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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 more than 400 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 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 will have a foundational document to provide basic guidance for planning and management decisions—a foundation for planning and management. The core components of a foundation document include a brief description of the park as well as the park’s purpose, significance, fundamental resources and values, other important resources and values, and interpretive themes. The foundation document also includes special mandates and administrative commitments, an assessment of planning and data needs that identifies planning issues, planning products to be developed, and the associated studies and data required for park planning. Along with the core components, the assessment provides a focus for park planning activities and establishes a baseline from which planning documents are developed.

A primary benefit of developing a foundation document is the opportunity to integrate and coordinate all kinds and levels of planning from a single, shared understanding of what is most important about the park. The process of developing a foundation document begins with gathering and integrating information about the park. Next, this information is refined and focused to determine what the most important attributes of the park are. 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.

While not included in this document, a park atlas is also part of a foundation project. The atlas is a series of maps compiled from available geographic information system (GIS) data on natural and cultural resources, visitor use patterns, facilities, and other topics. It serves as a GIS-based support tool for planning and park operations. The atlas is published as a (hard copy) paper product and as geospatial data for use in a web mapping environment. The park atlas for Cumberland Gap National Historical Park can be accessed online at: http://insideparkatlas.nps.gov/.
Part 1: Core Components

The core components of a foundation document include a brief description of the park, park purpose, significance statements, fundamental resources and values, other important resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

Brief Description of the Park

Cumberland Gap National Historical Park is on the boundaries of Kentucky, Tennessee, and Virginia and encompasses 24,547 acres. The park occupies four counties in these three states, ranges from 1 to 4 miles in width, and stretches for 20 miles astride the forested Cumberland and Brush Mountains. East of the Cumberland Gap (the Gap) lies 15,470 acres of roadless area that extends 15 miles along the Cumberland Mountain Ridge. More than 14,000 acres of this area have been recommended for wilderness designation by Congress.

The park was authorized by Congress on June 11, 1940, to commemorate the story of the first “doorway to the west.” Carved by wind and water, Cumberland Gap forms a prominent break in the formidable Appalachian Mountain chain. First used by herds of bison in their migratory journeys and then followed by American Indians, the Cumberland Gap was the first and foremost avenue for the settlement of the interior of this nation.

In the late 17th century, this route into the rich hunting lands of “Kaintucke” was known to several American Indian tribes, but only a few Europeans. In 1775, a little known “long hunter” named Daniel Boone was commissioned to blaze a road through the Gap. (A long hunter was an explorer or hunter who ventured into the wilderness for a long trek.) Boone’s Trace evolved into the Wilderness Road, establishing Boone’s place in history as a frontiersman and pathfinder. Cumberland Gap served as the primary route to the West until 1810.

During the Civil War, the Gap was strategically important to both the Confederate and Union armies. There was no military railroad near the Gap, so defenses were constructed and portions of the Wilderness Road were used to transport supplies, troops, and ordnance.

Another key historic resource in the park is Hensley Settlement, a community of scattered farmsteads situated on an isolated plateau on Brush Mountain originally established by Sherman Hensley around 1903. The settlement consists of more than 40 historic structures, several log cabin homes, other farm structures, split rail fences, a one-room log cabin schoolhouse, pastures, and woodlands with scenic mountain views.
The natural resources of Cumberland Gap National Historical Park are rich and diverse, with 90% forest cover and more than 62 miles (100 kilometers [km]) of streams. The majority of the forest is a mix of second- and third-growth Eastern hardwood and conifers. Several human-caused changes have occurred in the park that have affected the forest landscape, including Civil War activities, logging, agriculture, mining, and road construction.

The American chestnut was once a dominant species within the park. The chestnut blight in the early 20th century drastically changed the landscape and continues to affect park species, including several mammal species that formerly depended on the crop of chestnuts. There is beautiful evidence of the chestnut’s former prominence in several cabins at the Hensley Settlement.

The park supports a great diversity of flora and fauna, including 970 vascular plant species (90 of which are rare or sensitive), 145 bird species, 40 mammal species, 25 fish species, and 35 reptile and amphibian species. In addition, the park has several state listed species, two federally listed mammals (Indiana bat [Myotis sodalis] and northern long-eared bat [M. septentrionalis]), and one federally listed fish (blackside dace [Chrosomus cumberlandensis])

Among the varied resources in the park are more than 30 known cave features, including Gap Cave, which is part of a major cave system. Gap Cave Spring was a significant water source for early settlers moving through Cumberland Gap. Gap Cave also displays historically relevant graffiti, with evidence of both Union and Confederate soldier's names and initials.

