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WINTER ISLAND

AN ANALYSIS OF RESOURCE SIGNIFICANCE AND MANAGEMENT OPTIONS

NATIONAL PARK SERVICE
NORTH ATLANTIC REGION
BOSTON, MASSACHUSETTS
NOVEMBER 1984

Congressman Nicholas Mayroules, on behalf of Mayor Anthony Salvos, of Salem, Massachusetts, has asked the National Park Service to determine the significance of Winter Island and offer a full view of management options. With excellent cooperation from both the congressman's and mayor's staffs, the North Atlantic Regional Office has examined the resource significance and explored the management options that the City of Salem may use for the administration, operation and maintenance of Winter Island..

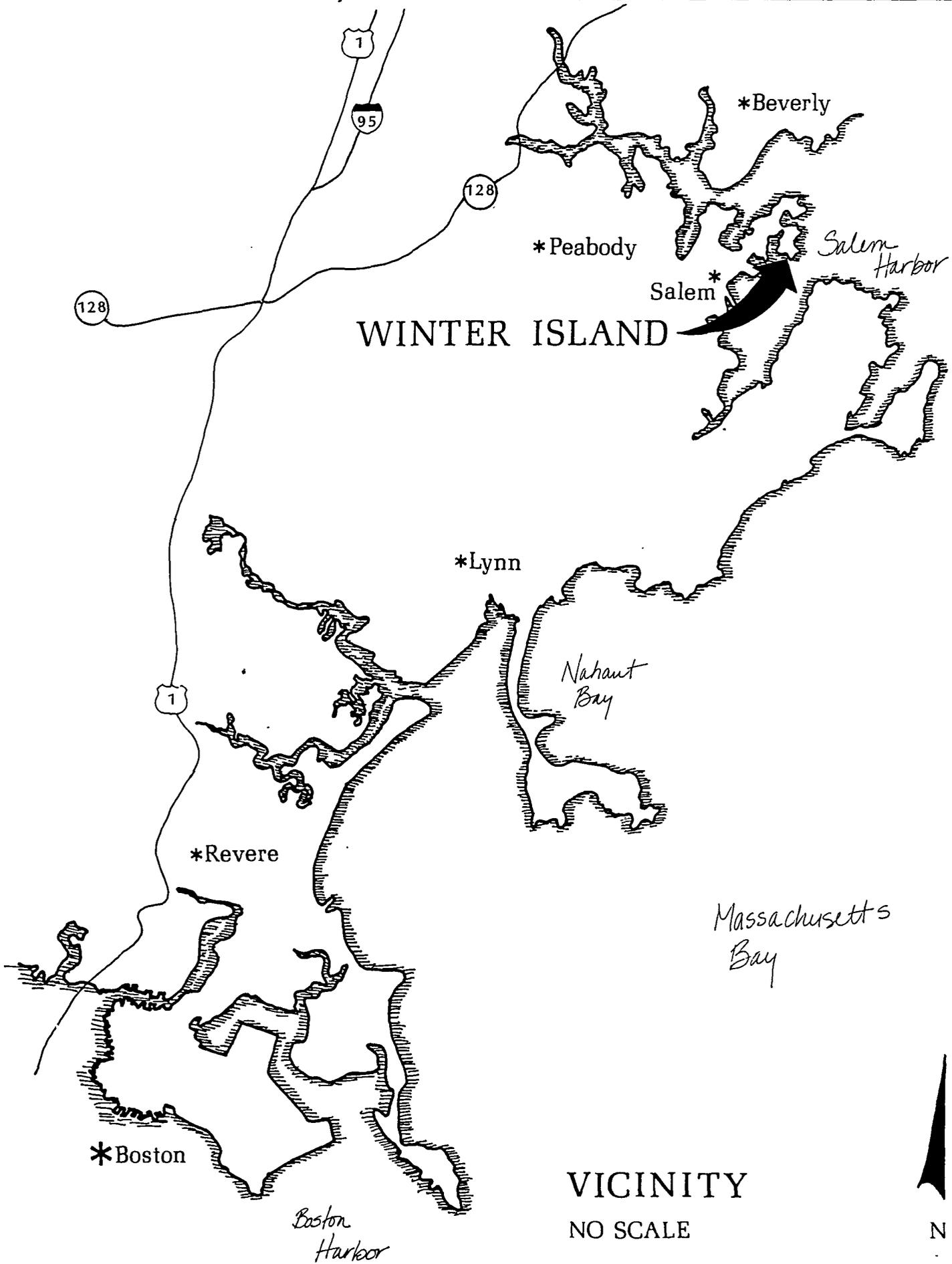
I. SUMMARY

SIGNIFICANCE

Fort Pickering, nominated to the National Register of Historic Sites in 1973, and located on Winter Island, possesses both strong local historical associations and a reasonable degree of physical integrity. Due to reconstruction during the Civil War which required considerable demolition of the early Federal fort, Fort Pickering essentially dates from the mid-19th century. Although of interest as a typical type of 19th century coastal fortification, it does not possess the national significance required by the National Park Service's management policies to permit its inclusion in the National Park System. Its historical associations are represented in other sites already within the system.

MANAGEMENT OPTIONS

Due to the resource significance of Fort Pickering and Winter Island, a range of management options are proposed with major organizational responsibilities directed towards the City of Salem. The City, through a well represented local coordinating organization, may use these proposed options, that is, funds and resources from either public or private sources, either individually or collectively, to create a management group that will produce a community endorsed development program that will meet the future needs of Winter Island as a public park.



