new look at the DRAFT/SITE MANAGEMENT PLAN / ENVIRONMENTAL ASSESSMENT of July 1995 submitted for review by the Superintendent of the Staten Island Unit of the Gateway National Recreation Area. Suggested changes in emphasis, and additions, have been guided by the principles described and recommended in the Burra Charter for the Conservation of Places of Cultural Significance.

1) Site Significance and Purpose

Based on a recent assessment of Fort Wadsworth's significance, utilizing the site evaluation criteria of historic values, social values, aesthetic values, and scientific values, there appear to be some important areas in the existing plan's *Site Purpose* that have not been adequately stated or emphasized. The *Site Purpose* described in the existing management plan, should be broadened to include the following aspects of elaboration.

- A preliminary archaeological assessment should be made to determine what archaeological resources exist at Ft. Wadsworth, and how they should be explored, documented and preserved. A plan to present and interpret these findings to the public should be made.

- The interpretation of the scientific value of the site should be expanded to include and explore not only the facets of technological development associated with military armaments and strategies, but also other historical innovations. Other scientific values inherent in the site that could provide a more current database for scientific research should be included. These could emphasize sustainable environment, and include climatic change data, water quality data, geographic and natural science data related to animal habitat and plant species.
- There is no mention of any ethnographic relation of history to culture, nor any sociological data or interpretive information regarding indigenous populations prior to military installations, no sociological data regarding daily life within the barracks and fortifications, i.e. family, other inter personal relationships, training and education, effects of isolation, recreation, medical care, and general comfort. As a continuously occupied military base, there would be valuable historic documentation of daily activities in minute detail within military logs and records. There will be living persons with associations with Fr. Wadsworth. These people could provide valuable anecdotal information through an oral history and video project.

2) Site Management Plan/Interpretive Themes

The interpretive themes outlined in the management plan cover only part of the Fort Wadsworth's significance as established by our class. The social value of Fort Wadsworth is barely addressed in these themes, and neither is the association with broad scientific value such as archeology and history of technology.

3) The Alternatives

The existing Site Management Plan for Fort Wadsworth presents two preferred alternatives for feasible plans.

Alternative 1, the preferred plan, is a proposal to revitalize the site as a cultural resource by rehabilitating the structures, creating in-depth exhibits and educational programs, and improving visitor access. Alternative 2 was created in the event that funding for Fort Wadsworth is inadequate, and focuses primarily on preserving the site in its current state.

Two other alternative approaches are briefly mentioned, considered, and then rejected, as being nonviable options. Yet a more current approach to value assessment perhaps reveals some important aspects of the site too quickly discarded. Alternative 3 unfortunately disposes of the idea of musical and theatrical performances on the site. Alternative 4 states there are no significant natural features like animal habitats or plant species groups. It also recognizes the value of geological information, but goes on to state that other parts of the Gateway Recreational Area would be better for study.

Currently, Fort Wadsworth is operating within the recommendations of Alternative 2 because of funding and staff shortages, and possibly because of the national Code Orange security warning, which limits access to the site. While it is true that the ambitious site development of Alternative 1 is not feasible at this time, the extremely low-key approach of Alternative 2 is not providing the tools necessary for exploiting the potential of the site and attracting visitors.

A third alternative that lies between Alternative 1 and Alternative 2 is needed to ensure that many people are able to benefit from the potential educational and recreational opportunities at Fort Wadsworth; at the same time, this alternative must be economically feasible in light of the limited funding available. The following changes to Alternative 1 are proposed to create a new Alternative 3:

- Instead of total rehabilitation and restoration of the buildings on the site to a particular historical period, the buildings should simply be stabilized so that they are safe for visitors and preserved from further deterioration. Missing architectural elements should only be replaced to the degree that they are necessary for the buildings' preservation; interior furnishings and exhibits would not be part of the interpretive scheme.
- Exhibits should be limited to explanatory signage near the buildings, exhibits in the visitors' center and a new film about the fort, rather than large-scale exhibits and historical reenactments. However, if outside reenactment groups wanted to use Fort Wadsworth as a site, they could be charged a fee as an income-generating device for the park.
- Tours should still be offered, but less frequently so that only a few specially trained guides are required. Two different types of tours could be offered: a general tour offered 3-4 days per month on weekends and an in-depth tour offered twice a month (one weekday, one weekend) for stakeholders particularly interested in military art and science. A self-guided brochure map tour would be available at all times to explain the site to visitors.
- Publicity of the site should be improved. Information about the site and directions to it, including brochures, maps, bus schedule, could be available on the ferry from

Manhattan, and/or at the ferry terminal on Staten Island. Signage indicating public transportation could also be installed in the ferry terminal. An information booth with a hot line to call the site and make reservations could also be installed at the ferry terminal. This could be implemented and maintained in partnership with other cultural sites on Staten Island--Snug Harbor for instance. This easily feasible action would enable the sites to attract some of the numerous tourists taking the ferry to Staten Island solely to enjoy the view of the Statue of Liberty.

Aspects of Alternative 1 that should be kept and emphasized to a greater degree are as follows:

- The inclusion of school and community groups with a specialized interest in the site should be encouraged and expanded. These groups can be important resources themselves, in a time when budget limitations restrict monies for planning studies, research, documentation, interpretation, and other important activities. Historic sites can be valuable teaching resources. Many historic sites have been "adopted" by school and community groups. History, science or sociology classes could gather critical data. Literature and visual arts classes could use the site as a thematic teaching vehicle. Architecture, planning, environmental science, archaeology, conservation, and historic preservation classes could certainly develop symbiotic relationships with Ft. Wadsworth. The full spectrum of age groups and curricula could be of mutual benefit to one another, from grade school, to local community colleges, to university students.
- Recreational opportunities such as bird watching, hiking, biking, exercise, fishing and kite flying should be open to the public and encouraged. The chapel should remain

available for special events. Finally, connecting Fort Wadsworth to the greater New York Area via a new bicycle route and an extended harbor ferry service is also an aspect of Alternative 1 that seem economically viable.