In 1973, Public Law 93-87 directed the National Park Service to construct a tunnel and road through Cumberland Mountain and to remove the existing road from the historic corridor and improve traffic safety. Following the completion of the twin bore tunnel system in 1996, the park’s primary historic feature—Cumberland Gap—was restored to its historic natural topography in 2002.

Cumberland Gap National Historical Park also includes approximately 4,000 acres of the Fern Lake watershed. This area was added to the southwestern end of the park in 2008 and 2009.

Cumberland Gap National Historical Park receives nearly 900,000 visitors each year. The park contains more than 85 miles of foot and horse trails and five backcountry camping areas. Popular activities include sightseeing, hiking, horseback riding, photography, camping, and guided tours of Gap Cave and the Hensley Settlement.
Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Cumberland Gap National Historical Park was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The park was established when the enabling legislation adopted by Congress was signed into law on June 11, 1940 (see appendix A for enabling legislation and subsequent amendments). The purpose statement lays the foundation for understanding what is most important about the park.

The purpose of Cumberland Gap National Historical Park is to preserve, protect, and interpret the geologic “doorway to the west” — the Cumberland Gap — through the southern Appalachian Mountains, together with the natural, historic, and cultural features that have made the area integral to and symbolic of centuries of American history.
Park Significance

Significance statements express why a park’s resources and values are important enough to merit designation as a unit of the national park system. These statements are linked to the purpose of Cumberland Gap National Historical Park, and are supported by data, research, and consensus. Statements of significance describe the distinctive nature of the park and why an area is important within a global, national, regional, and systemwide context. They focus on the most important resources and values that will assist in park planning and management.

The following significance statements have been identified for Cumberland Gap National Historical Park. (Please note that the sequence of the statements does not reflect the level of significance.)

- **Crossing the Great Appalachian Barrier.** The Cumberland Gap represents a turning point in American history as the Gap witnessed nearly 300,000 settlers pushing through the Appalachian barrier during the late 18th to early 19th century. Today some 40 million Americans can trace their history to crossing through the Gap.

- **Geology.** Cumberland Gap National Historical Park protects an extensive array of geologic features formed over the course of hundreds of millions of years in the wake of numerous Appalachian orogenies (mountain-forming periods). The park’s notable concentration of caves and karst formations, cliffs, pinnacles, and other geologic features provide a valuable window into the dynamic nature of the landscape and the impact of geology on human migration and culture.

- **Hensley Settlement.** The Hensley Settlement provides a rare vision of a farming community lifestyle that was declining during a time of dramatic change in Appalachia. During its existence (1903–1951), the settlement witnessed a shift from a largely self-sufficient farming economy to mining and timber resource extraction and the related impacts on the Appalachian economic culture. The settlement maintains its remoteness today as it did during its existence.

- **Strategic Civil War Location.** Situated between the neutral state of Kentucky and the Confederate states of Tennessee and Virginia, the Cumberland Gap illustrates a divided nation in conflict, sometimes within a single household, as well as marking a strategic location and narrow transportation route that changed hands several times throughout the Civil War.

- **Transportation Corridor.** For centuries, the Cumberland Gap has served as a critical transportation corridor for people and animals traversing the southern Appalachian Mountains. Bison and other animals first traveled the path of least resistance; their trails were followed by American Indians and early American pioneers. The Gap continued to serve as a transportation artery for the region throughout the 20th century. Today, traffic has been rerouted through the Cumberland Gap Tunnel, allowing visitors and animals to walk the restored Wilderness Road Trail in the footsteps of the thousands who came before them.

- **Wilderness Character.** In 1978, the president recommended that Congress designate more than 60% of Cumberland Gap National Historical Park as wilderness under the Wilderness Act of 1964. The recommended wilderness at Cumberland Gap—the largest protected wildlands in the Cumberland Mountains—offers extensive opportunities for solitude and primitive recreation in one of the most biologically rich and diverse forest ecosystems in the eastern United States.
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 Cumberland Gap National Historical Park:

- **The Cumberland Gap and the Wilderness Road.** The Cumberland Gap is the most prominent break within the southern Appalachian Mountains stretching across Kentucky, Tennessee, and Virginia. This prominent natural geological feature provided an important east/west travel and commerce corridor for American Indians and also iconic American historical figures like Daniel Boone who followed the pass over the mountain. Nearly 300,000 settlers passed through the Cumberland Gap during the late 18th to early 19th century. Today, more than 40 million Americans can trace their ancestry to people who traveled through the Cumberland Gap to settle lands on the western frontier and visitors can still follow these same footsteps on the restored trail through the mountain pass.
• **Diverse Ecological Landscape.** Cumberland Gap National Historical Park includes the head of the Martins Fork and Shillalah Creek watersheds and protects much of the watershed above Fern Lake. These and other park watersheds encompass a variety of terrestrial and aquatic habitats, including some that are globally imperiled. The rich assemblages of species that depend on these habitats include federally threatened and endangered species, including the Indiana bat, northern long-eared bat, and blackside dace.

• **Geologic Features.** Cumberland Gap National Historical Park reflects the long history of Appalachian mountain building and weathering, and the unique geologic and faulting processes that led to the formation of the Cumberland Gap. Prominent geologic features include the karst landscape, more than 30 known caves, the Pinnacle Overlook, and White Rocks. Steep slopes and pervasive, resistant sandstone ledges have created waterfalls and streams on both sides of the park’s ridge. The complex, underlying geologic framework of bedrock along the Martins Fork drainage has contributed to the formation of Kentucky’s largest peat bog.

• **Prehistoric and Historic Sites.** Cumberland Gap National Historical Park preserves significant historic sites including the Hensley Settlement, which was first established in 1903 and features numerous hand-hewn cabins made of American chestnut and oak, a one-room school house, and fenced fields that were once used for grazing and farming. The park preserves Civil War earthworks and numerous pre-Columbian archeological sites. The oldest standing structure in the park, the Iron Furnace, where locally mined iron ore was processed from 1820–1880, represents early industrial activity in the area.

• **Trails and Viewsheds.** Cumberland Gap National Historical Park’s trail system includes 85 miles of rugged mountain terrain. A majority of park trails, such as the Wilderness Road, Tennessee Road, Tri-State, and Object Lesson Road Trails, have evolved from historic roadbeds and help chronicle the stories of the park from the early settlement period through the mid-20th century. The park also features the Mischa Mokwa Trail, a Boy Scout trail constructed in 1965. Today, these trails serve as popular community connections, and provide visitors access to expansive scenic views that extend far into three states.

• **Wilderness Character.** The natural systems in the park’s recommended wilderness are largely untouched, and show few effects of modern civilization, especially as the area recovers from past human disturbance. The high elevations and remote stream courses in the recommended wilderness are largely removed from modern sounds and sights, allowing visitors to experience a high degree of solitude and the opportunity for primitive and unconfined recreation.
Other Important Resources and Values

Cumberland Gap National Historical Park contains other resources and values that are not fundamental to the purpose of the park and may be unrelated to its significance, but are important to consider in planning processes. These are referred to as “other important resources and values” (OIRV). These resources and values have been selected because they are important in the operation and management of the park and warrant special consideration in park planning.

The following other important resources and values have been identified for Cumberland Gap National Historical Park:

- **Cumberland Gap Tunnel.** The Cumberland Gap Tunnel is a remarkable engineering accomplishment. The four lane, 0.9-mile tunnel replaced a 2.3-mile treacherous mountain pass bisecting the Cumberland Gap National Historical Park. Rerouting traffic through the tunnel has allowed for the restoration of the Cumberland Gap and historic Wilderness Road, drastically improved safety conditions, and supports more than 22,000 vehicles on an annual average daily basis (as of 2014).

- **Chadwell Gap Coal Company Historic District.** The Chadwell Gap Coal Company mining operation is an extant and remarkably intact example of one of several small family mining operations formerly occupying park lands and as such is emblematic of the industrial history of this area of Appalachia. The mining district includes coke ovens, mines (now gated), tramline, commissary, and a historic road, and has been determined eligible for the National Register of Historic Places. The historic district is in the recommended wilderness area.

- **Museum and Archival Collections.** Cumberland Gap National Historical Park preserves a rich array of documents, photographs, artifacts, and oral histories that are representative of more than two centuries of southern Appalachian history. These collections are preserved and protected for use in exhibits, research, and park interpretation.
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 park significance statements and fundamental and other important 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. Interpretive themes go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. These themes help 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.