*Beverly

*Peabody

Salem*

WINTER ISLAND

Salem Harbor

*Lynn

Nahant Bay

*Revere

Massachusetts Bay

*Boston

Boston Harbor

VICINITY

NO SCALE



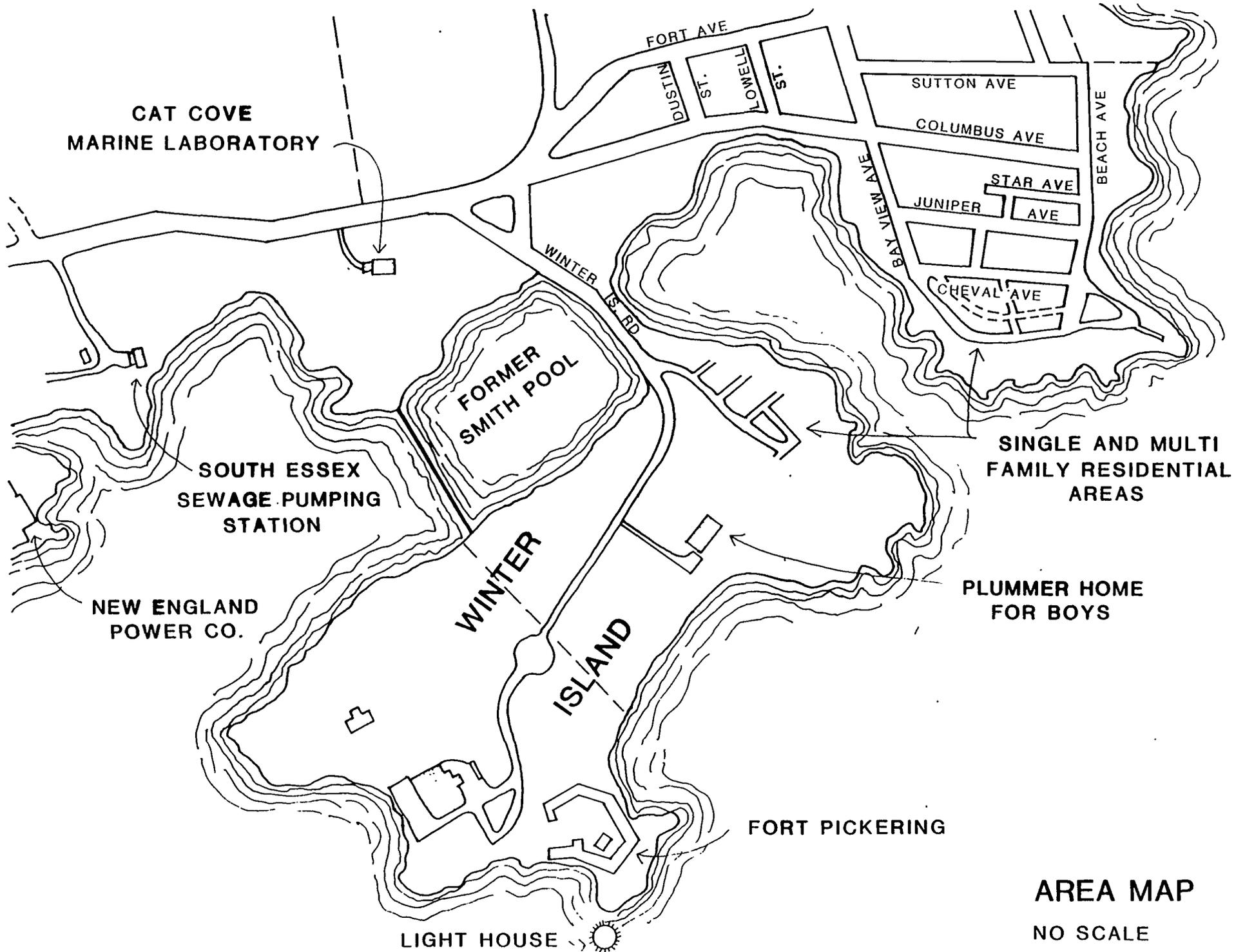
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II. Existing Conditions

Winter Island, a 38 acre, 1/2 mile long island, is situated on the western side of Salem Harbor and two miles from the center of Salem. The study area, consisting of 20.5 acres, located on the south end of the island, is bordered by the Plummer Home for Boys and residential neighborhoods to the north and west. Winter Island Road, a two lane paved road on a causeway from Salem Neck, provides access through property belonging to the Plummer Home for Boys. Sparsely vegetated with irregular topography, the site commands excellent views of Salem and Beverly Harbors as well as the open waters of Massachusetts Bay. Adjacent neighbors include the New England Power Company generating station, South Essex Waste Water Treatment Plant and the Cat Cove Marine Laboratory to the west and north of Winter Island, across Cat Cove.

Presently operated as a city park, Winter Island provides both active and passive activities for land and water recreationists. Facilities for park users include a seasonally operated information gatehouse at the area entrance, a concession food building, a boat ramp, and chemical toilets. Other structures are former U.S. Coast Guard facilities transferred to the City of Salem in 1972. The predominant structures, all significantly vandalized, are the commandant/office building, the seaplane hanger, radio shack and a powder house.

On the east end of Winter Island, adjacent to a small but popular



AREA MAP

NO SCALE



WINTER ISLAND
STUDY AREA

NO SCALE



beach, is the site of Ft. Pickering and the recently restored Ft. Pickering Lighthouse. The Ft. Pickering Site, occupying approximately two acres, has been a fortified site since the mid-17th century. The present structures have deteriorated to ruins since the last garrison left after the Spanish American War in 1898. The Fort Pickering Site has been on the National Register of Historic Sites since 1973.

III. SIGNIFICANCE

HISTORICAL BACKGROUND

There have been at least three fortifications erected on the site of Fort Pickering that relate to the present ruin. These three fortifications are illustrated in the following drawings. A plan of Fort William dated September 4, 1794, depicts essentially a square fortification with a blockhouse/powder magazine centrally located on the parade. Modified during the following 20 years and renamed in 1799, Fort Pickering by 1820 was larger than its predecessor and constructed more to the natural configurations of the island. During the Civil War, Fort Pickering was almost wholly reconstructed and assumed its present appearance. The fort doubled in size at that time but incorporated much of the earlier fort. The curtain walls that faced the harbor were retained, and in all probability the foundations of the razed west wall remain intact below the present parade.

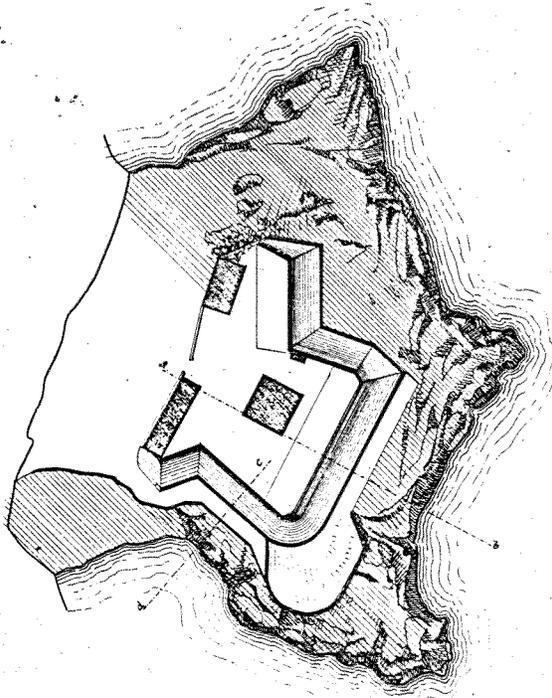
In design, material, and construction, Fort Pickering was similar

State of
Massachusetts

Drawer 18.
Sheet 3.