A new Alternative Plan should seek to increase visitor usage of Fort Wadsworth, and more passively present the historic characteristics than Alternative 1. The absence of historical reenactments, large interpretive exhibits, and extensively restored buildings, could present the fortifications in a state of romantic abandonment in a natural setting. Visitors would need to use their imaginations in thinking about the history of Fort Wadsworth in an unstructured and non-programmed setting. Self-guided tours and those led by the park rangers, the informative visitor center, and unobtrusive signage will provide the interpretive facts necessary to help visitors appreciate the significance of Fort Wadsworth.

The quiet preservation and presentation of the buildings at Fort Wadsworth will compliment the natural beauty and peace of the site, making it a pleasant place to visit for both educational and recreational purposes. Providing slightly more interpretive programming, combined with increasing the access and publicity of the site would allow and encourage many more people to take advantage of this unique bastion of history and nature in New York City Harbor.

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Final Assignment

Fort Wadsworth Management Plan: Assessment and Recommendations

In 1972 and 1974 respectively, Fort Wadsworth's Battery Weed and Fort Tompkins were nominated to the National Register of Historic Places. In the late 1980's, a Fort Wadsworth Historic District was proposed, but a complete nomination form was not submitted. Meanwhile, the National Park Service (NPS) adopted a management plan for the 226-acre property.

The Management Plan

Many of the "initial actions" recommended in the management plan have been taken, including the development of a visitor center, installation of outside exhibits, construction of enhancements at Fort Tompkins' road overlook, and provision of some staff-led tours. These actions allow the park to serve approximately 70,000 visitors annually – military personnel based on the site, residents of Staten Island, members of the New York Community, special interest groups from across the country and around the world – at a baseline level.

However, some of the more extensive initial actions prescribed in the management plan that have not been taken or are not yet completed, including the stabilization of cultural resources and abatement of safety hazards on the site. According to NPS Ranger Phil Melfi, Fort Tompkins still has lead paint and asbestos, and potentially harmful underground storage tanks.

Beyond the initial action plan, the management plan stated that Alternatives One and Two could both be adopted by the NPS because they fulfilled the site's purpose as outlined in the enabling legislation. Taken together, these two Alternatives called for the revitalization and protection of this important cultural resource.

Alternative One, which would cost $13.9 to implement and $5.7 million to operate, prescribed complete preservation, rehabilitation, restoration, and permanent, full-time interpretation of all of the site's major fortifications – including the Nike Missile area – and the historic stable and carriage house. Fort Tompkins was supposed to contain administrative offices and museum exhibits in rehabilitated casements, while Battery Weed was scheduled to host a visitor orientation area with exhibits and restrooms, as well as re-installed coastal artillery. Reproduction armaments were supposed to be installed on Battery Catlin, and the Torpedo Building preserved, wired for utilities, and plumbed for restrooms.

The management scheme also planned for the 1890's-period interior and exterior rehabilitation of one of the homes along Officers' Row (ADA compliant), and for the restoration of all of the homes to their pre-1950's state. The Officer's Club was scheduled to become a restaurant with costumed waiters. A concerted effort to collect fort-related artifacts for museum display was also supposed to ensue, and non-historic structures were to be removed. The historic stable was to be preserved. A trail between batteries would be paved, a new parking lot would be created, and a paved road would be replaced with gravel.

Alternative Two accounted for the possibility of uncertain economic times, and called for the completion of the initial actions mentioned above, as well as the protection of the site and continuation of existing trends. For $4.5 million to implement and $5 million to operate, Fort Wadsworth would maintain a visitors' center in Building 120 and retain existing interpretive signs. All batteries would be stabilized. Graffiti would be removed from all structures. The Torpedo Building would be preserved and stabilized. The seawall and dock by Battery Weed would be reconstructed. Restrooms would be provided in the environmentally safe Fort Tompkins. Some of the exteriors of the Officers' Row homes would be restored, but remain closed. Smaller historic buildings would also remain closed.

The NPS adopted the management plan with the expectation that Fort Wadsworth would become a lively and frequently visited site. Fort Wadsworth was to have so many visitors, it would require the equivalent of 44 full-time NPS staffers, who would live in housing on-site. The visitors were expected to arrive in large bus groups or by boat through the reinforced dock, and would need to be transported throughout the site by three alternative-fuel vehicles. To account for the visitors, new plumbing lines would have to be installed for extra restrooms.

The Management Reality

Unfortunately, the millions the NPS requested did not come through. According to NPS Ranger Phil Melfi, Alternative One was rejected by upper level management due to budget constraints. Instead, Fort Wadsworth personnel were instructed to produce project proposals each year because funding would only be available on a "piecemeal" basis.

While the majority of the provisions mentioned in the management plan have not occurred, some very important steps have been taken by the NPS. These include stabilization of and removal of graffiti on Battery Weed, removal of graffiti on Fort Tompkins, creation of an interpretive visitors' center in Building 120, and maintenance and installation of interpretive signage throughout the park. Battery Weed's main doors have been replaced.

An un-costumed NPS ranger provides guided tours of Battery Weed and Fort Tompkins all week and during the weekend. Reenactments occur on occasion in the park, fishing for those with permits is allowed, the carriage house can be reserved for special events, the sandy beach is open to the public for walking and fishing.