The following interpretive themes have been identified for Cumberland Gap National Historical Park:

- For centuries, the Cumberland Gap has been part of a natural corridor through the southern Appalachian Mountains for bison, American Indians, long hunters, pioneers, soldiers, and since the advent of the automobile, motorists.

- The Cumberland Gap was the intersection of two major American Indian trails, collectively known as the “Warrior’s Path.” American Indian tribes from throughout eastern North America hunted and traded here and traveled the Warrior’s Path to trade and make war on neighboring tribes.

- The nearly 300,000 people who traveled through the Cumberland Gap between 1775 and 1810 moved west for a variety of reasons, but most simply came to improve their lives. The men, women, and children who crossed the Cumberland Gap came from all walks of life: from merchants and doctors, to servants and enslaved people. It is difficult for modern travelers to imagine the hardships experienced by early travelers: hunger, cold, injury, disease, loneliness, and uprooted families.

- The Cumberland Gap’s strategic location and abundant natural resources made this area desirable during the Civil War and Industrial Revolution periods.

- The Cumberland Gap’s role as a major transportation route continues today through the Cumberland Gap Tunnel and highway, which, in turn, allowed for restoration of the historical Gap corridor to its 1790–1810 appearance.

- Cumberland Gap National Historical Park preserves a long mountain ridge that includes cliffs, streams, and forests where visitors can camp, picnic, and sightsee. The park includes more than 14,000 acres of recommended wilderness where visitors can hike and experience solitude within a vestige of the vast forests that once covered most of eastern North America.

- The Cumberland Gap and the Allegheny Plateau are examples of geologic and faulted mountain formations that reveal the uplifting of an ancient seabed. Included among the park’s unique geologic and landform features is an extensive cave system that features more than 30 known caves and other karst features that include sinking streams, pits, sinkholes, and springs.
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. Therefore, this part of the foundation document will be updated accordingly.

Special Mandates and Administrative Commitments

Many 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 memorandums 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 Cumberland Gap National Historical Park.

Special Mandates

- **Right-of-Way Related to US Highway 25E (US 25E) and Tunnel.** Section 160 of Public Law 93-87 required restoration of the Gap to its original condition. After construction of the US 25E tunnel was completed, the relocated highway, the tunnel, and associated rights-of-way were transferred to the National Park Service and managed as part of Cumberland Gap National Historical Park under a general agreement between the National Park Service and the Kentucky Transportation Cabinet.

- **Recommended Wilderness.** In 1978, a total of 14,091 acres in Cumberland Gap National Historical Park was recommended to Congress for designation as wilderness and potential wilderness. Under NPS management policies (section 6.3.1), no actions can be taken by the National Park Service that would diminish the wilderness eligibility of this area until the legislative process of wilderness designation has been completed.

- **Protection of the Fern Lake Scenic Viewshed and Watershed.** Acquisition of Fern Lake and approximately 4,500 acres of the Fern Lake watershed was authorized under section 150 of Public Law 108-199, the Consolidated Appropriations Act, 2004, entitled “Fern Lake Conservation and Recreation Act, 16 United States Code (USC) 268a.” This act provides protection of the vista of Fern Lake and its watershed from the Pinnacle Overlook, and also protects the water supply for Middlesboro, Kentucky, and environs. The park currently encompasses approximately 4,000 acres of the Fern Lake watershed; the lake itself and some surrounding land are under private ownership.

For more information about the existing administrative commitments for Cumberland Gap National Historical Park, please see appendix B.
Assessment of Planning and Data Needs

Once the core components of part 1 of the foundation document have been identified, it is important to gather and evaluate existing information about the park’s fundamental and other important resources and values, and develop a full assessment of the park’s planning and data needs. The assessment of planning and data needs section presents planning issues, the planning projects that will address these issues, and the associated information requirements for planning, such as resource inventories and data collection, including GIS data.

There are three sections in the assessment of planning and data needs:

1. analysis of fundamental and other important resources and values
2. identification of key issues and associated planning and data needs
3. identification of planning and data needs (including spatial mapping activities or GIS maps)

The analysis of fundamental and other important resources and values and identification of key issues leads up to and supports the identification of planning and data collection needs.