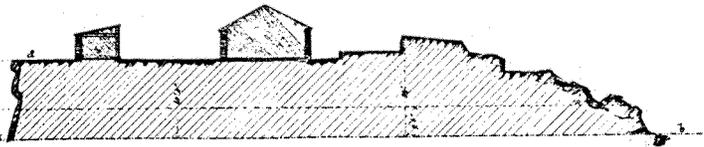
1820



Fort Pickering
Salem



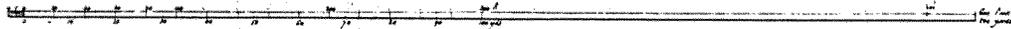
Level of Parade
Level of high water mark
Level of low water mark



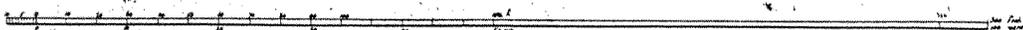
Engineer Dept.
Dec. 18. 1861
Sent to Capt. Blunt
with a letter of this date

Engineer Dept.
Jan 13. 1862
Returned with Capt Blunt's
letter of June 11. 1862 (38979)

Level of Parade
Level of high water mark
Level of low water mark



Scale of the Plan, in yards & feet



Scale of the Profile, in yards & feet

18-3

Surveyed & drawn by R. F. Griffin
Capt. Top. Engrs.

FORT PICKERING, 1820
WINTER ISLAND
SALEM, MASSACHUSETTS

Engineer Department
July 16, 1863.
Reviewed by Lt. Col. Alexander's
Report of July 11/63 (A. 15556)

Drawer 18.
Sheet 22.

FORT PICKERING
SALEM, MASS.

Sheet No. 10.

SKETCH

SHOWING THE PROPOSED ADDITIONS AND ALTERATIONS.

Scale one inch to fifty feet.



Copy sent to Maj. Blunt
with Dept. letter July 2nd 1863

Washington D. C.
July 16th 1863
Lt. Col. Alexander
S. Col. & D. C.

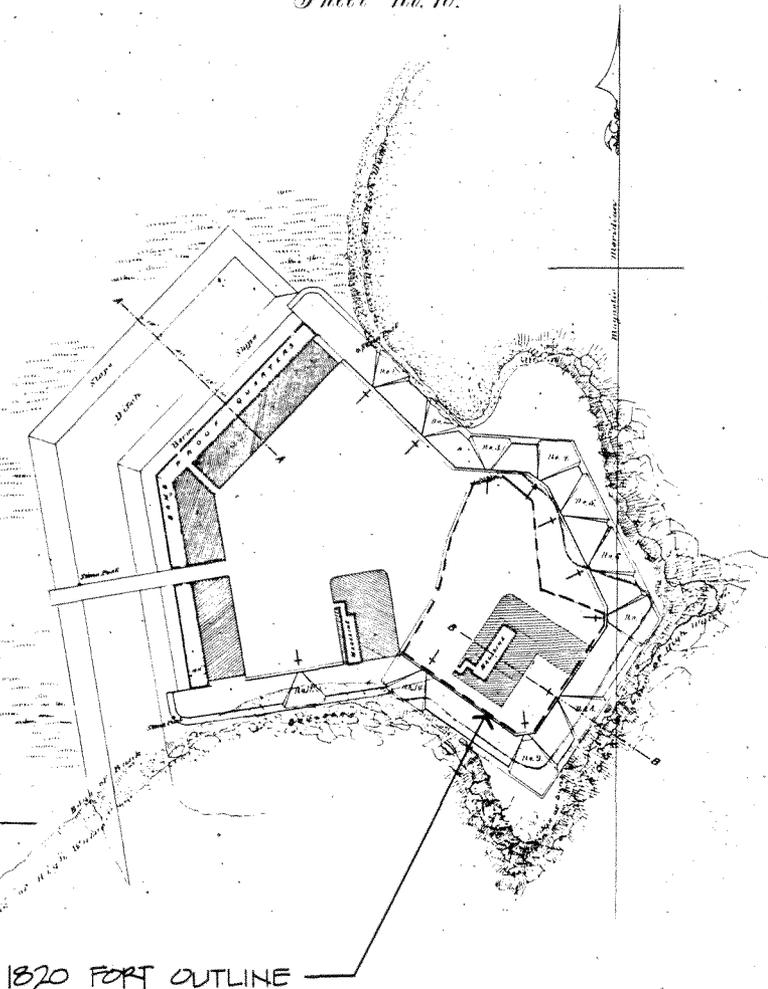
Section on line A A.



Section on line B B.



Scale of sections one inch to twenty feet.



Set at Engineer Office
by Lt. Col. Alexander
June 20, 1863.

FORT PICKERING, 1863
WINTER ISLAND
SALEM, MASSACHUSETTS
NOTE ORIGINAL 1820 FORT OUTLINE

to other coastal forts of the period. Designed to discourage an attack from the sea, Fort Pickering was sufficiently successful that, once erected it was never tested.

ARCHEOLOGICAL RESEARCH POTENTIAL

Fort Pickering today is essentially an archeological ruin. Stripped of its earlier detail, isolated from its long removed garrison structures, allowed to moulder into a mere reminder of its appearance of a century ago, Fort Pickering like many other abandoned and razed fortifications, has extensive archeological resources. Because of the theoretical existence of remnants from the 1860s, 1820s, and 1790s, as well as earlier, Fort Pickering might be examined to shed light on the following general research topics:

1. Most archeological research projects involving military sites have been either at large, constantly garrisoned installations or at briefly occupied frontier posts. There has been no research into forts that have been occupied by both militia units and regular Army garrisons. The differences and similarities in equipment, uniforms, and other government issue items could be analyzed through excavated artifacts and their distributions.
2. During the Revolutionary War, militia officers were chosen or elected because of their relative social status and wealth. By the time of the Civil War that had changed. Up until the 1860s, officers customarily supplied their own person, quarters, and mess. Glass and ceramic artifacts could give insight

into social and economic status of militia officers and their relative status in the community. Regional trade distribution patterns can also be inferred from those classes of artifacts.

3. On a larger scale, the place of Salem in national and world trade could be inferred from the identification of nonlocal artifacts.

It is not the intent of the National Park Service to conduct such an archeological research project. Neither the existence of the research potential nor the possible results of an archeological exploration affect the significance of the site relative to the purposes of this study. The potential for research suggests, instead, that however Fort Pickering is ultimately developed, its below grade resources should be respected. Indeed, the National Register of Historic Places nomination form could be amended to include a statement about the site's research potential.

