



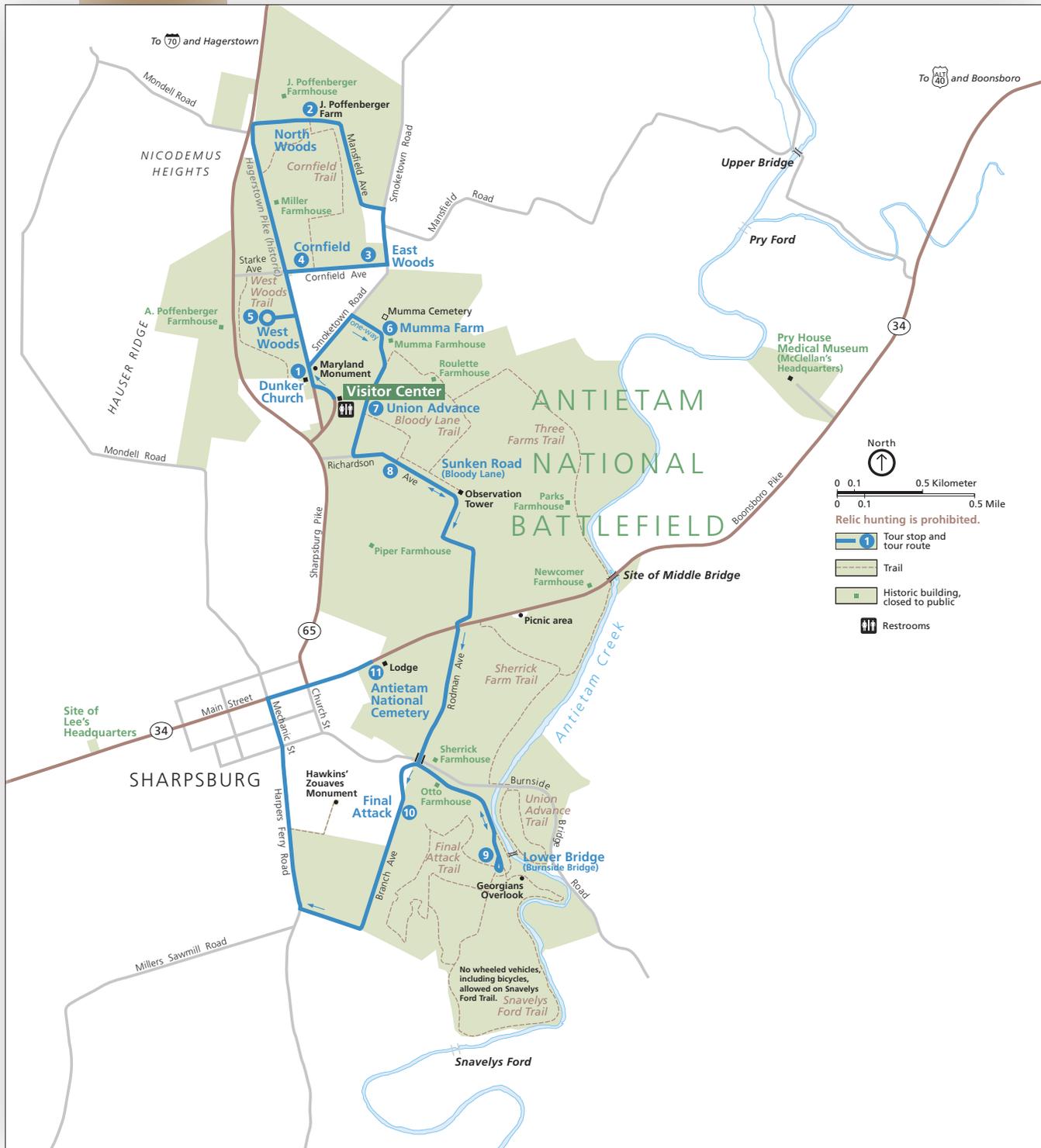
# Foundation Document

## Antietam National Battlefield

Maryland

September 2013





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## Mission of the National Park Service

The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS core values are a framework in which the National Park Service accomplishes its mission. They express the manner in which, both individually and collectively, the National Park Service pursues its mission. The NPS core values are:

- **Shared stewardship:** We share a commitment to resource stewardship with the global preservation community.
- **Excellence:** We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- **Integrity:** We deal honestly and fairly with the public and one another.
- **Tradition:** We are proud of it; we learn from it; we are not bound by it.
- **Respect:** We embrace each other's differences so that we may enrich the well-being of everyone.

The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises 401 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management in order to ensure both the protection and enjoyment of these resources for future generations.



*The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The Sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological values.*

## Introduction

Every unit of the national park system is required to have a formal statement of its core mission that will provide basic guidance for planning and management decisions—a foundation for planning and management. Increasing emphasis on government accountability and restrained federal spending demand that all stakeholders are aware of the purpose, significance, interpretive themes, fundamental resources and values, and special mandates and administrative commitments of a park unit, as well as the legal and policy requirements for administration and resource protection that factor into management decisions.

Originally part of the general management planning process, a foundation document serves as a standalone document that provides underlying information for management and planning decisions for a national park unit. Part 1 of the document describes the core mission of the park unit by identifying the purpose, significance, fundamental and important resources and values, interpretive themes, and the unit's setting in a regional context. Part 2 includes an assessment of planning and data needs, special mandates, and administrative commitments. Part I of the document is intended to remain constant, while Part II is designed to allow flexibility and modification.

A primary benefit of developing a foundation document is the opportunity to reflect on past planning efforts and coordinate all kinds and levels of future planning from a single, refined understanding of what is most important about the park. The process of developing a foundation document begins with gathering, evaluating, and integrating information about the park from past planning documents. Next, this information is refined and focused to determine which attributes of the park are the most important. The process of preparing a foundation document aids park managers, staff, and the public in identifying and clearly stating in one document the essential information that is necessary for park management to consider when determining future planning efforts, outlining key planning issues, and protecting resources and values that are integral to park purpose and identity.

The foundation document can be useful in all aspects of park management to ensure that primary management objectives are accomplished before addressing other factors that are also important, but not directly essential to achieving the park purpose and maintaining its significance. Thus, the development of a foundation document for Antietam National Battlefield is necessary to effectively manage the park over the long term, to aid in the prioritization of the changing needs at the park, and to protect the resources and values that are integral to the purpose and identity of the park unit and to address key issues affecting management.

This foundation document was developed as a collaborative effort among staff from the park, NPS National Capital Regional Office, Washington Office, and the Denver Service Center. A workshop to facilitate this process was held December 11–13 in Shepherdstown, West Virginia. A complete list of attendees and preparers is included in Part 3 of this document.

The park atlas is also a part of the foundation. It is a geographic information system (GIS) product that can be published as a hard copy paper atlas and as electronic geospatial data in a Web-mapping environment. The purpose of the park atlas is to support park operations and to facilitate planning decisions as a GIS-based planning support tool. The atlas covers various geographic elements that are important for park management such as natural and cultural resources, visitor use patterns, and facilities. The park atlas establishes the available baseline GIS information for a park that can be used to support future planning activities. The park atlas is available at <http://insideparkatlas.nps.gov/>.

## Part 1: Core Components

All foundation documents include the following core components:

The *park purpose* is the specific reason(s) for establishing a particular park. A park purpose statement is grounded in a thorough analysis of the legislation (or executive order) and legislative history of the park, and may include information from studies generated prior to the park's establishment. The purpose statement goes beyond a restatement of the law to clarify assumptions about what the law means in terms specific to the park.

The *significance statements* express why the resources and values of the park are important enough to justify national park designation. Statements of park significance describe why an area is important within a global, national, regional, and systemwide context. Significance statements are directly linked to the purpose of the park and are verified by data or consensus that reflect the most current scientific or scholarly inquiry and cultural perceptions because the resources and values may have changed since the park was established.

*Interpretive themes* connect park resources to relevant ideas, meanings, concepts, contexts, beliefs, and values. They support the desired interpretive objective of increasing visitor understanding and appreciation of the significance of park resources. In other words, interpretive themes are the most important messages to be conveyed to the public about the park. Interpretive themes are based on park purpose and significance.

*Fundamental resources and values* are features, systems, organisms, processes, visitor experiences, stories, scenes, sounds, smells, or other attributes of the park that merit primary consideration during planning and management because they are essential to achieving park purpose and maintaining park significance.

*Other important resources and values* are resources and values that are determined to be important and integral to park planning and management, although they may not relate to park purpose and significance.



## Brief Description of the Park

Antietam National Battlefield was established in 1890 to commemorate the bloodiest single-day battle in American history. The battlefield was initially administered by the U.S. War Department. The Battle of Antietam, or Sharpsburg as it was referred to in the South, began at dawn on September 17, 1862. About 40,000 troops of the Confederate Army of Northern Virginia under the command of General Robert E. Lee fought against 80,000 troops of the Federal Army of the Potomac commanded by General George McClellan. At day's end, more than 23,000 soldiers were dead, wounded, or missing. The commemorative landscape at Antietam National Battlefield includes monuments; roadways, fences, curbing, the observation tower, and other associated features established by the War Department; tablets documenting troop movements and artillery locations.

According to many historians, the Battle of Antietam was a major turning point in the American Civil War. Although neither side could claim victory at battle's end, Lee's failure to effectively carry the war into the North allowed President Lincoln to issue the preliminary Emancipation Proclamation and caused Great Britain to postpone recognition of the Confederacy. From that time onward the American Civil War had a dual purpose—to preserve the Union and abolish slavery.

Antietam is considered one of the best-preserved Civil War areas in the national park system. The farms and farmlands in and near the battlefield appear much as they did on the eve of the battle in 1862. The battlefield is in a rural area of south Washington County, Maryland; agriculture is the predominant land use. Of the 3,230 acres within the battlefield boundary, 1,991 are owned in fee by the federal government and managed by the National Park Service to maintain the historic setting and provide for visitor use. Another 751 acres are in partial federal ownership (less than fee)—these include privately owned land with easements held by the federal government that restrict the levels and types of allowable development. The remaining 466 acres are privately owned. Most privately owned lands are farmed by local residents. Antietam attracts approximately 350,000 visitors per year. The 11-stop automobile tour takes visitors through areas of historical interest, tracing troop movements, interpreting battle tactics and military strategy, and relating human interest stories. Additional interpretation is provided at the visitor center.

The entire battlefield, including the private properties within the boundary, is listed in the National Register of Historic Places as a historic district. Many structures and outbuildings remain from the historic period, including the Miller, Mumma, Piper, Pry, Otto, and Sherrick farmsteads. Miller's Cornfield, Bloody Lane, and Burnside's Bridge represent the three main battle phases. Several structures and features added to the battlefield since the war have become historic in their own right. These include Antietam National Cemetery, a burial site for 4,776 Federal soldiers; the road system established by the War Department in the 1890s; almost 100 monuments that commemorate the soldiers who fought at Antietam; numerous tablets placed by the War Department; and the observation tower overlooking Bloody Lane. There are a few modern structures on the battlefield, including the visitor center and associated features, which may be eligible as a Mission 66 historic structure and may contribute to the commemorative landscape at Antietam. Further evaluation is needed to determine if the visitor center has now attained significance, either as a contributing element of the battlefield district, or as an individual structure.

## Park Purpose

Purpose statements identify the specific reason for the establishment of a particular park. Purpose statements are crafted through a careful analysis of the enabling legislation and legislative history that influenced the development of Antietam National Battlefield, which was designated on August 30, 1890, when the initial enabling legislation was passed and signed into law (see appendix A for enabling legislation and subsequent amendments). The purpose statement reinforces the foundation for future park management administration and use decisions. The following purpose statement was based on the review of park legislation, previous management documents, and discussions with park staff:

*The purpose of ANTIETAM NATIONAL BATTLEFIELD is to preserve, protect, restore, and interpret for the benefit of the public the resources associated with the Battle of Antietam and its legacy.*



## Park Significance

Significance statements express why Antietam National Battlefield resources and values are important enough to merit national park unit designation. Statements of significance describe why an area is important within a global, national, regional, and systemwide context. These statements are linked to the purpose of the park unit and are supported by data, research, and consensus. Significance statements describe the distinctive nature of the park and inform management decisions, focusing efforts on preserving and protecting the most important resources and values of the park unit.