Analysis of Fundamental Resources and Values

The fundamental resource or value analysis table includes current conditions, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value.
<table>
<thead>
<tr>
<th>Fundamental Resource or Value</th>
<th>The Cumberland Gap and the Wilderness Road</th>
</tr>
</thead>
</table>
| **Related Significance Statements** | • Crossing the Great Appalachian Barrier.  
• Transportation Corridor.  
• Geology. |
| **Current Conditions and Trends** | **Conditions**  
• The forest and vegetation understory within the Gap restoration corridor along the Wilderness Road Trail continues to mature.  
• The Wilderness Road Trail is in need of constant maintenance including erosion control, removal of hazardous trees, and prevention of water pooling and washouts.  
• The park staff provides special hikes, including heritage hikes and moonlight hikes, into the Gap.  
• The concrete walkway at the Daniel Boone Visitor Information Center, part of the Wilderness Road Trail, is in poor and deteriorating condition. |
| | **Trends**  
• The condition of the Gap has improved since the Cumberland Gap Tunnel opened in 1996.  
• The Wilderness Road Trail has seen an increase in hikers corresponding to increased awareness of history and wellness initiatives.  
• More visitors are coming to the Cumberland Gap to retrace genealogical ties. |
| **Threats and Opportunities** | **Threats**  
• Requests for additional commemorations and markers need to be evaluated to retain the historic character of the area.  
• Erosion threatens the stability of the trail through the Gap.  
• Potential future development in adjacent urban areas could alter/degrade the viewshed.  
• The spread of invasive nonnative species, such as kudzu, is altering the landscape. |
| | **Opportunities**  
• Include additional wayside exhibits or new media for interpretation along Wilderness Road.  
• Partnerships with local community and nonprofit interest groups can provide quality access to the Gap and Wilderness Road Trail.  
• Provide a safe and accessible place to view the Gap from US Highway 58. |
| **Existing Data and Plans Related to the FRV** | • General management plan (2010).  
• Restoration of historical features, Cumberland Gap National Historical Park (2002).  
• Archeological site monitoring for the Cumberland Gap rehabilitation project (2001–2002).  
• Location of the Wilderness Road (J. Krakow, 1987).  
• Numerous studies related to the tunnel and road rehabilitation project. |
| **Data and/or GIS Needs** | • Survey and documentation of genealogical records of early settlers who traveled through the Gap.  
• Archeological survey on original portions of Wilderness Road.  
• National Register of Historic Places nomination for Cumberland Gap Historic District. |
| **Planning Needs** | • Trail management plan.  
• Long-range interpretive plan (update). |
### Laws, Executive Orders, and Regulations That Apply to the FRV
- National Historic Preservation Act of 1966, as amended
- Archeological and Historic Preservation Act of 1974
- Historic Sites Act of 1935
- “Protection of Historic Properties” (36 CFR 800)
- “Resource Protection, Public Use and Recreation” (36 CFR 2)
- Executive Order 11593, “Protection and Enhancement of the Cultural Environment”
- Advisory Council on Historic Preservation’s implementing regulations regarding the “Protection of Historic Properties” (36 CFR 800)

### NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)
- NPS Management Policies 2006 (§1.6) “Cooperative Conservation Beyond Park Boundaries”
- NPS Management Policies 2006 (Chapter 4) “Natural Resource Management”
- Director’s Order 28: Cultural Resource Management
- “NPS-28: Cultural Resource Management Guideline”
- *The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation*
- *The Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes*
- Programmatic Agreement among the National Park Service (US Department of the Interior), the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers for Compliance with Section 106 of the National Historic Preservation Act (54 USC 306108)
## Cumberland Gap National Historical Park

### Fundamental Resource or Value

#### Related Significance Statements
- Geology.
- Wilderness Character.

### Diverse Ecological Landscape

#### Conditions
- Disjunct populations of lichens have been identified within the park (species only otherwise found in the American and Canadian Rocky Mountains).
- Overall, forests exist in a relatively unaltered state compared to surrounding locales.
- Both the Davis Branch and Shillalah Creek are designated as “outstanding state resource waters” by the State of Kentucky.
- Wildlife in the park, including birds, mammals, and fish, may be susceptible to toxic accumulation of mercury given their appetite for insects and their position high on the food chain. There is statewide fish consumption advisory for mercury, which includes all waters within Kentucky.
- High diversity of flora and fauna in contrast with other lands in the surrounding region.
- White-nose syndrome has been documented on at least three of the six species of cave hibernating bats known to occur in the park.
- 134 species (amphibian, bird, fish, mammal, and plant species) in the park are state listed, federally listed, and/or possess a state rank of S1 or S2; three federally listed species, Indiana bat (endangered), northern long-eared bat (threatened), and blackside dace (threatened), are present.
- A pair of peregrine falcons has been observed in the White Rocks cliff area during the nesting season over multiple years.
- American chestnut root sprouts still exist in the park.
- The park's vegetation inventory found six globally rare types of habitats, including a swamp forest bog complex, Cumberland streamside bog, and pitch pine barren.
- Invasive plant and animal species (e.g., kudzu, autumn olive, hemlock woolly adelgid) are pervasive in certain parts of the park.
- Ozone foliar injury has occurred in some areas.
- Lack of noise and artificial light contribute to the health of the ecosystem.
- Sulfur and nitrogen-laden air pollutants are causing acidification of park ecosystems, which may be altering the area’s water, soil chemistry, and plants (such as sugar maple trees).
- Air pollutants have increased nitrogen levels in park soils, which can cause nonnative plant species to outcompete native vegetation and can increase susceptibility of some plants to certain insect pests.
- Some types of ozone-sensitive plants, such as Virginia pine and tulip poplar, are potentially at high risk for ozone damage.