RESOURCE SIGNIFICANCE

For an historic property to be eligible for inclusion in the National Park System, it must be of exceptional national significance and possess a high degree of structural integrity. National significance is ascribed to properties at which events occurred that have significantly contributed to, are identified prominently with, or outstandingly represent the broad cultural, political, economic, military, or social history of the nation; to properties associated directly with the lives of persons nationally significant

in the history of the United States; or to properties associated with an important event that outstandingly represents some great idea or ideal of the American people. National significance may also be ascribed to structures that embody the distinguishing characteristics of an architectural type specimen; that are exceptionally valuable for a study of a period, style, or method of construction; or that represent the work of a master builder, designer, architect, or engineer.

For structures, integrity is a composite quality derived from original workmanship, original location, and the elements of feeling and association. Sites that possess their original location, and elements of feeling and association are considered to have integrity, and the site of a structure no longer standing may possess national significance if the person or event associated with the structure was transcendent importance in the Nation's history, and the association consequential.

The site of Fort Pickering has been occupied by some type of fortification since the mid-17th century. Although in existence since 1644, the present fort's character and configuration date from rehabilitation efforts in 1794 and 1820, and a more complete rebuilding in 1863. Because the reconstruction project during the Civil War required considerable demolition of the early Federal fort, today's fort essentially dates from the mid-19th century.

Photographs illustrating views of Fort Pickering between 1866 and 1925 are included in the Appendix.

Fort Pickering is significant because it is typical of a number of fortification sites along the Eastern seaboard which experienced cycles of occupation and abandonment, reconstruction and decay. The extended period of occupation spanning 300 years on an intermittent basis, further makes the site significant for its aforementioned archeological potential. It is, as its 1971 National Register nomination form makes clear, "the oldest remaining fortified site in Salem and one of the oldest in Massachusetts."

An examination of the historic record, however, indicates that while Fort Pickering is of local and perhaps of state significance, it does not possess the historical associations sufficient to qualify it for inclusion in the National Park System. Fort Pickering is not associated with nationally significant events or individuals, and structurally it is not notable for its architectural values.

The structural integrity of the fort, while far from being absolute, is reasonably high. It possesses its original location and is characterized by a high sense of feeling and association. Although the wooden superstructure of the bomb proofs (an interesting architectural feature) has long since been removed, the stone walls and the powder magazines combine to create a strong military association. With little imagination, the 19th-century fort can begin to take form.

Ancillary historic sites on Winter Island such as the remains of the "Derby" wharf and the site of the construction of the

U.S.S. Essex are of interest, but due to a lack of integrity and nationally historic associations do not add enough to raise the remains to a level of national significance.

The Coast Guard facilities possess little historical or architectural significance, but the buildings could be adaptively used. The hangar particularly offers a number of possibilities. Listing on the National Register should be possible at least for the hangar, as the Miller Field Seaplane Hangar, Staten Island, is a near twin. Preservation tax credits would then be possible were the site to be developed.

In summary, Fort Pickering possesses strong local historical associations and a reasonable degree of physical integrity. Of interest as a typical type of 19th-century coastal fortification, it does not possess the national significance required by the Service's policies to permit its inclusion in the National Park System. Its historical associations, furthermore, are represented in other sites already within the System.

IV. MANAGEMENT OPTIONS

Before management options can be discussed, a statement regarding the problems of Winter Island is required to focus attention and direction to this review. Simply stated, the facility disrepair, vandalism, and general appearance of the area illustrates that the administrative, operational, and maintenance requirements are not being achieved. Therefore, the purpose of this management review will be to present a range of management options for the

administration, operation, and maintenance of Winter Island, increasing both recreational opportunities and the local capacity to maintain those opportunities. These management options will provide a basis for a management action plan which will identify resources, responsibilities, and control for administration and guide the formation of development and implementation plans for Winter Island. The use of Winter Island as a public park or for other public uses, established as conditions of conveyance by the Federal government to the City of Salem in 1922, continues to be endorsed by elected officials and interested groups as community goals.

The management options can be illustrated as a continuum of resources, responsibilities, and control required for the administration of Winter Island. The complete administration of Winter Island by the City of Salem only is at one end of the continuum and the complete administration by a public or private organization only is at the opposite end. The intermediate management options are combinations of city, public, and private organizations, each contributing varying amounts of resources, responsibilities, and control to the administration of the area.

Winter Island Management Options

City of Salem	City/Federal	City/State	City/Local Groups	City/Private	Outside Public or Private Organizations
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Due to the current increasing demand on shrinking tax dollars, resources, and the current conservative fiscal environment surrounding both public and private organizations, the management options at opposite ends of the continuum do not appear to be realistic and will not be further discussed.

The city component in the remaining management options consists of either a continuation of one of the existing local coordinating organizations-Winter Island Commission or Winter Island Committee, or establishment of a new group. This organization, consisting of the City of Salem, public and private representation with citizen participation, would focus community attention, rally public support and achieve timely results. Citizen participation will ensure that the issues, goals, and implementation strategies have neighborhood and community support, avoid delays in implementation, and possibly reduce costs through volunteerism. This city component requires the City of Salem to actively pursue a community solution for Winter Island.

A. City/Federal Management

If Winter Island had been determined to be nationally significant, a variety of actions by the National Park Service could have been pursued. However, at this point, the basis for active, on-site National Park Service management does not appear possible under U.S. Department of Interior Management Policies for the National Park Service. Other actions by the Park Service, i.e.,

assistance in recreational land planning and interpretative planning for Fort Pickering, or seasonal on-site interpretation of Fort Pickering by uniformed personnel, may be possible, subject to available funding, through cooperative agreements. At this time, other federal agency administration of Winter Island does not seem imminent.

Secondary federal participation through grant and aid programs is possible, although funds have been reduced in many programs. The UPARR, established in 1978 and administered by the National Park Service, specifically encourages distressed jurisdictions to develop and adopt innovations in planning, programming, managing, and delivering recreation services to increase the number of recreation opportunities available to urban residents. In accomplishing its objective, the program emphasizes the development of linkages among recreation recovery activities at all levels of government, and through other community resources and revitalization activities, including voluntary efforts by neighborhood residents.

Three types of grants have been used to meet UPARR objectives:

1. Recovery Action Program Grants - 50% matching grants to urban communities to develop priorities and strategies directed at the overall recovery of local recreation systems;
2. Rehabilitation Grants - 70% federal matching grants to renovate existing indoor or outdoor recreational facilities in urban areas;

3. Innovation Grants - 70% federal matching grants to local governments to cover costs of personnel, facilities, equipment, supplies, and services to be used to demonstrate innovative and cost-effective measures to enhance park and recreation systems in neighborhoods. Funded projects are expected to address common problems related to program development, facility operations and delivery of recreation services

Salem has a completed and approved Recovery Action Plan enabling the city to secure additional funds under the UPARR. Unfortunately, there are no funds for rehabilitation or innovation grants.