The following significance statements have been identified for Antietam National Battlefield. (Please note that the statements are in no particular order):

- Antietam National Battlefield is the site where more than 23,000 soldiers were killed, wounded, or missing—the bloodiest single-day battle in American history.
- The result of the Battle of Antietam provided President Abraham Lincoln with the opportunity to issue the preliminary Emancipation Proclamation, which elevated the purpose of the war to include abolishing slavery.
- The high level of landscape integrity at Antietam evokes a powerful sense of place that allows visitors to make personal connections to the battle and to its participants.
- The photographs taken at Antietam within days after the battle were the first to publicly display the carnage and horrors of the American Civil War.
- The Confederate retreat from Maryland following the Battle of Antietam ended the Army of Northern Virginia’s first invasion of the North and had a significant impact on the momentum, morale, and politics of the American Civil War.
- Antietam National Cemetery, dedicated in 1867 as the final resting place for Union soldiers who fell at Antietam, continues to serve as a memorial to honor military sacrifice.
- The commemorative landscape at Antietam National Battlefield illustrates America’s evolving values and views on the Civil War.



## Interpretive Themes

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a park—they define the most important ideas or concepts communicated to visitors about a park unit. Themes are derived from—and should reflect—park purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for park staff to develop opportunities for visitors to explore and relate to all of the park significances and fundamental resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. They go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. Themes help to explain why a park story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the park.

While themes are important as an organizational tool to guide management decisions, they are not intended for public use. The themes offer park staff guidance on focusing on relevant visitor experiences, and what matters to the public is how these themes are represented through visitor services, media, programming, and facilities.

The following interpretive themes have been identified for Antietam National Battlefield:

- The Maryland Campaign, which culminated in the Battle of Antietam, was a major turning point of the Civil War and in American History.
- The level of carnage, suffering, and human drama during and after the Battle of Antietam, the single bloodiest one-day battle in American history, has accorded it a prominent place in our national consciousness.
- The preliminary Emancipation Proclamation, issued as a direct result of the battle, changed the conflict from a war to restore the Union to a war that would also transform the nation by abolishing slavery and committed the country to redefining the freedoms espoused in its founding documents.
- Tactics, terrain, technology, and leadership directly affected the outcome of the Battle of Antietam.
- The Battle of Antietam had a major impact on the local civilian population.
- The varied and continuing efforts of commemoration by succeeding generations illustrate society's evolving values regarding the Civil War and the legacy of the Battle of Antietam.

## Fundamental Resources and Values

Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance. Fundamental resources and values are closely related to a park’s legislative purpose and are more specific than significance statements.

Fundamental resources and values help focus planning and management efforts on what is truly significant about the park. One of the most important responsibilities of NPS managers is to ensure the conservation and public enjoyment of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. If fundamental resources and values are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

The following fundamental resources and values have been identified for Antietam National Battlefield:

- **1862 Battlefield Landscape.** The cultural landscape and its many contributing features are primarily significant because of the Civil War battle fought here. The park preserves these features and others related to the 1862 vernacular agricultural landscape.
- **Antietam National Cemetery.** Antietam National Cemetery is the final resting place for Union dead from the Civil War and for veterans of other conflicts. This designed landscape is a deliberate creation of the American response to mourning and remembrance in the 19th century.
- **Commemorative Landscape.** Commemorative features have been added to the Antietam National Battlefield landscape by succeeding generations since 1867. The veterans who fought here wanted these parks “to be reconciliatory items, object lessons, patriotic icons, and most of all, memorials to the living and dead that fought in the war” (in the words of Timothy B. Smith in *The Golden Age of Battlefield Preservation*), thereby, making the commemorative features at Antietam central to the park’s purpose.
- **Solemnity of the Site.** Antietam National Battlefield provides an opportunity to experience a solemn, peaceful, and reverent space, where one can reflect upon the sacrifices of the fallen and the implications of the battle.



## Other Important Resources and Values

Antietam National Battlefield contains other resources and values that may not be fundamental to the purpose and significance of the park, but are important to consider in management and planning decisions. These are referred to as other important resources and values.

Following are other important resources and values for Antietam National Battlefield:

- **Museum Collections.** Museum collections associated with Antietam National Battlefield include archival materials, objects, and paintings that tell the story of the Battle of Antietam, its aftermath, and importance in American history.
- **Archeological Resources.** Archeological resources are the physical evidence of past human activity, including the impacts of the Battle of Antietam on the environment.
- **Witness Trees.** Living trees that were standing at the time of the Battle of Antietam. The sycamore tree immediately adjacent to the Burnside Bridge is the most well-known of the witness trees at Antietam National Battlefield.
- **Antietam Creek Watershed.** The Antietam Creek, associated aquatic resources, and karst limestone geology serve as key features of the battlefield landscape and the natural setting.

## Summary

Located in the rolling hills of western Maryland, Antietam National Battlefield is one of the best-preserved Civil War battlefield sites in the national park system and gives visitors an opportunity to experience a landscape that appears much like it did on September 17, 1862. By stating the park purpose, articulating significance statements, understanding interpretive themes, and identifying the fundamental resources and values that need protection, clear management decisions that fulfill the park purpose should be implemented. This foundation document serves as the cornerstone for future direction of management of Antietam National Battlefield.



## Part 2: Dynamic Components

The dynamic components of a foundation document include special mandates and administrative commitments and an assessment of planning and data needs. These components are dynamic because they will change over time. New special mandates can be established and new administrative commitments made. As conditions and trends of fundamental and other important resources and values change over time, the analysis of planning and data needs will need to be revisited and revised, along with key issues.

### Special Mandates and Administrative Commitments

Many of the management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memoranda of agreement. Examples include easements, rights-of-way, arrangements for emergency service responses, etc. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the park and facilitate working relationships with other organizations. They are an essential component of managing and planning for Antietam National Battlefield.

A comprehensive list of the park’s administrative commitments can be found in “Appendix C: Antietam National Battlefield Administrative Commitments.” A complete inventory of park easements and a detailed description of easement types are in “Appendix D: Antietam National Battlefield Inventory of Easements.”

### Assessment of Planning and Data Needs

Once park purpose and significance statements and fundamental resources and values have been identified, it is important to consider what additional information and planning tasks may be necessary to aid the National Park Service in its mission. The assessment of planning and data needs identifies any inherent conditions or threats contained in the gathered information and determines whether any additional planning steps, data needs, and management efforts may be necessary to maintain or protect the existing fundamental resources and values and other important resources and values.

There are three parts that make up the planning and data needs assessment:

1. analysis of fundamental and other important resources and values
2. identification of key or major parkwide issues that need to be addressed by future planning
3. identification and prioritization of data and planning needs

The analysis of fundamental resources and values and identification of major issues leads up to and supports the identification and prioritization of needed plans and studies.

## Analysis of Fundamental Resources and Values

The analysis of fundamental resources and values articulates the importance of each fundamental resource and value, its current status, potential threats and opportunities, needed data, planning and management decisions, and relevant laws and NPS policies related to management of the resources.

Fundamental Resource or Value	1862 Battlefield Landscape
Description of Fundamental Resource or Value	The cultural landscape and its many contributing features are primarily significant because of the Civil War battle fought here. The park preserves these features and others related to the 1862 vernacular agricultural landscape.
Related Significance Statements	<ul style="list-style-type: none"> <li>• Antietam National Battlefield is the site where more than 23,000 soldiers were killed, wounded, or missing; the bloodiest single-day battle in American history.</li> <li>• The result of the Battle of Antietam provided President Abraham Lincoln with the opportunity to issue the preliminary Emancipation Proclamation, which elevated the purpose of the war to include abolishing slavery.</li> <li>• The high level of landscape integrity at Antietam evokes a powerful sense of place that allows visitors to make personal connections to the battle and to its participants.</li> <li>• The photographs taken at Antietam within days after the battle were the first to publicly display the carnage and horrors of the American Civil War.</li> <li>• The Confederate retreat from Maryland following the Battle of Antietam ended the Army of Northern Virginia's first invasion of the North and had a significant impact on the momentum, morale, and politics of the American Civil War.</li> </ul>

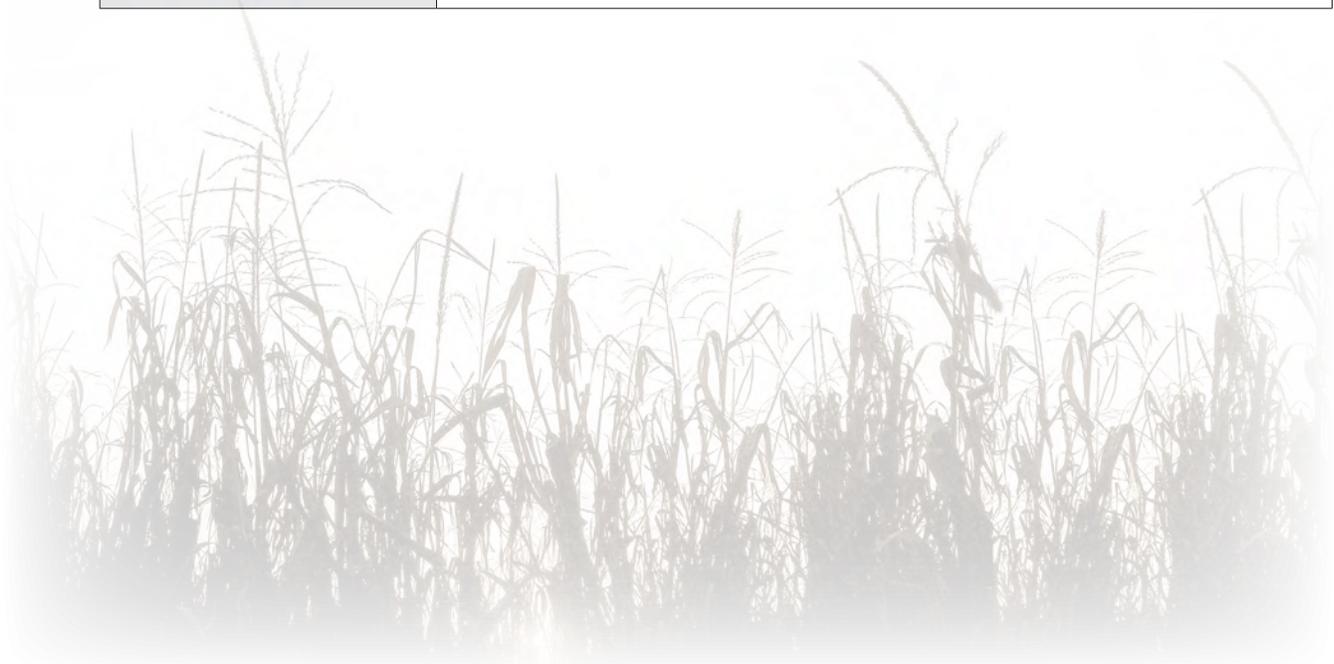


Fundamental Resource or Value	1862 Battlefield Landscape
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The battlefield landscape currently has a high level of integrity.</li> <li>• Core areas of the battlefield exist within the park boundary that are not owned by the National Park Service or protected by easements.</li> <li>• Additional trails on newly acquired land have improved visitor access to the battlefield landscape.</li> <li>• Existing land use around the park remains predominately agricultural.</li> <li>• Scenic easements are lacking for key viewsheds.</li> <li>• Climate change continues to negatively affect park resources through severe storm events.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Increasing park visitation and interest in the battle due to 150th anniversary of the American Civil War.</li> <li>• The battlefield has become increasingly accessible to the public.</li> <li>• Passive recreational use of the battlefield is increasing.</li> <li>• Regional population growth is likely to continue in western Maryland.</li> <li>• Federal budget constraints continue to be a challenge.</li> <li>• Increasing mandates and expectations without increases in budget.</li> <li>• Climate change is encouraging the spread of more invasive species within the park and region.</li> <li>• Increasing requests for public use and special use permits.</li> <li>• Park owned acreage has increased significantly over the last 20 years.</li> <li>• Temperatures and annual precipitation in the region have increased over time; the greatest temperature increase has occurred in the winter, and the greatest precipitation increase has occurred in the fall.</li> </ul>