Inaction on initiatives in the initial action plan and the management plan has limited the NPS's ability to maximize the potential of their site. More visitors would probably come to Fort Wadsworth if independent visits to completely restored Fort Tompkins, Battery Weed, and Nike Missile areas were permitted, if in-depth interpretation were provided by costumed staffers, if an Officers' Row house became a museum, if a restaurant were opened, and if other smaller batteries and structures were preserved and open to the public. The Fort Wadsworth experience today is not as holistic as it could be because preservation has not been comprehensive.

Comparing the current management of Fort Wadsworth with the recommended guidelines outlined in the Burra Charter, there are areas where the NPS could improve. The major failing of the current site usage is that it does not do enough to interpret the historical significance to the audience. While the museum display at the visitors' center is informative, it is somewhat disjointed from the rest of the site due to its location, and also because the site is poorly labeled and marked. Granted, the original management plan recommended educational programs that would serve many segments of the general public, but it is clear that these aspirations have not been realized to date.

Management Recommendations

Unfortunately, due to Code Orange terrorism-related restrictions that were in place earlier this year, Fort Wadsworth's visitor count diminished. According to NPS Ranger Phil Melfi, during that period, prospective visitors were required to make advance reservations to gain access to the site, causing a 90% reduction in visitor count.

Recently, reported Melfi, the Code Orange restrictions were reduced to Code Yellow, allowing visitors more freedom to enjoy Fort Wadsworth. Healthy visitor counts are necessary for Fort Wadsworth to obtain funding necessary for staff, community service, and conservation and maintenance efforts.

Recommendation One

Fort Wadsworth could simply continue operating under the current plan despite the fluctuating geopolitical climate and the potential for future restrictions; preventative maintenance for the site's historic elements would be provided and preservation and curatorial projects would be accomplished on a piecemeal schedule. However, given the current environment of tight money and imminent budget cuts, we believe it will be increasingly difficult for Fort Wadsworth to compete for much needed NPS funding under this scenario.

Recommendation Two

Fort Wadsworth is clearly not commanding the level of visitor attendance that a historic fortification of its significance should receive. Despite the fact that restrictions at Fort Wadsworth were recently reduced from Code Orange to Code Yellow, visitor numbers have not yet reestablished themselves. In addition, it is possible that Code Orange or even more severe terrorism restrictions may be reinstituted at any time. For these reasons we

believe a different site management plan may be appropriate. While current operations and regular NPS ranger-led tours of the historic properties should continue as usual, we believe that visibility and much needed revenues for preservation could be increased through the rehabilitation of Fort Wadsworth into a top-notch sought-after educational facility. The source of the funds for this program is discussed later in this section.

Under this scenario Fort Wadsworth's historic areas will be adaptively reused, along the guidelines of the Burra Charter for compatible reuse and maintained for life (Articles 20-22). Many of the original Alternative One goals in the Management Plan will be executed. There will be a complete preservation, rehabilitation, restoration and interpretation of all the site's major fortifications to their most recent period of historic significance including the Nike Missile area, the historic stable and the carriage house. Costumed interpreters and reenactments of historic military activities would be limited, however, because this new program serves students who stay longer to study in-depth, and less so the general public.

In this scenario, Fort Tompkins will be the focus of the new plan. It will be rehabilitated for overnight accommodations for students. The Fort will still retain artifacts that reflect its history and use during the late 19th century. Students will be housed in the rehabilitated casements within the Fort. They will be able to enjoy walks through the narrow stone passageways of the counterscarp galleries and view the dry moat area between the wall and the Fort. The overriding goal is make the educational experience at Fort Tompkins a highly visible prize to be competed for among students nationally.

Battery Weed would become a museum featuring artifacts, audio-visual programs, and re-installed coastal artillery. As stated in the initial management plan, students would be able to view numerous reproduction Rodman guns and flank howitzers in their original positions. Reproduction armaments would also be installed on Battery Catlin and the Torpedo building.

Also according to the original plan, the historic residential setting of Mont Sec Avenue would be retained. One of the homes along Officers' Row would be rehabilitated circa 1890's, and the restoration of the remaining homes to their pre-1950's state would be carried out. Non-historic structures will be removed. Building 109 would be rehabilitated as the Officers' Club and used as the cafeteria/restaurant for the students.

Students, selected in advance to facilitate security checks, would come from schools across the country after competing academically for the Fort Wadsworth Education Prize. The prize would allow them to learn about military and civic history during their stay (weekends/months) in the rehabilitated casements in Fort Tompkins. They would have access to many other activities on the site including fishing, baseball, hiking, kayaking and biking. Use of the library and other educational resources on the site would enrich the program. Visits to other culturally and historically rich sites throughout the metropolitan area will also enhance the experience.

This scenario is highly dependent on in-depth and creative program development. To increase the likelihood of excellent program development, we believe the National Park Service should partner with a private foundation. The NPS should seek out a private foundation with a focus on education -- a foundation that is particularly interested in inspiring our nation's future leaders. This focus may be particularly interesting to private foundations in the wake of 9/11. The public/private partnership will serve to strengthen the program and significantly heighten visibility of the site. The educational experience at Fort Tompkins (which includes numerous other visits to cultural/educational sites in the New York area) should be aggressively advertised across the country and possibly tied in some way to current and future scholarship programs. It could also be coordinated with Outward Bound, Boy, Girl or Eagle Scouts. Program development could also be coordinated in some way with West Point either for educational assistance or possibly scholarships.