However, an additional grant, the Recovery Implementation Plan, with 50% federal matching funds for planning, is available.

If a Salem grant application were funded, the city and the local coordinating organization could fine tune a management mechanism and begin to form a solid development plan.

An additional source of assistance for small construction projects may be the Seabees, a construction unit with the U.S. Army or the use of U.S. Coast Guard for short intermittent periods.

This management option would envision the city identifying a coordinating organization with citizen participation; pursuing a cooperative agreement with the National Park Service for limited services; applying for available funds; and preparing a management action plan for development programs and implementation opportunities.

B. City/State Management

This management option would utilize resources from state agencies and programs. Approaching the Division of Forest and Parks within the Massachusetts Department of Environment Management, the city could solicit interest active on site administration and technical assistance

Outdoor recreation opportunities and historic resource appreciation, both indigenous to Winter Island, are goals that the Division of Forest and Parks actively pursues through land acquisition and/or management actions. Land acquisition funds specifically identified for coastal acquisition are available. The Heritage State Park Program, an effort that seeks environmental enhancement and economic revitalization, is a joint effort between state, municipalities and private developers. Established in 1978, this program has eight existing and six new parks. The program to date does not have a park representing the rich maritime heritage and associated events of the State. Winter Island could provide this maritime theme to the heritage park program. Although perhaps not a popular management alternative for citizens of Salem, the establishment of a state park at Winter Island would address many identified problems.

Management actions committing state personnel to on site activities and/or technical assistance for management planning could be established through cooperative agreements.

For the development of recreational facilities, distribution of funds through two grant-in-aid programs by the Executive

Office of Environmental Affairs, Division of Conservation Services could be enlisted. The types of grants have been used to meet the Division's major responsibilities are:

1. Land Water Conservation Fund - 50% federal matching funds for acquiring and/or developing lands for outdoor recreation.

While the National Park Service administers the program, fund allocation is performed by the Division of Conservation Services.

2. Urban Self Help Program - 90% state matching funds to acquire and develop lands to be used for park and recreation purposes.

At this time over \$731,000 has been identified for recreation development at Winter Island. Subject to additional development plans additional funds could be solicited.

This management option would involve the city identifying a coordinating organization with citizen participation; determining the amount of state involvement advantageous to the community and pursuing available state park programs; developing a cooperative agreement for technical assistance; continuing to apply for available grants and funds through the state's recreational programs; and preparing a management action plan for development programs and implementation opportunities.

C. City/Local Group Management

Under this option, a variety of local initiatives would be undertaken to generate interest and assistance in the operation and maintenance of Winter Island. The major thrust would be to mobilize

local interest through participation. Neighborhood, civic interest, community service and senior citizen groups to name a few, would be contacted for funds and labor. Using limited amounts of personnel, material and equipment from the city, to act as seed money, community projects could be initiated. A successful example, the Senior Citizen Maintenance Corp in Revere, was established to maintain eight city parks. Using Federal funds from the UPARR program, twenty five senior citizens were responsible for cutting grass, planting, watering and pruning plants, painting, making minor repairs and undertaking general light maintenance and landscaping. The program results to the city were decreased maintenance costs, reduced vandalism, and an increase in civic pride and use of the eight city parks.

The relocation of the city parks and recreation department, another city department or a county office to the former commandant/office building would both provide a stable presence to the area and reduce vandalism and neglect. The Y.M.C.A. could be approached for either office space participation or other on-site activities which may tap some organizational resources. Of course, these proposals all depend on complete building rehabilitation.

Though not popular, operation and maintenance funds generated through local sales taxes for recreation purposes only, revenue bonds, or increasing user fees could be pursued.

In the interest of community relations, donations could be solicited from such sources as New England Power Company or other businesses within Salem. Gift catalogs, identifying specific projects and/or materials could be produced and used as a funding and public interest tool.

Historical societies and special interest groups for volunteer labor may be used to leverage additional materials and/or services.

For demolition and/or construction activities, the support of local labor unions could be utilized.

This management option would envision the city identifying a coordinating organization with citizen participation; increasing grassroots support through active participation; expanding the constituency and community support; and preparing a management action plan for development programs and implementation opportunities.

D. City/Private Management

This option would envision the city, with assistance through the designated local organization, contracting with either several small companies or one large company for appropriate activities on Winter Island. This option could shift some operational maintenance and financial risk and responsibility from the city to a private company and possibly generate income for the City of Salem. This option could also allow a company to take advantage of tax credits for preservation work as well as the normal business tax deductions available. Care should be taken by the city so

that economic goals in the recreation proposals would not eliminate some valid or important recreation opportunities due to poor economic analysis.

Other private sector involvement could provide for financial donations, grants, in kind resources and recreational service coordination.

This management option could, depending upon the scope of operations and if successfully executed, eliminate many operational and maintenance responsibilities at Winter Island for the City of Salem.

E. City/Federal/State/Local /Private Management

The previous options examined Winter Island management from selected perspectives. A more effective option may be the selective combination of the best aspects of the different options into a consolidated partnership. Using the experience and expertise, as well as funding assistance from federal and state sources, the support and participation of local groups within the community and the advantages and capabilities of private enterprise, this partnership of interested groups could be focused through a local coordinating organization and develop a comprehensive management action plan for Winter Island.

This consolidated partnership combining limited resources and large tasks would envision the city identifying a coordinating

organization with citizen participation; solicit UPARR funds; pursue heritage state park program and state funding sources; expand local and private group support and involvement; and prepare a management action plan for development programs and implementation opportunities.

The future of Winter Island will be decided by the elected officials and residents of Salem. The National Park Service is hopeful that the information presented will assist in determining the appropriate administration and subsequent recreational development of Winter Island.