<b>Fundamental Resource or Value</b>	<b>1862 Battlefield Landscape</b>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Growing recreational use on the battlefield landscape.</li> <li>• Losing rural and agricultural character due to changing land use patterns.</li> <li>• Decreasing ability to maintain the landscape due to budget constraints.</li> <li>• More invasive plant and animal species are found in the park.</li> <li>• Overabundance of deer/ungulates impacting vegetation patterns on the landscape.</li> <li>• Changing temperatures, precipitation, and ecosystems are impacting woods, monuments, and buildings.</li> <li>• Encroachment on the viewshed from development outside the park.</li> <li>• Mean temperature is expected to increase.</li> <li>• Annual precipitation is projected to increase. Precipitation patterns are expected to become increasingly variable.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Land acquisition and easements can be used to protect more of the core battlefield within the park boundary.</li> <li>• Work more closely with volunteers, nongovernmental organizations, government agencies, etc., to mitigate actions occurring outside the battlefield boundary.</li> <li>• Seek out opportunities to integrate external planning actions with the park.</li> <li>• Explore the potential to bury power lines and utility services.</li> <li>• Use volunteers, school groups, etc., to assist in landscape restoration and invasive species mitigation.</li> </ul>
<b>Related Resources and Values</b>	<ul style="list-style-type: none"> <li>• Commemorative landscape.</li> <li>• Solemnity of the site.</li> <li>• Archeological resources.</li> <li>• Witness trees.</li> </ul>
<b>Identified Data Needs</b>	<ul style="list-style-type: none"> <li>• Viewshed survey and analysis.</li> <li>• Visitor use survey.</li> <li>• Update the historic base map of the battle and the park.</li> <li>• Conduct determination of eligibility for the park’s Mission 66 structures and features.</li> <li>• Ethnographic overview and assessment.</li> </ul>

<p><b>Fundamental Resource or Value</b></p>	<p><b>1862 Battlefield Landscape</b></p>
<p><b>Identified Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• Historic structure reports: Poffenberger House and Parks House.</li> <li>• Comprehensive interpretive plan.</li> <li>• Cultural landscape report: farmsteads.</li> <li>• Resource stewardship strategy.</li> <li>• State of the park.</li> <li>• Land protection plan including threats to resources within boundaries and holes in external protection.</li> <li>• Transportation plan.</li> <li>• Historic structures adaptive reuse plan.</li> <li>• Sign management plan.</li> <li>• Deer management implementation plan.</li> <li>• Development concept plan for visitor center area.</li> <li>• Trail management plan.</li> <li>• Woodlot management plan.</li> <li>• Historic/administrative fencing management plan.</li> <li>• Visitor use management plan.</li> </ul>
<p><b>Laws and Policies that Apply to the FRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws and Policies that Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Superintendent’s Compendium</li> <li>• Code of Federal Regulations – title 36, chapter IV: American Battle Monuments Commission</li> <li>• See appendix B</li> </ul> <p><b>NPS Policy-level Guidance</b></p> <ul style="list-style-type: none"> <li>• Director’s Order 28: <i>Cultural Resource Management</i></li> <li>• Executive Order 11593, “Protection and Enhancement of the Cultural Environment”</li> <li>• Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”</li> </ul>



<p><b>Fundamental Resource or Value</b></p>	<p><b>Antietam National Cemetery</b></p>
<p><b>Description of Fundamental Resource or Value</b></p>	<p>Antietam National Cemetery is the final resting place for Union dead from the Civil War and for veterans of other conflicts. This designed landscape is a deliberate creation of the American response to mourning and remembrance in the 19th century.</p>
<p><b>Related Significance Statements</b></p>	<ul style="list-style-type: none"> <li>• Antietam National Battlefield is the site where more than 23,000 soldiers were killed, wounded, or missing—the bloodiest single-day battle in American history.</li> <li>• Antietam National Cemetery, dedicated in 1867 as the final resting place for Union soldiers fallen at Antietam, continues to serve as a memorial to honor military sacrifice.</li> </ul>
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Cultural landscape inventory is complete.</li> <li>• The cemetery has a high level of integrity.</li> <li>• Turf is in fair to bad condition.</li> <li>• Multiple historic photos exist that help document the cemetery.</li> <li>• Cemetery features are in fair to good condition.</li> <li>• Continued cooperation between the town of Sharpsburg, surrounding community, and the park.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• High level of volunteer engagement and participation in gravestone cleaning.</li> <li>• Existing standard operating procedures work well for the controlled replacement of stones by family request.</li> <li>• The cemetery requires ongoing maintenance and funding for the proper care of its primary features, including structures, walls, fencing, and monuments.</li> <li>• Temperatures and annual precipitation in the region have increased over time; the greatest temperature increase has occurred in the winter, and the greatest precipitation increase has occurred in the fall.</li> </ul>

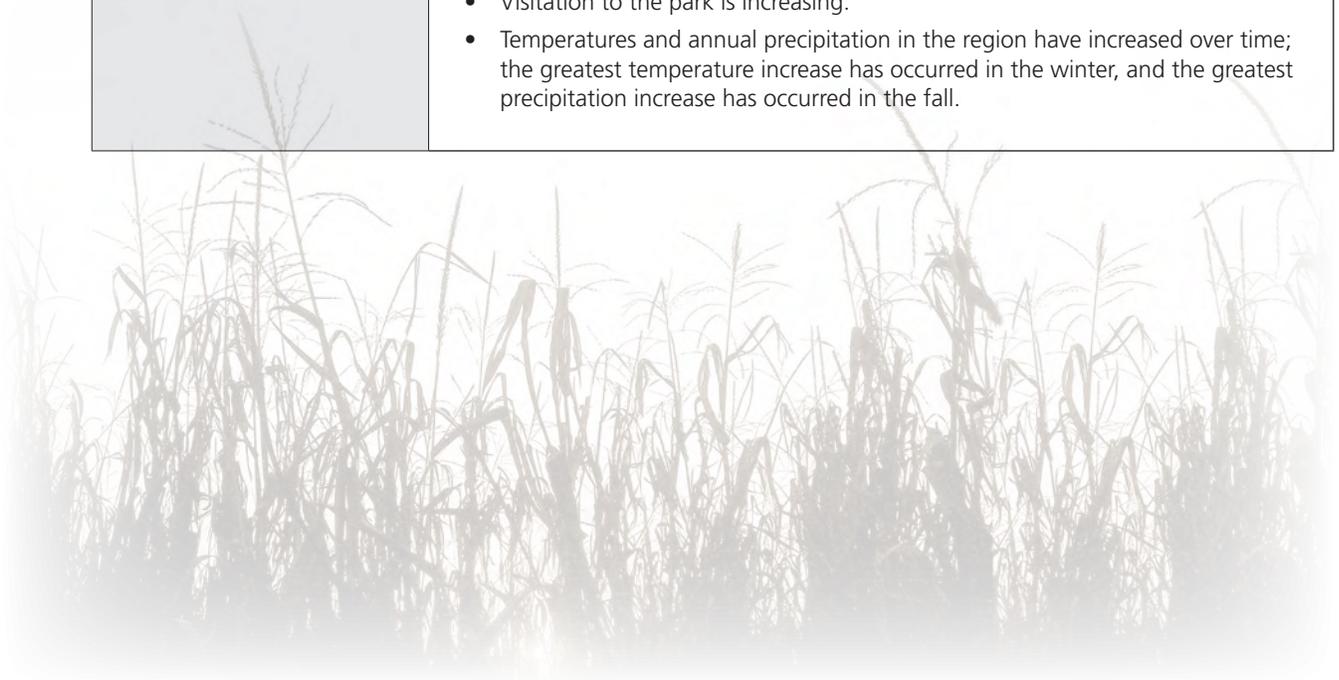


Fundamental Resource or Value	Antietam National Cemetery
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Impacts of climate change, acid rain, and invasive species (e.g., Hemlock woolly adelgid).</li> <li>• Pests such as groundhogs and other burrowing animals.</li> <li>• Some maintenance practices and treatment of vegetation around headstones.</li> <li>• Weather and lightning pose a threat to the cemetery. Preventive pruning and lightning arresters would mitigate this threat.</li> <li>• As trees become older, they are more likely to fall and/or destroy headstones and monuments.</li> <li>• Hemlock woolly adelgid threatens the health of eastern hemlock trees.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Determine priority plan for vegetation management in the cemetery.</li> <li>• Engage more volunteers in the stewardship of the cemetery.</li> <li>• Opportunity to develop partnerships and continue to build on the strong connections to town of Sharpsburg, town council, regional schools.</li> <li>• Institute additional staff training to improve maintenance practices and stewardship of the cemetery.</li> <li>• Encourage and promote the value of the cemetery to both staff and the public.</li> <li>• Opportunity to increase visitor contact at the cemetery's lodge.</li> </ul>
<b>Related Resources and Values</b>	<ul style="list-style-type: none"> <li>• Commemorative landscape.</li> <li>• Solemnity of the site.</li> </ul>
<b>Identified Data Needs</b>	<ul style="list-style-type: none"> <li>• Conduct a determination of eligibility for the administration buildings (second phase of development at the cemetery).</li> <li>• Collect photos and additional documentation related to the Battle of Antietam and the cemetery.</li> <li>• Research on individuals buried in Antietam National Cemetery.</li> </ul>
<b>Identified Planning Needs</b>	<ul style="list-style-type: none"> <li>• Antietam National Cemetery management plan.</li> <li>• Antietam National Cemetery cultural landscape report.</li> </ul>

<p><b>Fundamental Resource or Value</b></p>	<p><b>Antietam National Cemetery</b></p>
<p><b>Laws and Policies that Apply to the FRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws and Policies that Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Superintendent’s Compendium</li> <li>• Code of Federal Regulations – title 36, chapter XII: National Cemetery Regulations</li> <li>• See appendix B</li> </ul> <p><b>NPS Policy-level Guidance</b></p> <ul style="list-style-type: none"> <li>• Director’s Order 28: <i>Cultural Resource Management</i></li> <li>• Executive Order 11593, “Protection and Enhancement of the Cultural Environment”</li> <li>• Director’s Order 61: <i>National Cemetery Operations</i></li> <li>• NPS Reference Manual 61: <i>National Cemetery Operations</i></li> <li>• Director’s Order 64: <i>Commemorative Works and Plaques</i></li> <li>• Code of Federal Regulations – title 36, chapter IV: American Battle Monuments Commission</li> <li>• Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”</li> </ul>