Under this recommendation, the rehabilitation of Fort Wadsworth is paid for by the sale of a small portion of the barracks to a private developer. (If sale of the land is not permitted then a portion of the barracks should be redeveloped by the Department of Interior itself into high-end residential accommodations to be leased in the open market. If this is not possible, the Presidio model should be adapted to increase revenue. Under this model individual buildings are leased out to the public at market rates.)

The small section of Fort Wadsworth chosen for development should be part of the barracks bordered by USS Tennessee Road and Ayers Road. This section can be easily segregated from the rest of the site and at the same time can command high rents given its location. Under the terms of the sale, the private developer would be forced to follow strict development specifications requiring relatively low-density contextual buildings.

Keeping in compliance with the Burra Charter recommendations for site evaluation, a portion of the developer's fee would be used to conduct an archaeological survey of this area before new ground is broken (Article 24, Conservation Practice). The developer must also rehabilitate Battery Ayers and Battery Richmond if appropriate, and pay the NPS an annual fee, which will serve to partially pay the annual maintenance of the Fort Wadsworth rehabilitation. Where necessary, the NPS could leaseback apartments from the private developer. Any critical military personnel could be transferred to the barracks on the east side of USS Tennessee Road or accommodated elsewhere within the site.

Fort Wadsworth combines a unique sense of history in an amazing setting. It enjoys unsurpassed views of the magnificent Verrazano-Narrows Bridge and New York City, arguably the greatest metropolis on earth. Utilization of Fort Wadsworth as an educational facility will heighten visibility on a national level while allowing for controlled access and ongoing preservation. The proposed use is also sympathetic with the historic use of Fort Tompkins, as it was primarily used a berthing station for soldiers. This continuity of use is consistent with the Oaxaca Declaration. The bottom line is that under this site management plan the significance of the site is maintained while its future is made secure.

Recommendation Three

If the ultimate goal is to enhance Fort Wadsworth's significance, to make it an exciting and lively public place, a radical approach may be necessary. In light of the federal, state, and local fiscal crises, the stable New York housing market, the lack of new residential construction on Staten Island, and the premium that could be placed on Fort Wadsworth's stunning views, we believe that the site could be an exciting master-planned mixed-use real estate development opportunity: Wadsworth Village.

The development that could occur on the site would pay for the preservation and provide for the long-term maintenance of the site. As mentioned before, the Oaxaca Declaration notes that continuity of use is often the best way to retain heritage value.

Working from the southern end of the site, the entire residential section on one side of the Verrazano-Narrows Bridge could be sold by the Department of the Interior to a private developer in a sale-partial leaseback transaction to allow military personnel to remain in residence and NPS staffers to live on site indefinitely. Mid-rise neo-traditional rental residences (townhomes with garages and four-story apartment buildings with hidden donut-parking garages) would be built in place of the existing barracks, which were built in the 1980's and 1990's. The design of the new development must meet the standards of the Department of the Interior, as they would be within the "historic district." Not withstanding contrary archaeological findings, developing this segment of the site will not infringe on the significance of the site's primary aesthetic value because the Verrazano Bridge segments this southern portion of the site from the significant fabric located on the northern side.

The military personnel would be housed throughout the complex as part of the developer's affordable housing tax credit. Service-oriented ground floor retail (i.e. newsstand, dry cleaners, deli, coffee shop, natural foods store, flower shop, bookstore, video store) would be connected by a landscaped pedestrian-friendly waterfront Main Street – currently USS North Carolina Road and Weed Road – with some street side parking. To encourage passage on Main Street, New York Avenue would not pass through to the residential section.

Main Street would lead under the Verrazano-Narrows Bridge and pass by a completely preserved Battery Weed featuring a self-guided tour. Guests arriving via the permanent dock to the north of Battery Weed could dine at the new waterfront restaurant in the Torpedo Building. The natural area surrounding the Battery Catlin would be preserved as a park.

Main Street would lead up the hill beyond a small parking lot located behind the Torpedo Building restaurant to Fort Tompkins, which would be leased for 60 (rolling) years to a not-for-profit developer. The fort would contain a freestanding low-rise steel and glass art gallery in its landscaped parade ground. Artist's studios built in the fort's former

sleeping quarters would face out onto the parade ground. A small café and gift shop would be located in the gallery building at the southern entrance to the fort.

The church would be moved to the area behind Homes 116 and 117 so that it is in a more residential area. The lawn area and church land would be sold to an office developer. Two mid-rise office towers would be built in a style that will complement the 1920's office building and the new coast guard office building. Prospective tenants could include defense contractors. A credit-tenant restaurant would occupy a portion of the building's ground floor and first floor to service office workers, guests arriving from Staten Island on New York Avenue, and residents of Wadsworth Village.

Residents of Wadsworth Village would pay a neighborhood association fee to maintain Main Street landscaping and running trails. Each year, accounting for escalation, an increasing portion of the office, residential, and non-profit developers' profits would go toward the preservation of Wadsworth Village's historic sites.

With the Wadsworth Village development plan, Fort Wadsworth's historic sites will be saved and maintained because they are part of the fabric of a neighborhood. Residents will feel proud to live among such significant landmarks. Security concerns surrounding the Verrazano-Narrows Bridge will be addressed with Jane Jacob's "eyes on the street" concept by people in the neighborhood.

Findings

Similar solutions to those mentioned above are being implemented in nearby Sandy Hook, New Jersey. This site, served by a ferry terminal that transports 4,500 commuters from Manhattan in 35 minutes, was developed as a military outpost by the British in 1764. Since then, it was actively used by the U.S. Army, and in 1974 became a National Park Service property. Today, a portion of the site is used by the U.S. Coast Guard, another portion is owned by various non-profits and a school, and the historic core is being redeveloped by Mr. James Wassel of Wassel Realty Group in Red Bank, New Jersey.