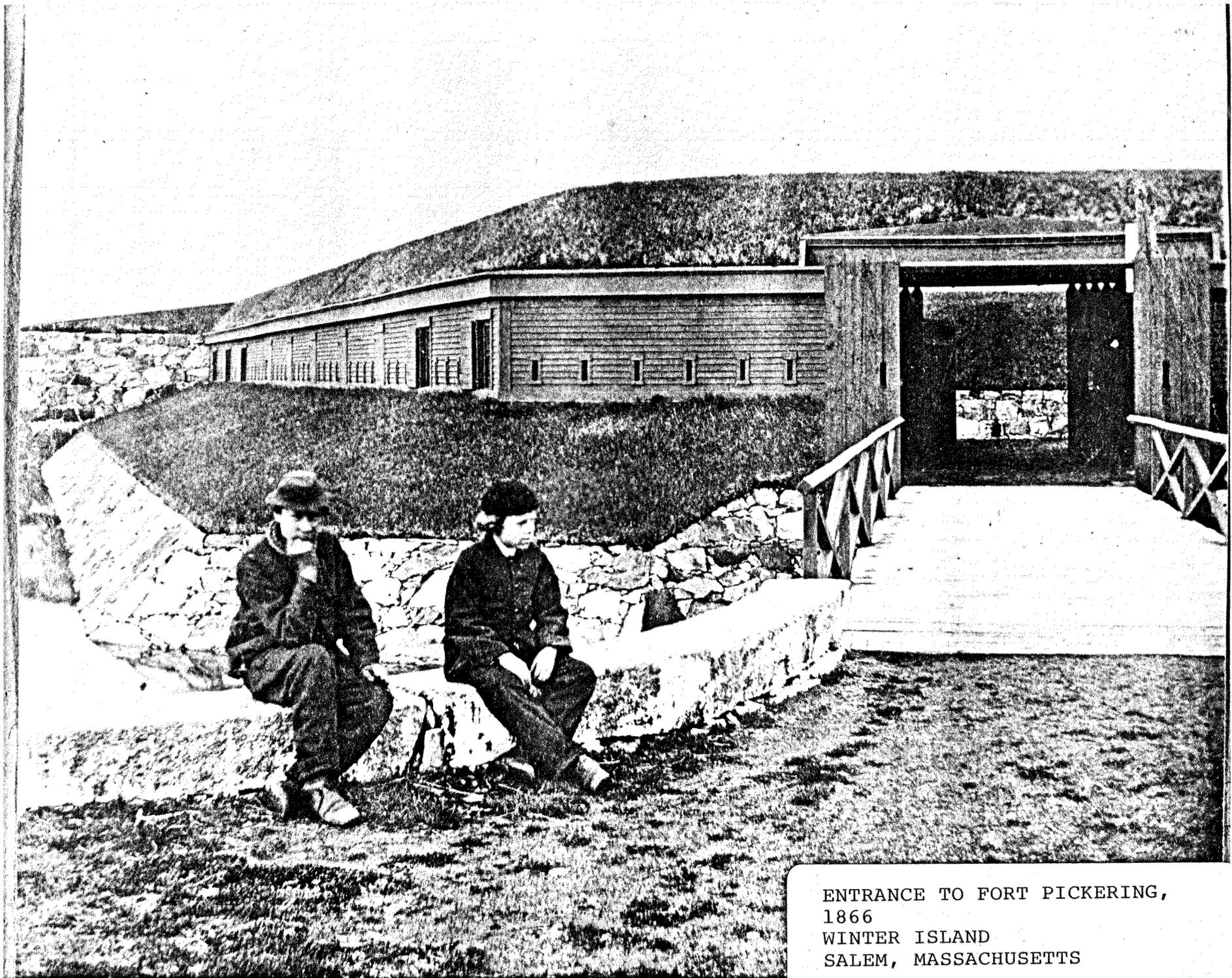
V. INFORMATION SOURCES

NATIONAL TRUST FOR HISTORIC PRESERVATION
BOSTON, MASSACHUSETTS
DAVID GILLESPIE, 223-7754
REGION DIRECTOR

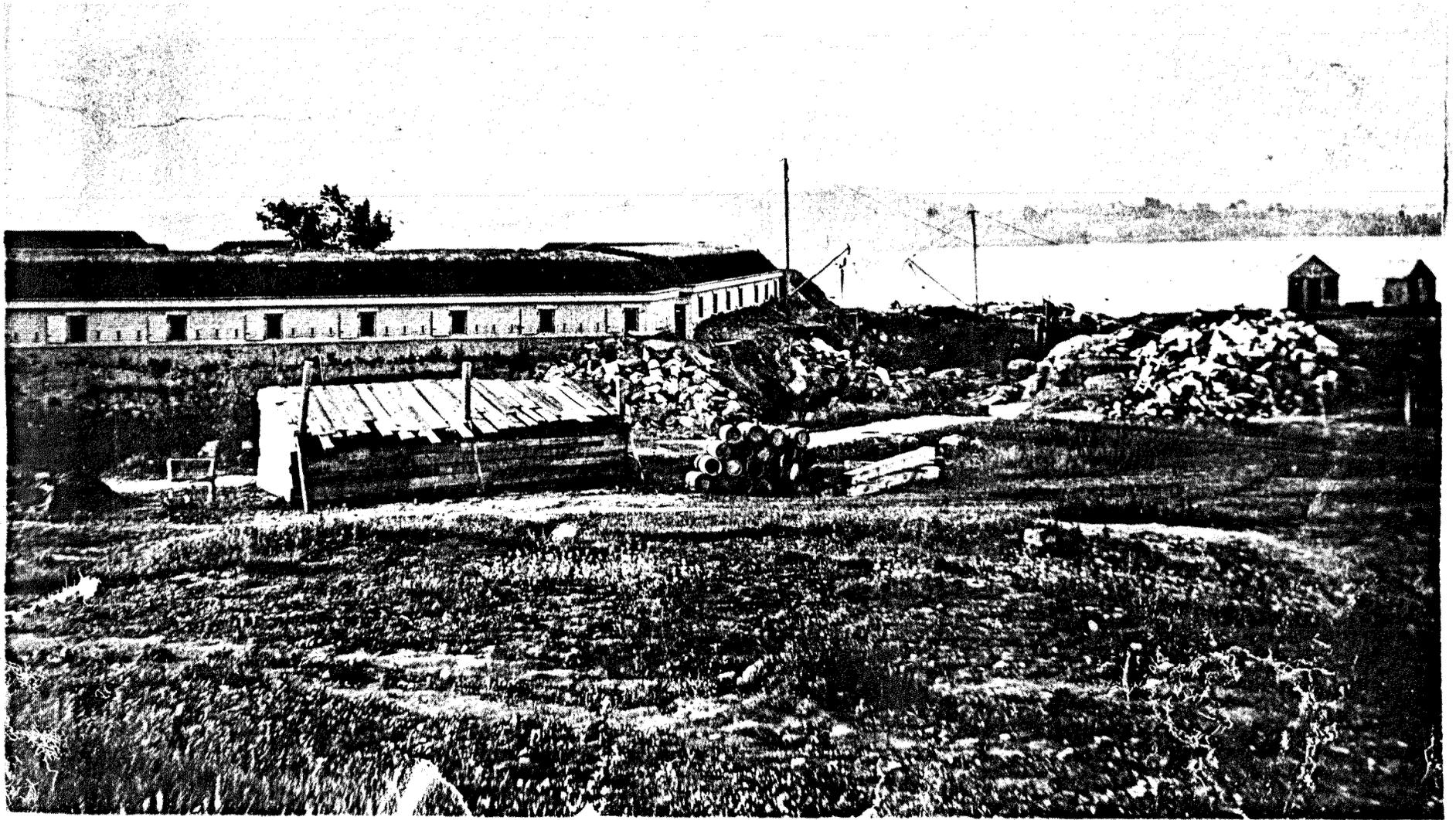
NATIONAL PARK SERVICE
MID ATLANTIC REGIONAL OFFICE
PHILADELPHIA, PENNSYLVANIA
LESLIE LUCHONOK 215-597-6605
GRANTS PROJECT OFFICER