Fundamental Resource or Value	Commemorative Landscape
<b>Description of Fundamental Resource or Value</b>	<p>Commemorative features have been added to the Antietam National Battlefield landscape by succeeding generations since 1867. The veterans who fought here wanted these parks “to be reconciliatory items, object lessons, patriotic icons, and most of all, memorials to the living and dead that fought in the war” (in the words of Timothy B. Smith in <i>The Golden Age of Battlefield Preservation</i>), thereby, making the commemorative features at Antietam central to the park’s purpose.</p>
<b>Related Significance Statements</b>	<ul style="list-style-type: none"> <li>• The high level of landscape integrity at Antietam evokes a powerful sense of place that allows visitors to make personal connections to the battle and to its participants.</li> <li>• Antietam National Cemetery, dedicated in 1867 as the final resting place for Union soldiers fallen at Antietam, continues to serve as a memorial to honor military sacrifice.</li> <li>• The commemorative landscape at Antietam National Battlefield illustrates America’s evolving values and views on the Civil War.</li> </ul>
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The commemorative landscape, monuments, tablets, roads, and observation tower are in good condition.</li> <li>• Some of the tablets placed by the War Department on the battlefield and at Shepherdstown are missing.</li> <li>• Philadelphia Brigade Park is in fair condition. Most fencing is no longer present and preventive maintenance is needed on trees.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Ongoing maintenance of monuments and tablets is necessary.</li> <li>• Treatments used for preservation are difficult to maintain and some treatments for bronze and stonework do not last as long as desired.</li> <li>• Vehicles traveling in the park are becoming increasingly large and inadvertent collisions with monuments damage the resources.</li> <li>• Visitation to the park is increasing.</li> <li>• Temperatures and annual precipitation in the region have increased over time; the greatest temperature increase has occurred in the winter, and the greatest precipitation increase has occurred in the fall.</li> </ul>



<p><b>Fundamental Resource or Value</b></p>	<p><b>Commemorative Landscape</b></p>
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Environmental issues, including acid rain and climate change, impact monument maintenance and result in materials conservation issues.</li> <li>• Vehicle collisions with monuments and tablets.</li> <li>• Larger vehicles traveling in the park require construction of wider roads and necessitate moving monuments and tablets.</li> <li>• The park continues to receive requests to place additional monuments on the battlefield.</li> <li>• Theft and vandalism threaten the monuments.</li> <li>• Flooding presents a threat to the commemorative landscape.</li> <li>• As trees become older they are more likely to fall and/or destroy headstones and monuments.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Restore Philadelphia Brigade Park and other monuments to their original condition.</li> <li>• Reassess monument maintenance schedule for current conditions.</li> <li>• Collect donations and develop a friends group to help maintain the monuments.</li> <li>• Expand the Adopt-a-Monument program.</li> <li>• Explore the option of limiting vehicle size along the tour route in order to protect monuments and tablets.</li> </ul>
<p><b>Related Resources and Values</b></p>	<ul style="list-style-type: none"> <li>• Solemnity of the site.</li> <li>• Antietam National Cemetery.</li> <li>• Battlefield landscape.</li> </ul>
<p><b>Identified Data Needs</b></p>	<ul style="list-style-type: none"> <li>• Research to determine the wording for the missing bronze tablets at the top of the observation tower.</li> <li>• GIS information of commemorative overlay.</li> <li>• Assessment of environmental impacts, including the effects of climate change, on the monuments and complementary materials analysis.</li> </ul>
<p><b>Identified Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• Cultural landscape report for the commemorative overlay of the park.</li> <li>• Transportation plan.</li> <li>• Comprehensive interpretive plan.</li> <li>• Resource stewardship strategy.</li> <li>• State of the park report.</li> <li>• Comprehensive grounds maintenance plan.</li> <li>• Development concept plan for the visitor center area.</li> <li>• Historic/administrative fencing management plan.</li> <li>• Trail management plan.</li> </ul>

Fundamental Resource or Value	Commemorative Landscape
<p><b>Laws and Policies that Apply to the FRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws and Policies that Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Superintendent’s Compendium</li> <li>• Code of Federal Regulations – title 36, chapter IV: American Battle Monuments Commission</li> <li>• See appendix B</li> </ul> <p><b>NPS Policy-level Guidance</b></p> <ul style="list-style-type: none"> <li>• Director’s Order 28: <i>Cultural Resource Management</i></li> <li>• Executive Order 11593, “Protection and Enhancement of the Cultural Environment”</li> <li>• Director’s Order 64: <i>Commemorative Works and Plaques</i></li> <li>• Secretarial Order 3289 “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”</li> </ul>



<b>Fundamental Resource or Value</b>	<b>Solemnity of the Site</b>
<b>Description of Fundamental Resource or Value</b>	<p>Antietam National Battlefield provides an opportunity to experience a solemn, peaceful, and reverent space, where one can reflect upon the sacrifices of the fallen and upon the implications of the battle.</p>
<b>Related Significance Statements</b>	<ul style="list-style-type: none"> <li>• The high level of landscape integrity at Antietam evokes a powerful sense of place that allows visitors to make personal connections to the battle and to its participants.</li> <li>• Antietam National Cemetery, dedicated in 1867 as the final resting place for Union soldiers who fell at Antietam, continues to serve as a memorial to honor military sacrifice.</li> <li>• The commemorative landscape at Antietam National Battlefield illustrates America’s evolving values and views on the Civil War.</li> </ul>
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The rural nature and ongoing agricultural use of the battlefield contribute to the feeling of solemnity and the ability of visitors to connect to the historic events of September 17, 1862.</li> <li>• The landscape retains a high level of integrity that supports the value of solemnity.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Increased use of the park for recreational activities and special park uses.</li> <li>• Visitation to the park is increasing.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• New visitor uses of the park that would be intrusive or damaging to the feeling of solemnity.</li> <li>• Increased visitation.</li> <li>• Increased vehicle traffic, including local vehicle traffic cutting through the park.</li> <li>• Noise from air traffic.</li> <li>• Potential for new development outside the park to impact the viewshed and the feeling of solemnity at the battlefield.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Develop interpretive and educational experiences to better convey the solemnity of the site.</li> <li>• Battlefield tours using bus transportation could be designed to consolidate visitor traffic and to preserve the solemnity of the site.</li> <li>• A physical barrier to prohibit local traffic cutting through the park could be constructed.</li> <li>• Coordinate with state and local entities in planning efforts to preserve the solemnity of the site.</li> </ul>
<b>Related Resources and Values</b>	<ul style="list-style-type: none"> <li>• Antietam National Cemetery.</li> <li>• Battlefield landscape.</li> <li>• Commemorative landscape.</li> </ul>

Fundamental Resource or Value	Solemnity of the Site
<p><b>Identified Data Needs</b></p>	<ul style="list-style-type: none"> <li>• Visitor use survey to determine impacts to solemnity from visitor use and the ways that visitors experience the park.</li> <li>• Transportation study.</li> <li>• Viewshed survey and analysis.</li> <li>• Soundscape study.</li> <li>• Ethnographic overview and assessment.</li> </ul>
<p><b>Identified Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• Transportation plan.</li> <li>• Comprehensive interpretive plan.</li> <li>• Trail management plan.</li> <li>• Visitor use management plan.</li> </ul>
<p><b>Laws and Policies that Apply to the FRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws and Policies that Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Superintendent’s Compendium</li> <li>• Code of Federal Regulations – title 36, chapter IV: American Battle Monuments Commission</li> <li>• See appendix B</li> </ul> <p><b>NPS Policy-level Guidance</b></p> <ul style="list-style-type: none"> <li>• Director’s Order 28: <i>Cultural Resource Management</i></li> <li>• Director’s Order 64: <i>Commemorative Works and Plaques</i></li> <li>• Executive Order 11593, “Protection and Enhancement of the Cultural Environment”</li> </ul>



## Analysis of Other Important Resources and Values

Other Important Resource or Value	Museum Collections
<p><b>Description of Other Important Resource and Value</b></p>	<p>Museum collections associated with Antietam National Battlefield include archival materials, objects, and paintings that tell the story of the Battle of Antietam, its aftermath, and importance in American history.</p>
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Collections condition survey for nonpaper artifacts has been completed.</li> <li>• Scope of collections statement is in draft.</li> <li>• Parkwide fire protection survey is in place.</li> <li>• Integrated pest management standard operating procedures are in place.</li> <li>• Lack of adequate collections storage and research space.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Ongoing stewardship and management of the collections.</li> <li>• Fire and protection services surveys are conducted annually.</li> <li>• Desire by public to donate items to the museum collection.</li> <li>• Research requests for archival/library collections are increasing.</li> </ul>
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Climate control for exhibits in visitor center is difficult due to structure's age and configuration.</li> <li>• Pests, including mice, silverfish, and carpet beetles, pose a threat to collections.</li> <li>• Inadequate space for managing and storing collections.</li> <li>• Deterioration of objects in the collection and the need for conservation.</li> <li>• Loss of documentation of the park's administrative history/records due to increasing use of changing digital formats.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• High potential for the addition of new donations to the collections.</li> <li>• An increase in number of research requests indicates a growing interest in the Battle of Antietam.</li> <li>• Increase visitor engagement and connections to the collections through rotating exhibit space and the development of computer kiosks.</li> <li>• Improved access to collections through a web-based presence and gallery.</li> <li>• Explore opportunities for incoming loans of artifacts from other parks and institutions such as Gettysburg, Fredericksburg, etc., to display at the park.</li> <li>• Explore the use of volunteers for data entry of library records.</li> </ul>
<p><b>Related Resources and Values</b></p>	<ul style="list-style-type: none"> <li>• Archeological resources.</li> </ul>
<p><b>Identified Data Needs</b></p>	<ul style="list-style-type: none"> <li>• Conduct condition survey for paper artifacts in the park's collections.</li> <li>• Catalogue of the park library.</li> <li>• Collect photos and additional documentation related to the Battle of Antietam and the cemetery.</li> <li>• Update and maintain the park's administrative history, and continue to maintain park archives.</li> </ul>

Other Important Resource or Value	Museum Collections
Identified Planning Needs	<ul style="list-style-type: none"> <li>• Collections management plan.</li> <li>• Museum housekeeping plan.</li> <li>• Comprehensive interpretive plan.</li> <li>• Physical security plan.</li> </ul>
Laws and Policies that Apply to the OIRV, and NPS Policy-level Guidance	<p><b>Laws and Policies that Apply to the OIRV</b></p> <ul style="list-style-type: none"> <li>• Superintendent’s Compendium</li> <li>• See appendix B</li> </ul> <p><b>NPS Policy-level Guidance</b></p> <ul style="list-style-type: none"> <li>• Director’s Order 28: <i>Cultural Resource Management</i></li> <li>• Director’s Order 24: <i>NPS Museum Collections Management</i></li> <li>• Executive Order 11593, “Protection and Enhancement of the Cultural Environment”</li> <li>• <i>NPS Museum Handbook</i></li> <li>• Checklist for preservation and protection of museum collections</li> </ul>



Other Important Resource or Value	Archeological Resources
<p><b>Description of Other Important Resource and Value</b></p>	<p>Archeological resources are the physical evidence of past human activity, including the effects of the Battle of Antietam on the environment.</p>
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Forty-eight percent of park land has been surveyed.</li> <li>• High level of archeological integrity.</li> <li>• The Regional Archeology Program has entered almost all data from the Maryland Historic Trust into the Archeological Sites Management System.</li> <li>• A prioritized list of Project Management Information System (PMIS) projects for research-based archeology has been developed.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Archeological materials continue to be exposed.</li> <li>• High likelihood of inadvertent finds.</li> <li>• Temperatures and annual precipitation in the region have increased over time; the greatest temperature increase has occurred in the winter, and the greatest precipitation increase has occurred in the fall.</li> <li>• Ongoing deterioration of subsurface archeological material over time.</li> </ul>
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• There is high potential for metal detecting due to television shows and increased interest in the Civil War.</li> <li>• Public access to sites.</li> <li>• Visitors and pests continue to expose archeological materials.</li> <li>• Mean temperature is expected to increase.</li> <li>• Annual precipitation is expected to increase. Precipitation patterns are expected to become increasingly variable.</li> <li>• Warmer conditions and the increased potential for extreme precipitation events due to climate change may increase potential for erosion, which may impact archeological sites.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Use archeology to improve interpretation and to engage and educate the public.</li> <li>• Use archeology to research unanswered specific historic questions (help build additional research projects).</li> <li>• Complete a systematic and targeted archeological survey of areas with a high potential for national register-eligible sites in cooperation with the Regional Archeology Program.</li> <li>• Take advantage of opportunities to provide more staff with training on Archeological Resource Protection Act.</li> <li>• Work with other NPS units with archeological expertise in collaborative projects.</li> </ul>
<p><b>Related Resources and Values</b></p>	<ul style="list-style-type: none"> <li>• 1862 battlefield landscape.</li> <li>• Museum collections.</li> </ul>