Wassel responded to an NPS RFP in 1998, and has since planned and partially-financed the development of a hotel in the 1876 Officers' Club, timeshares and meeting facilities, a museum for lighthouse keepers in the lighthouse keepers' house, a former stable into a pub, and other projects. He was required by the NPS to develop the site without retail or new construction, to develop a cultural arts program, and to work with the existing park structures.

When asked about development at Fort Wadsworth, Wassel stated that the site was quite interesting, and that all parks within the Gateway system should work together in their redevelopment plans. Wassel has been commended for his development initiatives in *The New York Times*, and is in discussions to commence similar projects in Maryland, Virginia, and the Midwest.

Given the current economic and political conditions and the historical record of government funding for this site, it is important for Fort Wadsworth to generate revenues through adaptive reuse of selected areas of the site as described in recommendations two and three. By doing this, the management will identify the most significant areas and use the new revenue to properly interpret and care for areas of the site that are currently underutilized and endangered by neglect. Not only do these solutions provide for ideal preservation efforts, but they also increase public interest and awareness for the site. Each of our recommendations proactively draws a new community of residents, students, and visitors to Fort Wadsworth; new communities that will take pride in their surroundings, and consequently keep the significant fabric of the place from deteriorating.

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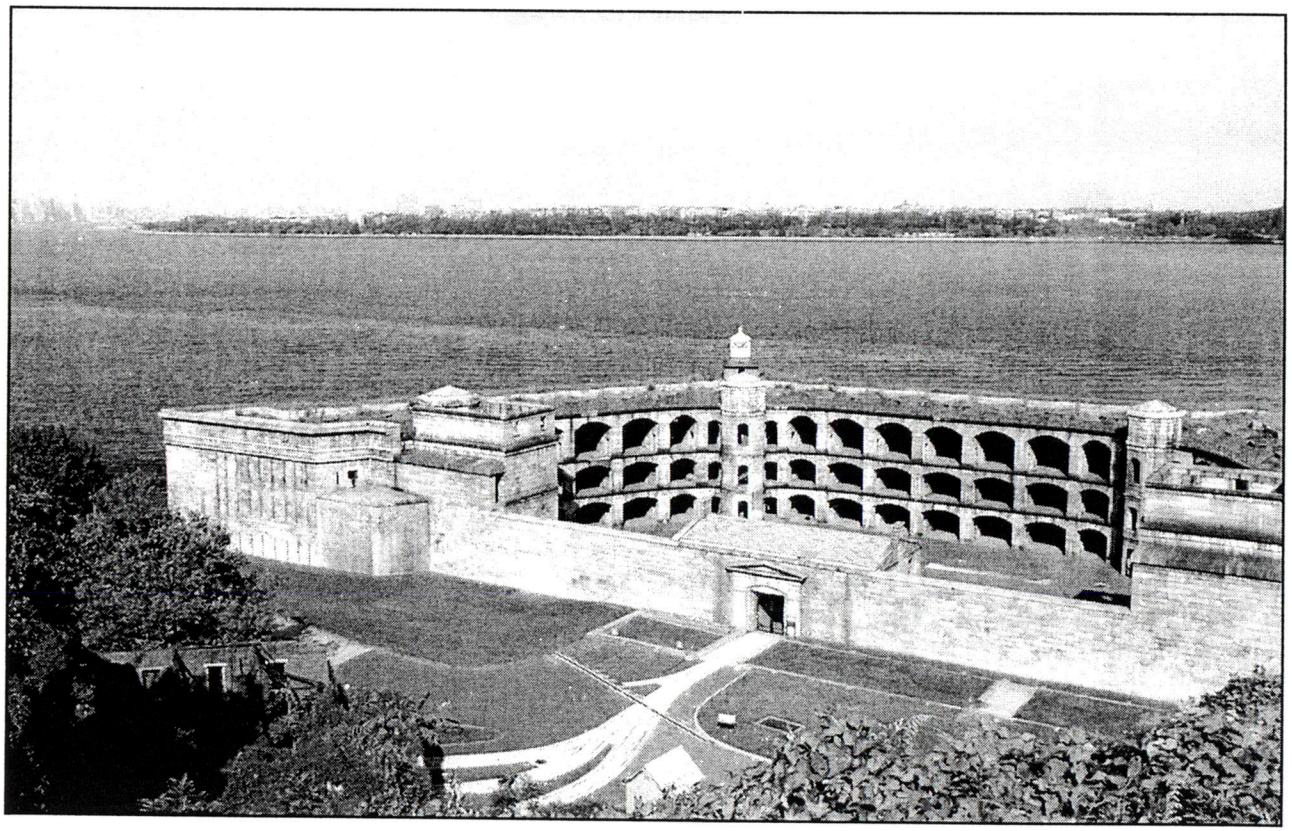
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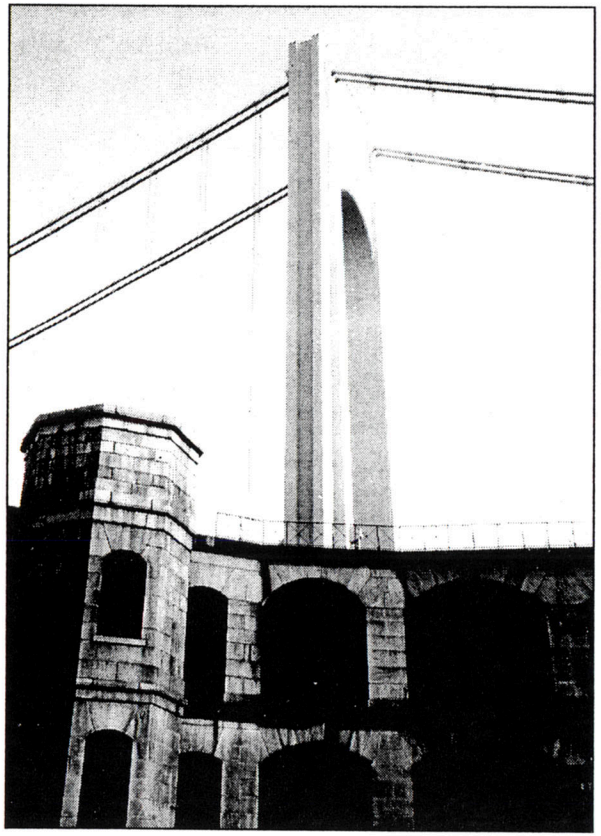
Gateway National Recreation Area
Staten Island, New York