DEPARTMENT OF ENVIRONMENTAL AFFAIRS
DIVISION OF FOREST AND PARKS
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CHRIS GREEN 727-3160
GRANTS AND AID TO CITIES
JOHN FEINGOLD 727-3160
LAND ACQUISITION
BOB FRIEDMAN 727-3174
URBAN SERVICES

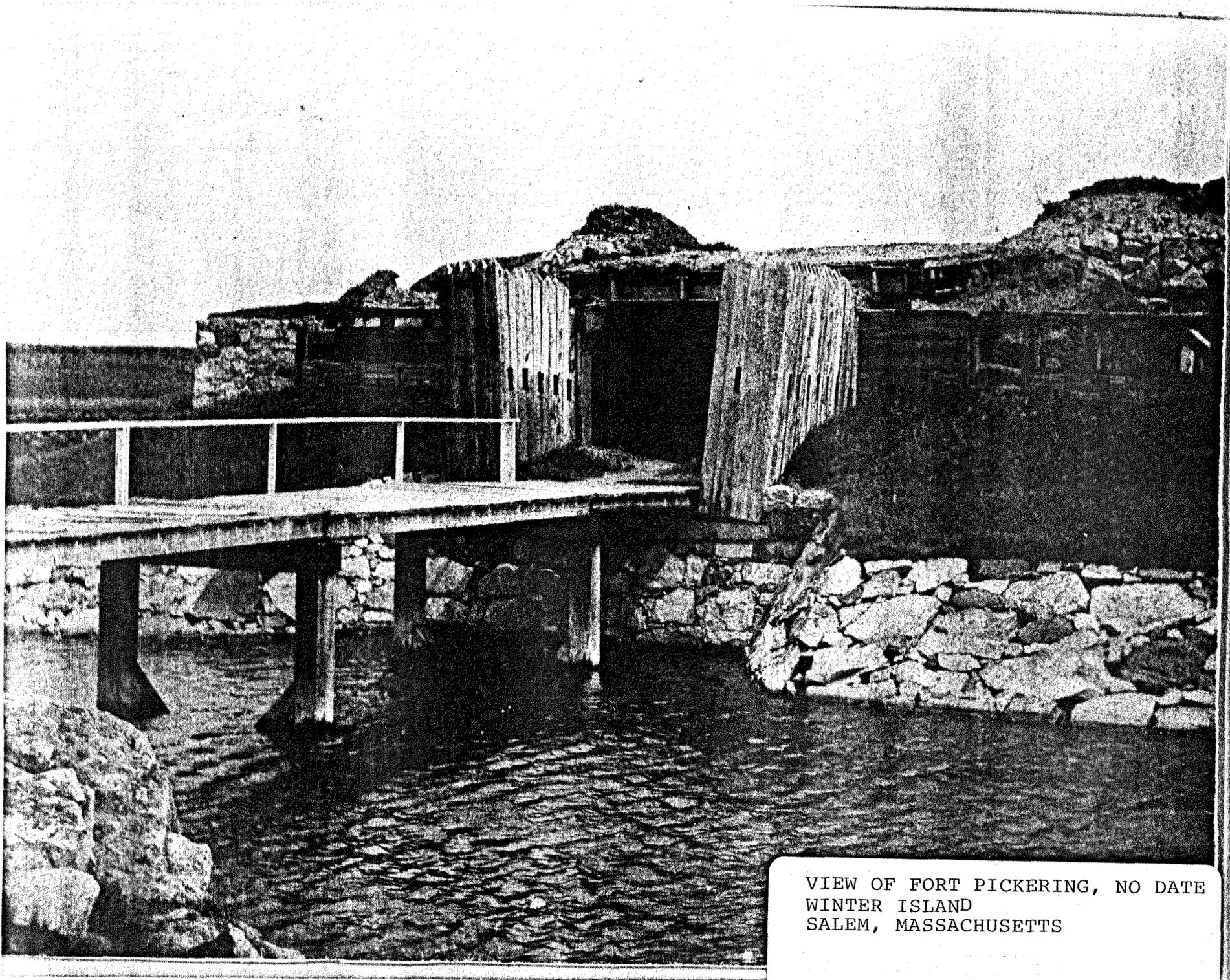
EXECUTIVE OFFICE OF ENVIRONMENTAL AFFAIRS
DIVISION OF CONSERVATION SERVICES
BOSTON, MASSACHUSETTS
JOEL LERNER 727-1552
DIRECTOR