Other Important Resource or Value	Archeological Resources
<b>Identified Data Needs</b>	<ul style="list-style-type: none"> <li>• Archeological survey of areas with a high potential for national register-eligible sites (ongoing).</li> <li>• Conversion and transfer of archeological data and reports by URS Corp. to the park.</li> <li>• Development of a GIS archeological data layer intended for internal management use (in progress).</li> </ul>
<b>Identified Planning Needs</b>	<ul style="list-style-type: none"> <li>• Resource stewardship strategy.</li> <li>• Comprehensive interpretive plan.</li> <li>• Groundhog management plan.</li> </ul>
<b>Laws and Policies that Apply to the OIRV, and NPS Policy-level Guidance</b>	<p><b>Laws and Policies that Apply to the OIRV</b></p> <ul style="list-style-type: none"> <li>• Superintendent's Compendium</li> <li>• See appendix B</li> <li>• Code of Federal Regulations – title 36, chapter IV: American Battle Monuments Commission</li> </ul> <p><b>NPS Policy-level Guidance</b></p> <ul style="list-style-type: none"> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• Director's Order 28A: <i>Archeology</i></li> <li>• Secretarial Order 3289 "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</li> </ul>



Other Important Resource or Value	Witness Trees
<b>Description of Other Important Resource and Value</b>	Living trees that were standing at the time of the Battle of Antietam. The sycamore tree immediately adjacent to the Burnside Bridge is the most well-known of the witness trees at Antietam National Battlefield.
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Condition varies from tree to tree.</li> <li>• Environmental conditions and fluctuations impact the trees.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Trees reach the ends of their lifespans and die.</li> <li>• Climate change is causing environmental conditions to change over time.</li> <li>• Visitation to the park is increasing.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Soil compaction around the trees, and especially at the base of the sycamore at Burnside Bridge, threatens tree health.</li> <li>• Native and nonnative pests.</li> <li>• Erosion.</li> <li>• Weather conditions, especially severe wind, lightning, and flooding.</li> <li>• The lack of a management plan for the trees to guide future park staff.</li> <li>• Climate change may exacerbate current threats to trees.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Improve current and develop new maintenance practices to protect the trees.</li> <li>• Educational materials to interpret and better protect the trees could be developed.</li> <li>• Continue the historic witness tree program, including seed collection and exploring propagation options.</li> <li>• Some trees could be maintained in order to prevent damage to structures, specifically Burnside Bridge.</li> <li>• Identify locals and others who may have photos to better document the trees and other aspects of Antietam National Battlefield, including ceremonies at the cemetery and Memorial Day.</li> </ul>
<b>Related Resources and Values</b>	<ul style="list-style-type: none"> <li>• Battlefield landscape.</li> <li>• Solemnity of the site.</li> <li>• Commemorative landscape.</li> </ul>
<b>Identified Data Needs</b>	<ul style="list-style-type: none"> <li>• Comprehensive survey of the witness trees.</li> <li>• Collecting photos and additional documents related to the battle.</li> </ul>

Other Important Resource or Value	Witness Trees
<p><b>Identified Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• Develop standard operating procedures / plan for dealing with the wood from witness trees like that currently in place for the Burnside Bridge sycamore tree.</li> <li>• Maintenance plan that addresses the witness trees and the trees in the national cemetery.</li> <li>• Deer management implementation plan.</li> <li>• Woodlot management plan.</li> <li>• Cultural landscape report for Burnside Bridge area.</li> </ul>
<p><b>Laws and Policies that Apply to the OIRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws and Policies that Apply to the OIRV</b></p> <ul style="list-style-type: none"> <li>• Superintendent’s Compendium</li> <li>• See appendix B</li> </ul> <p><b>NPS Policy-level Guidance</b></p> <ul style="list-style-type: none"> <li>• Director’s Order 12: <i>Conservation Planning, Environmental Impact Analysis, and Decision-making and Handbook</i></li> <li>• Director’s Order 77: <i>Natural Resource Protection</i></li> <li>• Secretarial Order 3289 “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”</li> </ul>



Other Important Resource or Value	Antietam Creek Watershed
Description of Other Important Resource and Value	The Antietam Creek, associated aquatic resources, and karst limestone geology serve as key features of the battlefield landscape and the natural setting.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Antietam Creek is on the State of Maryland’s 2012 Clean Water Act 303(d) list of impaired waterways due to excessive total phosphorus, chloride, sulfate, polychlorinated biphenyls in fish tissue, and impaired biota.</li> <li>• The creek and park-based watershed support a diversity of biological resources.</li> <li>• Antietam Creek is popular for recreational use including fishing along the entire length, swimming, and canoeing/tubing, particularly from Devil’s Backbone County Park to the Potomac River (including the battlefield portion).</li> <li>• Point and nonpoint contaminant inputs include livestock operations; industrial and municipal wastewater treatment facilities (24); agricultural and stormwater runoff and outfalls.</li> <li>• Riparian protection along Antietam Creek and tributaries within federal acreage of the battlefield is nearly 100% buffered or identified for additional best management practices.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Increased and sustained high nutrient levels.</li> <li>• Increasing demand for public drinking water supply.</li> <li>• Increasing population growth and impervious surfaces in watershed.</li> <li>• Increases in recreational activities.</li> <li>• First request for irrigation withdrawal.</li> <li>• Sedimentation and turbidity levels increase with erosion and runoff.</li> <li>• Increased bank full or overbank flooding events.</li> <li>• Increase in invasive aquatic life.</li> <li>• High public and governmental interest in the Chesapeake Bay watershed, best management practices, total maximum daily loads, agricultural soil and water conservation.</li> <li>• Loss of witness trees and cultural and archeological resources.</li> <li>• Temperatures and annual precipitation in the region have increased over time; the greatest temperature increase has occurred in the winter, and the greatest precipitation increase has occurred in the fall.</li> </ul>



Other Important Resource or Value	Antietam Creek Watershed
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• The connectivity attributes of the waterway and watershed, surface and subsurface, also equates to transmission of nonnative species and pollutants, including aggressive invasive vegetation in riparian zones.</li> <li>• Invasive crayfish and mollusk species impacts to native fish, mollusk, crayfish, and plant species.</li> <li>• High nutrient levels and contaminants may impact native flora and fauna and surface/groundwater drinking supplies.</li> <li>• Sedimentation disrupts habitat for aquatic flora and fauna.</li> <li>• Degradation of recreational experience and water use.</li> <li>• Flooding events that increase erosion, streambed sedimentation, and riparian deposition of silt and trash; streambank collapse.</li> <li>• Continuing erosion and loss of witness trees.</li> <li>• Mean temperature is expected to increase.</li> <li>• Annual precipitation is projected to increase. Precipitation patterns are expected to become increasingly variable.</li> <li>• Projected increase in extreme precipitation events due to climate change may increase the potential for flooding and erosion of waterways.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Collaborate with governmental and nongovernmental organizations to protect Antietam Creek and watershed.</li> <li>• Participate in public scoping and planning opportunities with regard to upgrading wastewater treatment, recreation, comprehensive planning, trails, green/blueways.</li> <li>• Public education about water resources protection, local impacts, and local opportunities.</li> <li>• Protect witness tree and cultural resources from recreational and erosion threats.</li> <li>• Low impact streambank stabilization.</li> <li>• Watershed implementation planning for the Chesapeake Bay watershed resources.</li> <li>• Upgrade wellhead protection.</li> </ul>
<p><b>Related Resources and Values</b></p>	<ul style="list-style-type: none"> <li>• 1862 battlefield landscape.</li> <li>• Witness trees.</li> </ul>

Other Important Resource or Value	Antietam Creek Watershed
<p><b>Identified Data Needs</b></p>	<ul style="list-style-type: none"> <li>• Baseline biological impacts to fish and amphibians from aquatic contaminants.</li> <li>• Extent and distribution of invasive crayfish populations.</li> <li>• Visitor use survey.</li> <li>• Groundwater movement and pollutant distribution analysis.</li> <li>• Re-survey of subterranean macroinvertebrates.</li> <li>• Riparian vegetation evaluation.</li> <li>• Aquatic plant inventory (in progress).</li> <li>• Fish surveys (in progress).</li> <li>• Information continuity and communications from state and local entities on planning efforts.</li> <li>• Nutrient management and integrated pest management (ongoing).</li> </ul>
<p><b>Identified Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• Resource stewardship strategy.</li> <li>• State of the park report.</li> <li>• Water resources stewardship report.</li> </ul>
<p><b>Laws and Policies that Apply to the OIRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws and Policies that Apply to the OIRV</b></p> <ul style="list-style-type: none"> <li>• Superintendent’s Compendium</li> <li>• See appendix B</li> </ul> <p><b>NPS Policy-level Guidance</b></p> <ul style="list-style-type: none"> <li>• <i>NPS Management Policies 2006</i></li> <li>• Secretarial Order 3289 “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”</li> </ul>



## Identification of Key Parkwide or Major Issues and Associated Planning and Data Needs

All parks face a variety of issues that must be addressed now or through future planning. An issue is a point or matter that must be decided. A key parkwide or major issue may raise questions regarding park purpose and significance. Or there may be other questions of importance that, in the judgment of NPS staff, need to be addressed in future planning.

Following are key or major issues and associated planning and data needs for Antietam National Battlefield.

- **Viewshed Encroachment.** Viewsheds and vistas are an important part of the battlefield landscape experience and contribute to the solemnity of the site. Regional development and the encroachment of modern structures threatens viewsheds and impacts both resources and visitor experiences within the park boundary. Viewshed encroachment poses a continuing challenge to park management and resource stewardship.
- **Ongoing Preservation Maintenance.** Ongoing maintenance for the historic structures, monuments, and markers throughout the battlefield was identified as a key parkwide issue. With 537 structures, features, monuments, and markers documented in the NPS List of Classified Structures database, preservation and preventive maintenance presents a daily challenge for park staff. Preserving the historical integrity of the battlefield landscape and commemorative landscape are ongoing processes that require the close integration of maintenance, natural resource, and cultural resource staffs.
- **Increased Visitation and Use.** Visitation to the battlefield increased with the scholarly interest in the Battle of Antietam and the observation of the 150th anniversary of the Civil War. In addition, there is growing pressure on the park from recreational users who see the battlefield as a “green space.” Managing visitor use to ensure preservation of park resources and values is a growing challenge.
- **Pests and Invasive Species.** Influenced by climate change, a growing number of invasive species (vegetation, insects, and diseases) are found within the park boundary. Along with these invasive species, the activities and impacts of high densities of native wildlife, such as deer and groundhogs, are on the rise. Both invasive species and pests present a growing challenge to parkwide stewardship.
- **Water quality.** The Antietam Creek watershed incorporates the geographic area outside the park’s boundary and influences parkwide issues related to water quality. Regional growth in western Maryland, as well as surrounding agricultural uses, impact the water quality of Antietam Creek. In order to address this issue, the park engages with and develops management strategies with other federal, state, and local agencies regarding water quality.