Kirsten Brinker, Denise Kelly, and Peter Heslip
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Management Plan

In an effort to increase Fort Wadsworth's visibility and improve upon the site's existent cultural amenities, NPS staff members drafted The Fort Wadsworth Site Management Plan in 1995. The document consisted of an "initial actions" section and two alternative cultural development plans.



Initial actions taken include:

- Establishment of a Visitor's Center
- Installation of exterior exhibits
- Construction of enhancements at Fort Tompkins' overlook
- Provision of staff-led tours

Management Plan

Initial actions not taken include the stabilization of cultural resources and the abatement of safety hazards on the site.

In an effort to better serve the site's 70,000 annual visitors by revitalizing and protecting the site, alternatives one and two were also proposed in the plan.



Management Plan

Alternative One, which would cost $13.9 million to implement and $5.7 million to operate, prescribed complete preservation rehabilitation, restoration, and permanent, full-time interpretation of all the site's major fortifications, including the Nike Missile area and the historic stable and carriage house.

- **Fort Tompkins would contain administrative offices and museum exhibits.**
- **Battery Weed would host a visitor orientation area and restrooms.**
- **The Torpedo Building would be wired and plumbed for utilities and WC's.**
- **One Officer's Row home would become a 1890's period home and the exteriors of all other homes exteriors would be rehabilitated.**
- **Reproduction armaments would be installed throughout the park.**

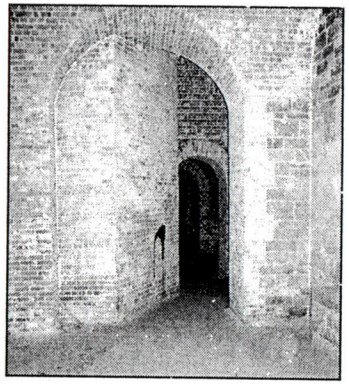
Management Plan

Alternative Two, which accounted for uncertain economic times, called for the continuation of existing trends and the protection of the site. it would cost $4.5 million to implement and $5 million to operate under this alternative.

- **A visitor's center would operate in Building 120.**
- **Interpretive signs in existence would remain in place.**
- **All batteries and the Torpedo Building would be stabilized and graffiti would be removed.**
- **The seawall and dock by Battery Weed would be preserved and stabilized.**
- **Restrooms would be provided in an environmentally safe Fort Tompkins.**
- **Officer's Row exteriors would be restored and remain private residences.**

Management Reality

Funding didn't come through and projects occur on a piecemeal basis. Inaction on initiatives in the initial action plan and either alternative one or two has limited the NPS's ability to maximize the potential of their culturally rich site.

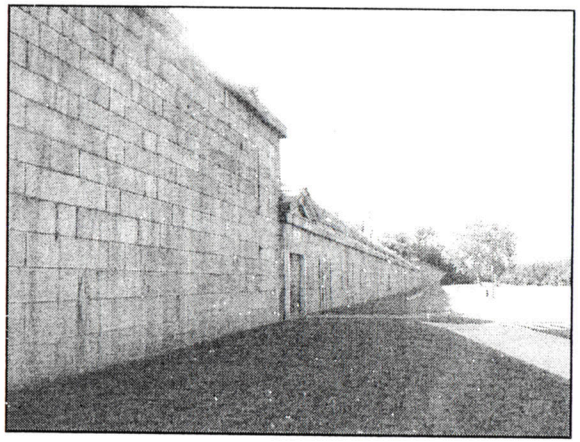


Today, Fort Wadsworth is not commanding the level of visitor attendance that a historic fortification of its significance should receive. It is possible that Code Orange or other severe terrorism restrictions may be reinstituted at any time, further reducing visitor counts.

Management Recommendations

Recommendation One: Fort Wadsworth continues operating under the current plan despite the fluctuating geopolitical climate and the potential for future restrictions.

- **Preventative maintenance for the site's historic elements would be provided**
- **Preservation and curatorial projects would be accomplished on a piecemeal schedule.**



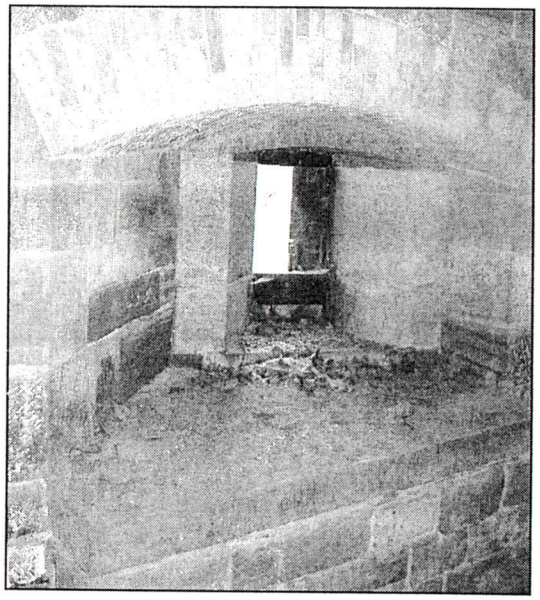
Management Recommendations

Recommendation Two: Fort Wadsworth is adapted into an elite educational facility with Fort Tompkins rehabilitated for overnight accommodations and Battery Weed adapted as a museum.