ENTRANCE TO FORT PICKERING,
1866
WINTER ISLAND
SALEM, MASSACHUSETTS



VIEW OF FORT PICKERING, CA.
CIVIL WAR
WINTER ISLAND,
SALEM, MASSACHUSETTS

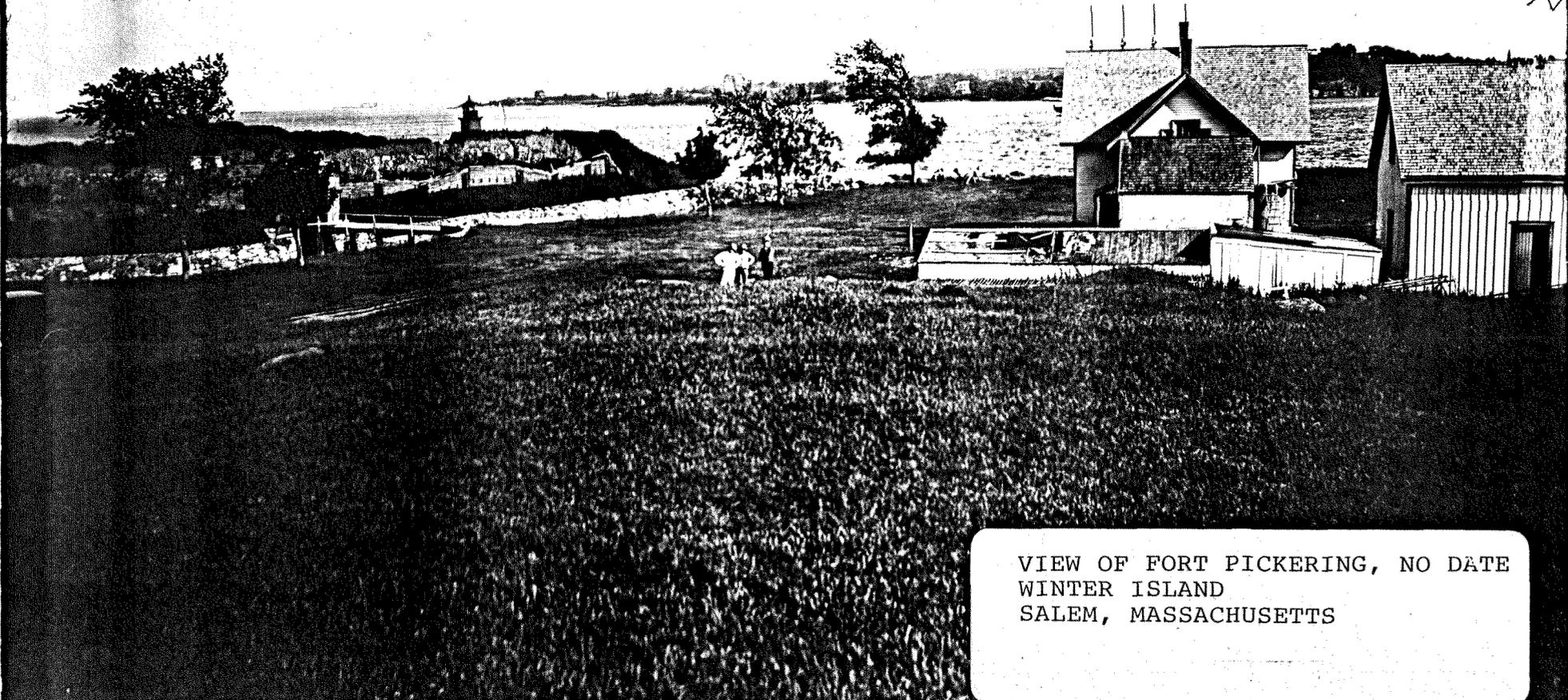


VIEW OF FORT PICKERING, NO DATE
WINTER ISLAND
SALEM, MASSACHUSETTS

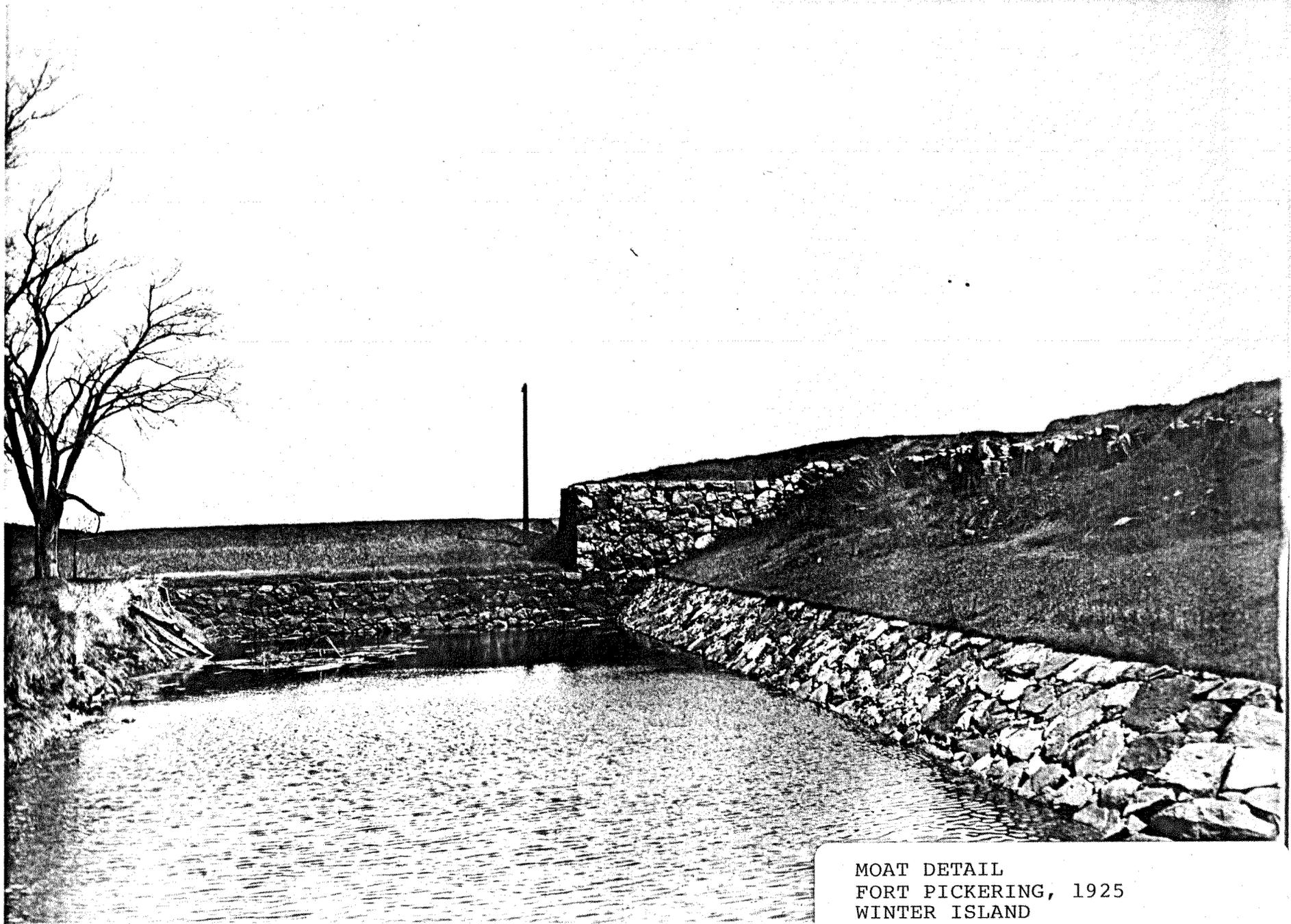
Jan 21 1877

1877

1877



VIEW OF FORT PICKERING, NO DATE
WINTER ISLAND
SALEM, MASSACHUSETTS



MOAT DETAIL
FORT PICKERING, 1925
WINTER ISLAND
SALEM, MASSACHUSETTS