## Prioritization of Planning and Data Needs

This section prioritizes the need for future plans and studies or research for Antietam National Battlefield. It provides a comprehensive review and prioritization of plans and data needed to maintain and protect the park’s fundamental and other important resources and values, as well as address key parkwide and other major issues. Plans and studies were grouped into categories of high, medium, and low priority projects. This information will be used by staff from the park, NPS National Capital Regional Office, and the NPS Historic Preservation Planning Program to determine priorities and consider the future funding needs of Antietam National Battlefield.

Data Need	Priority (H, M, L)	Rationale
Viewshed survey and analysis	H	This survey would include an inventory of existing scenic easements and identify areas where the park should focus on preventing further degradation of important viewsheds in and around the park.
Development of a GIS archeological data layer (in progress)	H	The development of a cultural resource GIS layer for internal use by the park is an important data need for management and planning. Archeological Sites Management Information System data is a necessary component of this GIS data layer.
Comprehensive parkwide survey of battlefield witness trees	H	The park staff plans on conducting a survey of all witness trees within the park boundary. This data gathering will be done internally.
Visitor use survey	M	The last visitor use study was conducted more than 20 years ago. Since that time, the park has acquired a significant amount of land and the number of trails within the park boundary has increased. This study would help park staff better understand the changing visitor uses within the park, including passive recreation, and how these uses may be influencing the solemnity of the site.
Conduct a determination of eligibility for the administration buildings, the second phase of development at Antietam National Cemetery	M	A determination of eligibility for listing in the National Register of Historic Places is needed for the administration buildings and associated structures at Antietam National Cemetery. This data would provide guidance for the proper treatment and maintenance of these buildings and would inform the Antietam National Cemetery management plan.
Transportation study	M	With more than nine miles of driving tours and two major roads (Sharpsburg Pike and Boonsboro Pike) running through the park, a transportation study was identified as a data need that would help inform management decisions regarding visitor safety and traffic flow in and around in the park.
Determination of eligibility and study of the park’s Mission 66 structures and features	M	Determining the National Register of Historic Places eligibility of Mission 66 structures and features within the park would guide their future use, maintenance, and management strategies.
Soundscape study	M	A soundscape study would develop baseline data for future modeling and planning for better management of the solemnity fundamental resource/value at the park.

Data Need	Priority (H, M, L)	Rationale
Condition survey for paper artifacts in the park's collections	M	A condition survey for paper artifacts would provide critical information about the care, preservation, and conservation of the artifacts.
GIS data of the commemorative overlay	M	The park is currently collecting GIS data related to the commemorative landscape, including locational data on the War Department fence lines, markers, and small-scale features within the park that may be at risk.
Riparian vegetation evaluation	M	Evaluate tree planting successes, invasive plant trends, and management needs of established and natural riparian areas.
Conversion of archeological data (URS Corp.)	L	The National Capital Region regional archeologist collected URS Corp. data from the park. This data needs to be converted and transferred to the park. The data transfer should also include recent reports on work done at the park.
Development of a strategy for prioritization of archeological research of all the land within the park boundary	L	The park identified the need for a proactive strategy that looked beyond compliance-based archeological research. Working with regional archeologists the park would like to develop PMIS statements for systematic archeological research for the entire park.
Assessment of environmental impacts, including the effects of climate change, on the monuments and complementary materials analysis	L	An assessment of environmental impacts on the park's monuments would provide materials analysis and data to assist in the ongoing management and stewardship of these resources. This information is needed to understand impacts to bronze from changing environment, air quality, and water quality.
Groundwater movement and pollutant distribution analysis	L	Refine existing project requests in cooperation with U.S. Geological Survey and Cooperative Ecosystem Studies Units to reach out for funding and/or researchers to continue work on analyzing hydraulic connectivity between surface and groundwater. Karst aquifer and sensitive geologic features of the park may require additional watershed protection.
Re-survey of subterranean macroinvertebrates	L	Four state-listed species of stygobitic amphipod and Planaria were found by the Maryland Department of Natural Resources in 1997. Additional surveys are needed to assess groundwater protection and conservation of subterranean macroinvertebrate species of concern.
Extent and distribution of invasive crayfish populations	L	A survey of invasive crayfish populations in Antietam Creek would provide baseline data on this invasive species. This data would inform the development of management strategies for the Antietam Creek watershed.
Update the historic base map of the battle and the park	L	Additional historic research and documentation would be used to update the historic base maps of the Battle of Antietam, and to provide a more accurate understanding of troop movements during the course of the battle.

Data Need	Priority (H, M, L)	Rationale
Research on individuals buried in Antietam National Cemetery	Ongoing	Park staff is currently researching information on individuals buried in Antietam National Cemetery. This data will help improve interpretive programming at the park.
Research missing features / monuments / markers	Ongoing	Park staff is currently conducting ongoing research into the missing features, monuments, and markers in order to address data gaps found at the park.
Determine the wording for the missing bronze tablets at the top of the observation tower.	Ongoing	Determining the original wording on the bronze tablets found at the top of the park’s observation tower was identified as an important data need. This research is currently ongoing by park staff and will aid in replacing missing tablets.
Archeological survey of areas with a high potential for national register-eligible sites (ongoing).	Ongoing	Archeological survey of new properties added to the park since 1993 are currently underway and are entering their third year. Recommendations that follow this survey work may need to be reflected in future planning needs for the park.
Develop digital catalogue of books in park library	Ongoing	Develop a comprehensive catalogue of all park library and archives resources. This information gathering is currently underway by park staff.
Baseline biological impacts to fish and amphibians from aquatic contaminants	Ongoing	Biological, water, and sediment sampling is necessary to determine prevalence and effects of endocrine-disrupting compounds and organic contaminants from wastewater treatment plants, sewage overflows, and agricultural runoff.
Aquatic plant inventory	Ongoing	An ongoing cooperative project of the Western Pennsylvania Conservancy and Shippensburg University to provide a baseline inventory of aquatic, semiaquatic, and riparian vascular plants within Antietam waterways. Native, nonnative, and state-listed plants of concern will be documented.
Nutrient management and integrated pest management	Ongoing	Park staff continue joint conservation planning with the U.S. Department of Agriculture Natural Resources Conservation Service, the Maryland Department of Agriculture, Washington County Conservation District, and agricultural permittees to develop soil and water conservation plans for park crop and pasture lands. All entities are currently working together to attain certification under Maryland’s Farm Stewardship Certification and Assessment Program.
Collect photos and additional documentation related to the Battle of Antietam and the cemetery.	Ongoing	The collection of additional documentation and historic images related to the Battle of Antietam and Antietam National Cemetery is an ongoing process.
Update and maintain the park’s administrative history, and continue to maintain park archives.	Ongoing	Efforts to maintain and document the park’s administrative history and archives are an ongoing process.

<b>Data Need</b>	<b>Priority (H, M, L)</b>	<b>Rationale</b>
Fish surveys	Ongoing	The park staff is conducting an ongoing fish survey in order to develop baseline data on fish populations in Antietam Creek. This survey will aid in the stewardship of water quality in Antietam Creek.
Information continuity and communications from state and local entities on planning efforts	Ongoing	The park staff is in constant communication with state and local agencies in the stewardship and management of water quality for the Antietam Creek watershed. The Antietam Creek watershed is an important component to larger Chesapeake Bay watershed stewardship strategies.
Cultural landscape inventory for Burnside Bridge	Ongoing	A cultural landscape inventory for Burnside Bridge is tentatively planned for 2015 and is scheduled with the region.
Ethnographic overview and assessment	Ongoing	An ethnographic overview and assessment will identify and describe park neighbors, residents, ethnic groups, or others with historical and cultural ties and associations with park resources. This assessment will provide an overview of existing ethnographic, archival and historical sources, providing a better understanding of this resource. Current funding is anticipated for FY 2013.

<b>Planning Need</b>	<b>Priority (H, M, L)</b>	<b>Rationale</b>
Comprehensive interpretive plan	H	A comprehensive interpretive plan would build on the identified interpretive themes in this foundation document by developing sub-themes that address the battle of Antietam and its legacy. The plan would include interpretive media internal and external to the park and ensure that all media types communicate in concert and complement interpretive themes at the park.
Resource stewardship strategy	H	In order to manage park resources better, a resource stewardship strategy would help identify indicators and standards to help guide resource stewardship and protection. This plan would build off the work done during the foundation document process and impact multiple resources found throughout the park.
State of the park report	H	The creation of a state of the park report has also been identified as a high priority need and is directly connected to the development of a resource stewardship strategy. Climate change scenario planning would be an important part of the development of a state of the park document.
Development concept plan for visitor center area	H	The development of a concept plan for the visitor center would help address visitor use at the site, the stewardship and commemorative role of this Mission 66 facility, and incorporate sustainable design practices in the overall protection of park resources.
National cemetery cultural landscape report including a determination of eligibility for the administrative buildings	H	This cultural landscape report is needed to prepare for the 150th anniversary of the cemetery in 2017 and to guide preservation and rehabilitation actions.

Planning Need	Priority (H, M, L)	Rationale
Historic structure report for the Parks house	H	A historic structure report for the Parks house would provide data and research needed to make management decision on the preservation of this deteriorated structure.
Antietam National Cemetery management plan	H	With the 150th anniversary of the cemetery approaching in 2017, the development of this plan is identified as a high priority. This management plan would be an outgrowth of and would provide guidance for meeting the recommendations defined in the cultural landscape report. The plan would also provide guidance on vegetation / tree management within the cemetery as well as a planting plan for these grounds.
Groundhog management plan	H	During the analysis of the park's fundamental resources and values, the activity of groundhogs was identified as threat. These burrowing animals are impacting historic structures, the archeological record, monuments, and the national cemetery. The burrows created by the groundhogs also pose a safety hazard on the park's trails. This plan would provide guidance for addressing this challenge.
Historic/administrative fencing management plan	H	The park identified the importance of a historic/agricultural fence plan. The plan would identify the locations of historic fences and develop a strategy for their ongoing maintenance. This was also identified as a project the park plans on doing internally.
Deer management implementation plan	H	The deer management implementation plan would provide the next steps for the deer management plan / environmental assessment currently underway to address chronic wasting disease at Antietam and Monocacy national battlefields.
Financial sustainability plan / business plan	H	Due to increasing fiscal constraints, the park identified the need for a financial sustainability plan to identify the baseline for current park operations and funding, and to develop a plan for park priorities and sustainable funding strategies.
Cultural landscape report for Burnside Bridge	H	This report would help provide detailed guidance and treatment recommendations for the management of the Burnside Bridge landscape. Recommendations from this report would support future efforts in the creation of a development concept plan for this site.
Visitor use management plan	H	Increased visitation as well as increasing requests for special use permits in the park resulted in the identification of a need for a visitor use management plan. Such a plan would establish appropriate uses, strategies for accommodating increasing demands for casual recreation, and an analysis of carrying capacity.
Museum housekeeping plan	M	A museum housekeeping plan would provide guidance on the stewardship and day-to-day operations for the care of the park's collections and archives. This was also identified as an internal task for the park staff to draft.