- Most of the alternative one goals of the 1995 Plan are executed.
- Mont Sec Avenue, the Officer's Club, and other historic structures are restored.
- Current operations and regular NPS ranger-led tours of the historic properties continue simultaneously.
- A NPS/private partnership for in-depth and creative program development is established, taking advantage of the extensive resources in the entire New York region.
- Funding is executed through the sale of a portion of the barracks to a private developer. At a minimum, leasing of non-historic sites is effected.

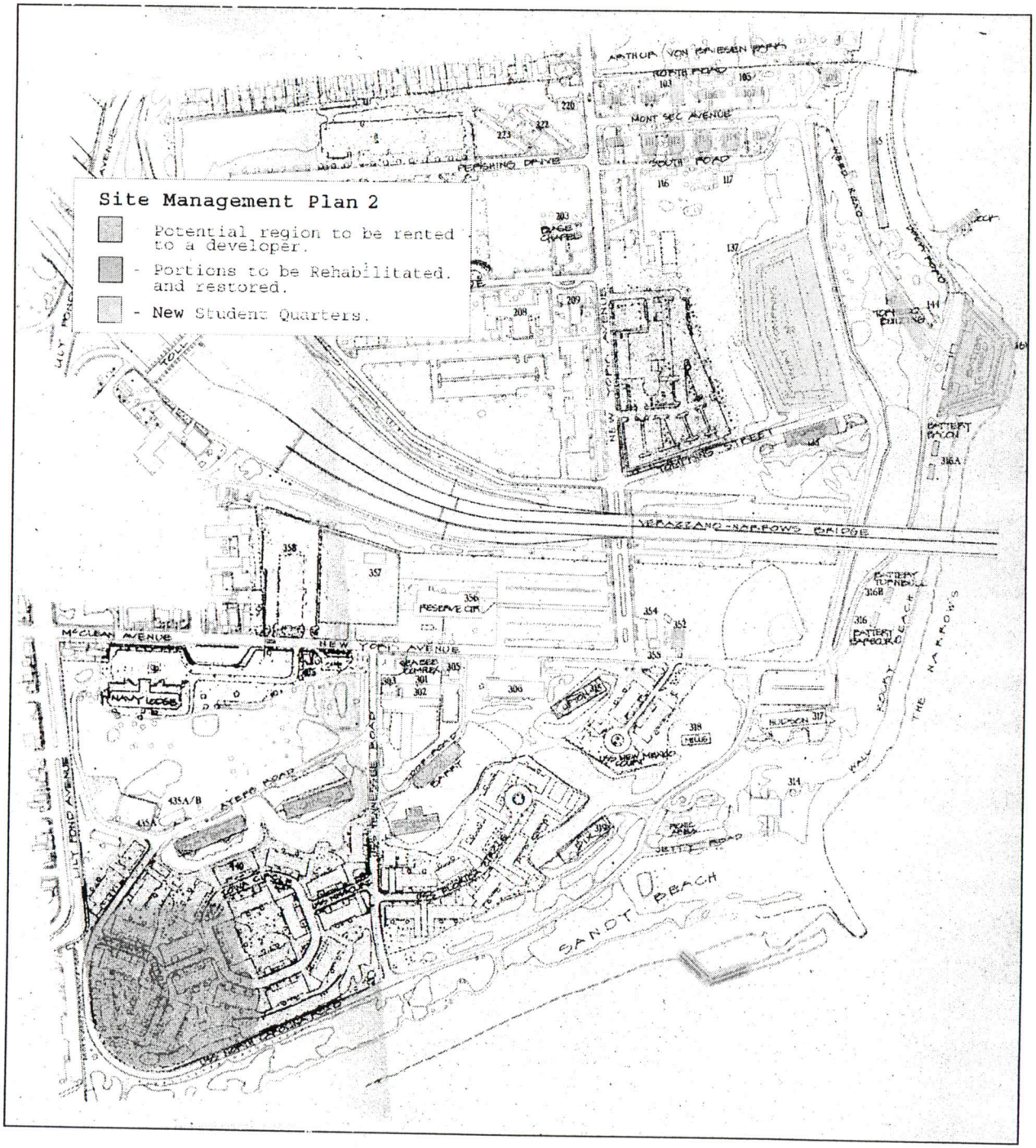
Management Recommendations

Recommendation Two Advantages:



- Compliant with the Burra Charter, the site is maintained for life through a compatible reuse. Sympathetic with the historic use of Fort Tompkins as a berthing station.
- Heightens the visibility and the significance of the site to a national level while allowing for controlled access and ongoing preservation.
- Matches a spectacular site and an exclusive program with motivated young students, possibly future leaders of the country.

Recommendation Two
Redevelopment Plan



Management Recommendations

Recommendation Three: In light of the federal, state, and local fiscal crises, the stable New York housing market, the lack of new residential construction on Staten Island, and Fort Wadsworth's stunning views, the site could be an exciting master-planned mixed-use real estate development opportunity: Wadsworth Village.