<b>Planning Need</b>	<b>Priority (H, M, L)</b>	<b>Rationale</b>
Land protection plan including threats to resources within boundaries and gaps in external protection	M	The previous land protection plan was completed in 1983; since that time the park has acquired a significant amount of land under direct ownership. This plan would resolve property ownership issues that need to be clarified within the park boundary and identify deficiencies in external protection.
Cultural landscape report for Antietam farmsteads	M	<p>This cultural landscape report would include:</p> <ul style="list-style-type: none"> <li>• Mumma farmstead</li> <li>• Roulette farmstead</li> <li>• Joseph Poffenberger farmstead</li> <li>• Park farmstead</li> <li>• Pry farmstead</li> <li>• Newcomer farmstead</li> <li>• Mary Locher / Alfred Poffenbreger farmstead</li> <li>• Sherrick farmstead</li> <li>• Otto farmstead</li> <li>• Piper farmstead</li> <li>• D.R. Miller farmstead</li> </ul>
Cultural landscape report for the commemorative landscape overlay of the park	M	This report would help provide detailed guidance and treatment recommendations for the management of the commemorative landscape elements such as the Philadelphia Brigade Park and numerous other monuments.
Historic structures report for the Poffenberger house	M	A historic structures report for the Poffenberger house would complement the existing Joseph Poffenberger barn report (2011), providing additional data and research for the stewardship of this site.
Historic structure adaptive reuse plan	M	A historic structure adaptive reuse plan would investigate and identify adaptive reuse alternatives for historic structures. The plan includes an evaluation, selection, and implementation of effective strategies that protect resources, are sustainable, and meet legal requirements. Such a plan would help inform management strategies at the park.
Transportation plan	M	With roughly nine miles of driving tours and two major roads (Sharpsburg Pike and Boonsboro Pike) running through the park, a transportation study was identified as a data need that could help inform the development of a transportation plan. This plan could explore the potential of alternative transportation within the park.
Sign management plan	M	Given the interest in the Battle of Antietam and the Civil War, a number of different organizations have developed signage that appears in and around the park. A sign management plan was identified to address these challenges, and was recognized as an internal staff task. The development of the plan would require a sign inventory and the collection of GIS data.

Planning Need	Priority (H, M, L)	Rationale
Comprehensive grounds maintenance plan	M	The development of a comprehensive grounds maintenance plan that encompasses the entire park could be used to address challenges of managing for both the battlefield landscape and the commemorative landscape. This plan would address the maintenance of class A lawns and serve as a management tool for landscape preservation and restoration.
Trail management plan	M	Due to the increased land acquisition in the park over the last 20 years, the number of trails managed by the park has increased significantly (more than 12 miles of trails). A trails management plan is needed to address their cyclic maintenance, signage, and a strategy for the development of new trails.
Collections management plan	M	The development of a collections management plan was identified as a planning need. The regional curator included the development of a collections management plan for Antietam in PMIS project number 185465.
Burnside Bridge development concept plan	M	The development of a concept plan for the Burnside Bridge landscape would help address visitor use at the site, protection of the witness tree, and use sustainable design practices in order to address resource stewardship and management.
Develop standard operating procedures / plan for dealing with the wood from witness tress such as the Burnside Bridge sycamore tree	L	The park recognized a need to develop a proactive strategy for dealing with the wood collected from witness trees, such as the Burnside Bridge sycamore tree, if they were to fall. This was identified as an internal task for the park to develop.
Water resources stewardship management plan	L	A water resources stewardship management plan would define water resource goals for the park, evaluate water resource health, and identify stressors negatively impacting the aquatic environments (groundwater, surface water, wells, riparian areas, stormwater, runoff, and natural drainage).
Physical security plan	L	In order to better protect museum collections on display as well as those in storage, a physical security plan was identified. This plan would address the security needs of the exhibit space at the park visitor center and museum storage facilities.



## Part 3: Preparers, Consultants, and Workshop Attendees

This foundation document was developed as a joint effort among staff from Antietam National Battlefield, the Denver Service Center Planning Division, the Historic Preservation Planning Program, and the National Capital Region Office. A workshop was held December 11–13, 2012, in Shepherdstown, West Virginia.

### Antietam National Battlefield

Susan Trail – Superintendent  
 Brian Baracz – Interpretive Ranger  
 Joe Calzarette – Natural Resource Manager  
 Craig Cartwright – Facility Manager  
 Debbie Cohen – GIS Specialist  
 Jane Custer – Cultural Resource Program Manager  
 Stephanie Gray – Chief of Museum and Library Services  
 Tom Jones – Supervisory Law Enforcement Ranger  
 Andrew Landsman – Biological Technician  
 Kathy Snider – Administrative Officer  
 Keith Snyder – Chief of Resource Education and Visitor Services  
 Keven Walker – Cultural Resource Specialist  
 Ed Wenschhof – Chief Ranger

### National Capital Region Representatives

David Hayes – Planner and Transportation Liaison  
 Susan Hansen – Chief of Interpretation  
 Martha Temkin – Cultural Resource Specialist

### Historic Preservation Planning Program Representative

Tanya Gossett – Program Manager

### Preparers

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### Consultants

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 Pam Holtman, Quality Assurance Coordinator, WASO Park Planning and Special  
 Studies Division  
 Melody Bentfield, Contract Librarian, NPS Denver Service Center,  
 Planning Division







# Appendix A: Enabling Legislation and Legislative Acts for Antietam National Battlefield

FIFTY-FIRST CONGRESS. SESS. I. CH. 837. 1890.

401

**REPAIRING ROADWAYS TO NATIONAL CEMETERIES:** For repairs to roadways to national cemeteries which have been constructed by special authority of Congress, fifteen thousand dollars.

Roadways.

**BURIAL OF INDIGENT SOLDIERS:** For expenses of burying in the Arlington National Cemetery or in the cemeteries of the District of Columbia, indigent ex-Union soldiers, sailors, and marines of the late civil war who die in the District of Columbia, to be disbursed by the Secretary of War, at a cost not exceeding fifty dollars for such burial expenses in each case, exclusive of cost of grave, one thousand dollars; and the appropriation made by the sundry civil appropriation acts approved October second, eighteen hundred and eighty-eight, and March second, eighteen hundred and eighty-nine, for the expenses of burying indigent ex-Union soldiers, is hereby made available alike for all survivors of the Union Army, Navy, and Marine Corps of eighteen hundred and sixty-one to eighteen hundred and sixty-five, dying in the District of Columbia in indigent circumstances.

Burial of indigent soldiers.

Limitation.

Vol. 25, p. 533.

Vol. 25, p. 969.

Former appropriations made available.

**NATIONAL CEMETERY AT HAMPTON, VIRGINIA:** For the purchase of eight acres of land other than land belonging to the Hampton Normal and Agricultural Institute adjoining or as near as practicable to the national cemetery at Hampton, Virginia, required for enlargement of the same, ten thousand dollars.

Hampton, Va.  
Enlargement of cemetery.

Fust, p. 978.

That no part of the sum of two thousand dollars appropriated by the sundry civil appropriation act approved March second, eighteen hundred and eighty-nine, for repairing and draining roadway to the National Cemetery at Hampton, Virginia, shall be expended until the title to and jurisdiction over said roadway shall be vested in the United States.

Roadway.  
Vol. 25, p. 970, modified.

Title and jurisdiction.

**NATIONAL CEMETERY NEAR FREDERICKSBURGH, VIRGINIA:** For macadamizing and permanently improving the public road leading from the railroad depots in the city of Fredericksburgh, Virginia, to the national cemetery near said city, eight thousand dollars: *Provided*, That no part of said sum shall be expended unless the entire improvement can be made and completed for the amount herein appropriated.

Fredericksburgh, Va.  
Public road.

Proviso.

Limitation.

**ROAD FROM MARIETTA TO THE NATIONAL CEMETERY, GEORGIA:** For completion of roadway from Marietta, Georgia, to the national cemetery near that place, eight thousand two hundred and sixty-four dollars and seventy-seven cents.

Marietta, Ga.  
Roadway.

**APPROACHES TO NATIONAL CEMETERY, CULPEPER, VIRGINIA:** For purchase of right of way and the improvement of the means of approach to the Culpeper, Virginia, National Cemetery, four thousand five hundred dollars.

Culpeper, Va.  
Right of way, etc.

**NATIONAL CEMETERY, ANTIETAM, MARYLAND:** For completing the road in front of east half of cemetery, additional drainage works constructing stone curbing and grading walks along road, and for engineering and contingencies five thousand dollars.

Antietam, Md.

Road, etc.

For the purpose of surveying, locating, and preserving the lines of battle of the Army of the Potomac and of the Army of Northern Virginia at Antietam, and for marking the same, and for locating and marking the position of each of the forty-three different commands of the Regular Army engaged in the battle of Antietam, and for the purchase of sites for tablets for the marking of such positions, fifteen thousand dollars. And all lands acquired by the United States for this purpose, whether by purchase, gift, or otherwise, shall be under the care and supervision of the Secretary of War.

Preserving, etc., lines of battle, etc.

Sites for tablets.  
Supervision of lands acquired.

**LEVEE AT BROWNSVILLE NATIONAL CEMETERY, TEXAS:** For construction of a levee for the protection of the Brownsville, Texas, National Cemetery from overflow of the Rio Grande, three thousand seven hundred and thirty-five dollars.

Brownsville, Tex.  
Levee.

STAT L—VOL XXVI—26

Public Law 86-437

AN ACT

April 22, 1960  
[H. R. 135]

To amend the Internal Revenue Code of 1954 to exclude from gross income amounts paid by the United States to certain nonresident alien employees or their beneficiaries.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That section 402(a) of the Internal Revenue Code of 1954 (relating to the taxability of a beneficiary of an employees' trust) is amended by adding at the end thereof the following new paragraph:

Taxes.  
Employee's  
trusts, taxability.  
68A Stat. 135.  
26 USC 402(a).

"(4) DISTRIBUTIONS BY UNITED STATES TO NONRESIDENT ALIENS.—  
The amount includible under paragraph (1) or (2) of this subsection in the gross income of a nonresident alien individual with respect to a distribution made by the United States in respect of services performed by an employee of the United States shall not exceed an amount which bears the same ratio to the amount includible in gross income without regard to this paragraph as—

"(A) the aggregate basic salary paid by the United States to such employee for such services, reduced by the amount of such basic salary which was not includible in gross income by reason of being from sources without the United States, bears to

"(B) the aggregate basic salary paid by the United States to such employee for such services.

In the case of distributions under the Civil Service Retirement Act (5 U.S.C. 2251), the term 'basic salary' shall have the meaning provided in section 1(d) of such Act."

70 Stat. 743.

SEC. 2. (a) The first sentence of section 402(a)(1) of the Internal Revenue Code of 1954 (relating to general rule for taxability of beneficiary of exempt trust) is amended by striking out "paragraph (2)," and inserting in lieu thereof "paragraphs (2) and (4)."

Exempt trusts,  
taxability.

(b) Subsection (d) of section 871 of such Code (relating to the tax imposed on nonresident alien individuals) is amended to read as follows:

Nonresident  
aliens, taxes.  
68A Stat. 278.  
26 USC 871.

"(d) CROSS REFERENCES.—

"(1) For doubling of tax on citizens of certain foreign countries, see section 891.

"(2) For tax treatment of certain amounts distributed by the United States to nonresident alien individuals, see section 402(a)(4)."

SEC. 3. The amendments made by this Act shall apply only with respect to taxable years beginning after December 31, 1959.

Applicability  
date.

Approved April 22, 1960.

Public Law 86-438

AN ACT

April 22, 1960  
[H. R. 1805]

To provide for the protection and preservation of the Antietam Battlefield in the State of Maryland.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the Secretary of the Interior is authorized to acquire such lands and interests in land and to enter into such agreements with the owners of land on behalf of themselves, their heirs and assigns with respect to the use thereof as the Secretary finds necessary to preserve, protect and improve the Antietam Battlefield comprising approximately 1,800 acres in the State of Maryland and the property of the

Antietam Battle-  
field, Md.  
Preservation.

United States thereon, to assure the public a full and unimpeded view thereof, and to provide for the maintenance of the site (other than those portions thereof which are occupied by public buildings and monuments and the Antietam National Cemetery) in, or its restoration to, substantially the condition in which it was at the time of the battle of Antietam. Not more than 600 acres of land, however, shall be acquired in fee by purchase or condemnation, but neither this limitation nor any other provision of law shall preclude such acquisition of the fee title to other lands and its immediate reconveyance to the former owner with such covenants, restrictions, or conditions as will accomplish the purposes of this Act: *Provided*, That the cost to the Government of any such transaction shall not exceed the reasonable value of the covenants, restrictions, or conditions thereby imposed on the property. Any acquisition authorized by this Act may be made without regard to the limitation set forth in the proviso contained in the Act of May 14, 1940 (54 Stat. 212). The Secretary shall report to the Congress at least once each year on any acquisition made or agreement entered into under this Act.

Report to Congress.

Approved April 22, 1960.

#### Public Law 86-439

April 22, 1960  
[H. R. 3675]

#### AN ACT

To direct the Secretary of the Interior to convey certain lands to the city of Tillamook, Oregon.

Tillamook, Oreg.  
Land conveyance.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled*, That the Secretary of the Interior is directed to convey all the right, title, and interest of the United States in and to lot 4, section 25, township 1 south, range 10 west, Willamette meridian, Oregon, embracing some 1.98 acres, to the city of Tillamook, Oregon, upon the payment of the fair market value of the land conveyed: *Provided*, That in the disposition, by sale, lease, or otherwise, or any tract of the land conveyed by this Act which is occupied or developed for municipal, business, residential, or other beneficial purposes on the date of approval of this Act, the city of Tillamook shall afford a preference right to the occupant thereof on the date of approval of this Act, or his successor in interest. Where the tract is occupied by a person other than the owner of the improvements thereon, the owner of the improvements shall, for the purposes of this subsection, be considered the occupant of the tract.

SEC. 2. The execution of the conveyance directed by section 1 of this Act shall not relieve any occupants of those lands of any liability, existing on the date of that conveyance, to the United States for unauthorized use of the conveyed lands.

Approved April 22, 1960.

#### Public Law 86-440

April 22, 1960  
[H. R. 6785]

#### AN ACT

To amend section 4071 of the Internal Revenue Code of 1954 so as to fix a tax of 1 cent per pound of certain laminated tires produced from used tires.

Taxes.  
Laminated tires.  
70 Stat. 388.  
26 USC 4071.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled*, That (a) section 4071(a) of the Internal Revenue Code of 1954 (relating to tax on tires and tubes) is amended—

## Appendix B: Related Federal Legislation, Regulations, and Executive Orders

### Legislation and Acts

American Battlefield Protection Act – 1996  
Archaeological and Historical Preservation Act – 1974  
Archaeological Resources Protection Act – 1979  
Bald and Golden Eagle Protection Act – 1940  
Clean Air Act – 1977  
Clean Water Act – 1972  
Comprehensive Environmental Response and Compensation and Liability Act (CERCLA) – 1984, as amended  
Department of Transportation Act – 1966  
Endangered Species Act – 1973  
Fish and Wildlife Act – 1956  
Historic Sites Act – 1935  
National Cemeteries Act – 1973  
National Environmental Policy Act – 1969  
National Historic Preservation Act – 1966, as amended  
National Parks Omnibus Management Act – 1998  
National Park Service Organic Act – 1916  
National Trust Act – 1949  
Migratory Bird Treaty Act – 1918  
Redwood Act, Amending the NPS Organic Act – 1978  
The Resource Conservation and Recovery Act (RCRA) – 1976, as amended

### *Code of Federal Regulations*

Title 36, chapter 1, part 1, General Provisions  
Title 36, chapter 1, part 2, Resource Protection, Public Use and Recreation  
Title 36, chapter 1, part 4, Vehicles and Traffic Safety  
Title 36, chapter 1, part 5, Commercial and Private Operations  
Title 36, chapter 1, part 65, National Historic Landmarks Program  
Title 36, chapter 4, American Battle Monuments Commission

## Executive Orders

- Executive Order 11514, “Protection and Enhancement of Environmental Quality”
- Executive Order 11593, “Protection and Enhancement of the Cultural Environment”
- Executive Order 11988, “Floodplain Management”
- Executive Order 11990, “Protection of Wetlands”
- Executive Order 12003, “Energy Policy and Conservation”
- Executive Order 12088, “Federal Compliance with Pollution Control Standards”
- Executive Order 13112, “Invasive Species”
- Executive Order 13186, “Responsibilities of Federal Agencies to Protect Migratory Birds”
- Executive Order 13352, “Facilitation of Cooperative Conservation”
- Executive Order 13423, “Strengthening Federal Environmental, Energy, and Transportation Management”
- Executive Order 13508 “Chesapeake Bay Protection and Restoration”

*NPS Management Polices 2006*

## NPS Director’s Orders

- Director’s Order 12: Conservation Planning, Environmental Impact Analysis, and Decision-making and Handbook*
- Director’s Order 24: NPS Museum Collections Management*
- Director’s Order 28: Cultural Resource Management*
- Director’s Order 47: Soundscape Preservation and Noise Management*
- Director’s Order 61: National Cemetery Operations*
- Director’s Order 64: Commemorative Works and Plaques*
- Director’s Order 75: Civic Engagement and Public Involvement*
- Director’s Order 77: Natural Resource Protection*
- Director’s Order 77-1: Wetland Protection*
- Director’s Order 77-2: Floodplain Management*
- Director’s Order 77-8: Endangered Species*

**Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and other Natural and Cultural Resources”**



## Appendix C: Antietam National Battlefield Administrative Commitments

Name	Agreement Type	Start Date	Termination	Stakeholders	Purpose
National Museum of Civil War Medicine - Pry House Field Hospital	Cooperating association	11/4/2010	11/4/2015	NPS and NMCWM visitors	Operate Pry House as a field hospital, museum, and interpretive site.
Hagerstown Washington County Convention and Visitors Bureau; Heart of the Civil War Heritage Area (state)	Cooperative	5/12/2010	9/30/2015	NPS, HWCCVB, HCWHA, public	Operate a visitor information station at the Newcomer house to provide information on historic sites and attractions within the three-county Heart of the Civil War Heritage Area.
Western Maryland Interpretive Association	Cooperating association	11/10/2010	11/10/2015	NPS, WMIA, public	Provide support and assistance to the interpretive, educational, and research activities of the service and provide interpretive and educational materials to the public.
Washington County Sheriff's Office	Memorandum of understanding	5/28/2010	Ongoing	NPS-ANTI, APPA, CHOH, HAFE; WCSO	Mutual aid; identification of authority and responsibilities.
State of Maryland	Concurrent jurisdiction	1/19/1996	Perpetual	NPS; State of Maryland; landowners	Establishment of concurrent jurisdiction of lands.
Mumma Cemetery	Deed covenant			NPS; Mumma family descendants	Burials.
Antietam National Cemetery	Plot reservation			NPS; individuals with plot reservations	Spouse burials.
Washington County Antietam Advisory Committee	None; county board – general management plan / final environmental impact statement recommendation	1992		NPS; Washington County government; local citizens	Make suggestions to the National Park Service on matters relating to historic preservation, including activities at the national battlefield.

Name	Agreement Type	Start Date	Termination	Stakeholders	Purpose
Highway rights-of-way	Deed covenant			NPS; State of Maryland; Washington County	State roads – MD 65/34; county roads – Smoketown/ Burnside Bridge Road.
Utility rights-of-way	Deed covenant			Multiple	Various municipal and county utility services.
Scenic easements	Easement			NPS; public; landowners	Easement conditions.
Leases at the Piper House	Historic lease	1/25/1985	1/25/2041	NPS; Clarks	Historic lease.
Commercial use authorizations	Commercial use authorizations	Varies	Varies	NPS; CUA holders; public	Varied – canoeing, bicycles, carriage rides.
Agricultural special use permits	Special use permits	Varies	Varies	NPS; permittees; public	Growing crops and pasturing livestock to maintain the historic scene.



## Appendix D: Antietam National Battlefield Easement Types

### Types Of Easements

#### Easement A (circa 1965–1971)

- Agricultural purposes and associated housing. Professional activities within dwellings, but no additional specific professional offices.
- No commercial, business, or industrial buildings or structures to be placed.
- No power transmission lines permitted, except for normal agricultural and domestic use.
- No structures exceeding \$2,500 may be placed without approval of superintendent.
- No painting, exterior surfacing, or structural changes without approval.
- No signs, billboards, or advertisements.
- No mature trees or shrubs shall be removed without approval.
- General topography maintained; no substantial excavation or topographic changes without approval.
- Lands to be kept neat and orderly.
- No trailer shall be used as a home without approval.

#### Easement B (circa 1974–1976)

- Same as Easement A, except no power transmission lines changed to no major public utility installations.
- Added a provision to give the secretary of designee permission to inspect with notice.

#### Easement C (circa 1981–1982)

- Same as Easement B, with the below additions and changes:
  - » Dropped the \$2,500 cap on additional structures and replaced with no residences other than existing ones could be erected, and change or additions to existing structures must have approval.
  - » Replaced “mature trees” with no trees in excess of 6-inch diameter at breast height or shrubs without approval, except in listed circumstances.
  - » No subdivision provision added but indicated no “subdivision and conveyance.”

**Easement D (1986)**

- All of the above, with the below additions and changes:
  - » No storage or disposal of hazardous or toxic waste.
  - » Modified subdivision provision to “shall not be subdivided into smaller units nor shall there be any transfer of land less than the entire tract.”
  - » A requirement that future transfer, sale, or lease include a reference indicating that the transfer is subject to the terms of an easement.
  - » A notice that the terms and conditions are perpetual.

**Easement E (1988)**

- All of the above, with the below additions and changes:
  - » Added a provision that buildings destroyed or damaged may be replaced, rebuilt, or substituted with others in substantially the same location after approval of plans.
  - » Approval shall be deemed granted on provisions requiring approval, if the National Park Service does not respond within 30 days.
  - » No provision for public access is granted by the easement conditions.
  - » Additional easement conditions do not supersede more restrictive covenants already in place.

**Easement F (1998)**

- Contains most of the above provisions, but adds details about specific changes that may or may not take place in parcels A and B of the tract regarding structures, signage, etc. This property has an operating bed and breakfast and the easement was obtained through condemnation.
- Grants the United States the right to carry out archeological investigations and protects resources of archeological, paleontological, historical, or scientific value and indicates that those found become the property of the United States. Also, if these resources are discovered, the activities or operations that uncovered them will be suspended. The use of metal detectors is prohibited.
- Uncertainty in interpretation will favor conserving the view from the park



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**National Capital Region Foundation Document Recommendation**  
**Antietam National Battlefield**

September 2013

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This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the National Capital Regional Director.

*Susan W. Trail*

9/25/13

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RECOMMENDED

Superintendent, Antietam National Battlefield

Date

*[Signature]*

9.25.13

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APPROVED

Regional Director, National Capital Region

Date



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

ANTI 302/121730  
September 2013

MAP OF THE  
BATTLEFIELD OF ANTIETAM

with the Locations of Monuments

erected by the

ANTIENTAM COMMISSION

Foundation Document • Antietam National Battlefield

Scale of Feet: 1500 feet to 1 inch

1500 ft. 3000 ft. 4500 ft.

Contour intervals 20 feet

REDUCED BY PERMISSION OF THE  
ANTIENTAM COMMISSION

BRIG. GEN. E. A. CARMAN, Commissioner  
from their Map of the Battlefield that was surveyed  
and drawn by the Engineers of the  
GETTYSBURG NATIONAL PARK COMMISSION  
LT. COL. JOHN P. NICHOLSON, Chairman  
BY LT. COL. E. B. COPE, Engineer

PREPARED FOR THE  
ANTIENTAM BATTLEFIELD MEMORIAL  
COMMISSION

COL. JOSEPH W. HAWLEY, President

BY LT. BRIG. GEN. WILLIAM J. BOLTON

COL. OLIVER C. BOSHYSELL

Reduced and drawn by S. J. HAMBURG, Esq., Eng.

NATIONAL PARK SERVICE • U.S. DEPARTMENT OF THE INTERIOR