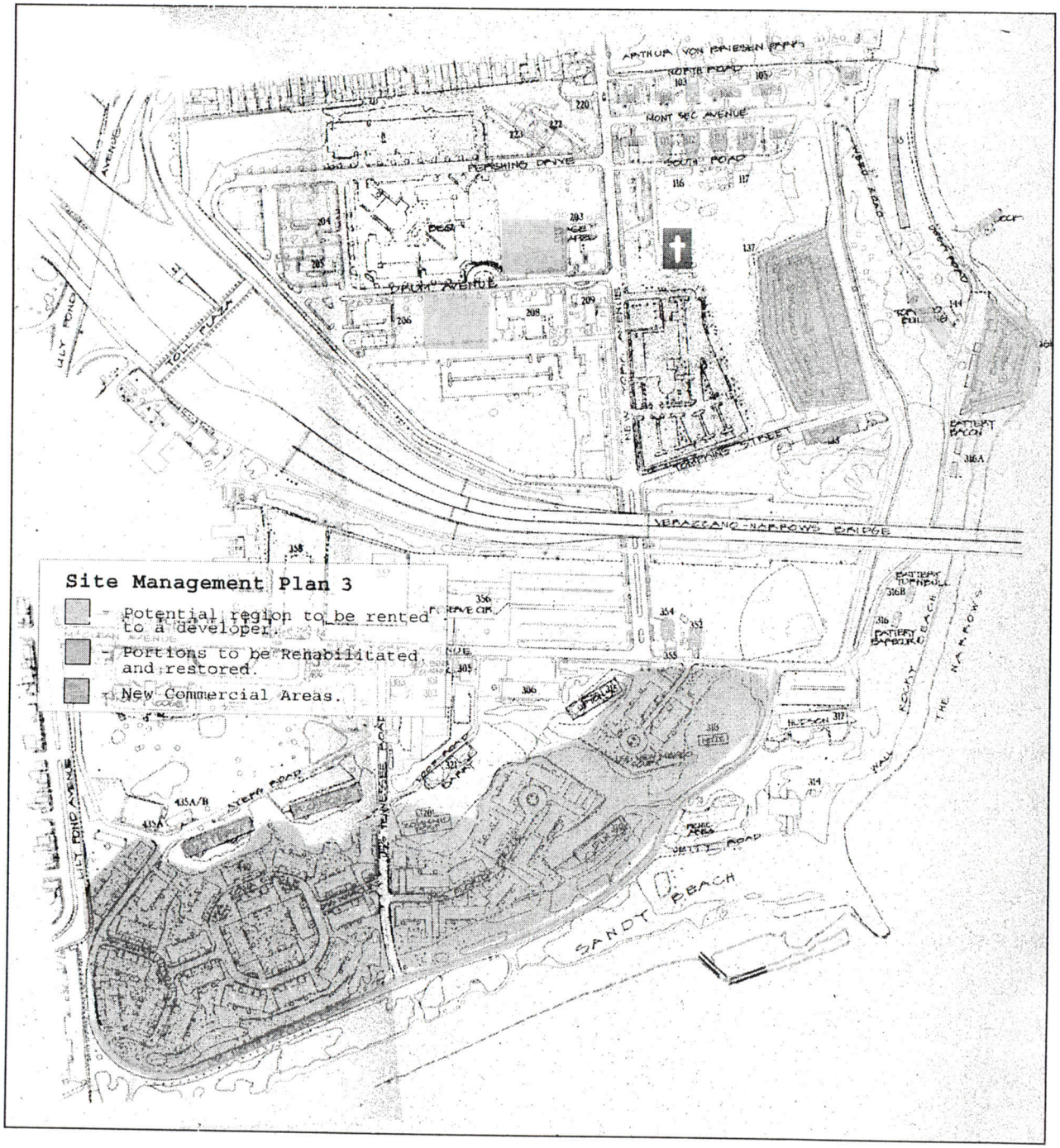
- Land occupied by recently built barracks sold to a developer, who will build new garage townhomes and garden-style apartments with donut-style parking.
- Military personnel and NPS staffers housed in new development as part of developer's affordable housing tax credit.
- Street level service-oriented retail located along pedestrian friendly "Main Street" USS North Carolina Road. Streetside parking available.
- Torpedo Building becomes a full service restaurant with water views.
- Fort Tompkins, leased to non-profit developer for 60 (rolling) years, hosts freestanding low-rise steel and glass art gallery. Artist's studios are built into the former sleeping quarters
- All new residential and cultural buildings must meet historic district design codes.

Management Recommendations

Recommendation Three (cont'd):

- Permanent dock established north of Battery Weed.
- Battery Weed is completely preserved and includes a self-guided tour.
- Battery Catlin preserved as a park.
- Officer's Row homes preserved.
- All other historic structures identified in 1995 Plan are preserved.
- Church relocated behind Officer's Row homes.
- Church plot and land sold to office developer to build spec defense contractor offices in two mid-rise towers (i.e. eight story maximum).
- Credit tenant restaurant located in ground floor of one office building.

Recommendation Three
Redevelopment Plan



Management Recommendations

Recommendation Three Advantages:

As suggested in the Oaxaca Declaration, the proposed continuity of use will help retain heritage value by:

- **Creating community, community pride in history, and placing "eyes on the street."**
- **Establishing neighborhood association fee and developers' contribution funds to provide for preservation and consistent maintenance of Fort Wadsworth's historic sites.**

In addition, the visibility of the significance of the site will be heightened.

Conclusion

Given the current economic climate and political conditions, as well as the historic lack of funding for this site, we believe that Fort Wadsworth must independently generate revenues through the adaptive use of selected areas in order to increase visibility and improve upon the site's existent cultural amenities.