#### Current Conditions and Trends

- The black bear population is increasing.
- Untreated hemlock stands are dying from hemlock woolly adelgid.
- Forest succession is occurring around the Hensley Settlement and along Wilderness Road and is changing the forest composition.
- Cave bats are noticeably declining due to white-nose syndrome.
- For 2003–2012, the trend in ground-level ozone concentration and sulfur and nitrogen deposition improved.
- Due to the underlying geology and acidic rainfall, the upper reaches of Martins Fork and Shillalah Creek continue to be acidic, significantly impacting fish populations.
# Threats and Opportunities

## Threats

- Natural communities are threatened by the spread of invasive nonnative species, including kudzu, autumn olive, hemlock woolly adelgid, emerald ash borer, and gypsy moth.
- Feral pigs have been documented outside the park within several miles of the park boundary.
- Mercury deposition could potentially threaten natural plant and animal communities.
- Illegal poaching of ginseng and black cohosh not only threatens those species, but also disturbs soils allowing the spread of invasive nonnative species.
- Although recreational all-terrain vehicle use is not authorized in the park, unauthorized use can disturb vegetation and soils as well as increase noise.
- Climate change projections indicate increased temperature and precipitation, which could affect species composition, provide more favorable conditions for the growth of invasive nonnative plants such as kudzu, and shift the ranges of numerous tree species northward.
- Increasing visitor use could potentially be a vector for the introduction and spread of invasive nonnative species.
- White-nose syndrome has infected at least three species of cave hibernating bats and has the potential to impact all six species of cave hibernating bats occurring in the park.
- Water quality in a few park streams is occasionally impacted by adjacent community sewer utilities and acidity of rainfall.
- Runoff from the tunnel draining into Tunnel Creek could impair water quality.

## Opportunities

- Introduce more biological control species to combat invasive nonnative species.
- The park could continue to take management actions to curtail the spread of invasive nonnative species.
- Continue to work with media (local television, news outlets, etc.) to promote park initiatives related to natural resources.
- Accomplish shared resource management goals by continuing partnerships with academic institutions, NPS programs, state and local agencies, US Fish and Wildlife Service.
- Expand interpretative and educational tools to communicate the connections between the backcountry, scenic views, air quality/pollution, night sky, climate change, diverse ecological landscape, human health, and other associated resources.

## Existing Data and Plans Related to the FRV

- Acoustic and night sky condition models (2015).
- Forest vegetation resource brief (2013).
- Park resource brief (2013).
- Natural resource condition assessment for the park (2013).
<table>
<thead>
<tr>
<th>Fundamental Resource or Value</th>
<th>Diverse Ecological Landscape</th>
</tr>
</thead>
</table>
| **Existing Data and Plans Related to the FRV (continued)** | • “Assessing the Potential Effects of Climate Change on Species in the Cumberland Piedmont Network of the NPS” (2012).  
• General management plan (2010).  
• NatureServe 2006 vascular plant inventory and ecological community classification.  
• Park mammal inventory (2006)  
• Park bird inventory (2005).  
• Park fish inventory (2005).  
• Park herpetofauna survey (2003).  
• Cave management plan (1998). |
| **Data and/or GIS Needs** | • Mercury deposition study.  
• Cave biota inventory.  
• Wetland inventory.  
• Stated listed species inventories.  
• Bat maternity roosting inventory.  
• Resource inventories of park lands in the Fern Lake watershed.  
• Continued monitoring of observed and projected climate change variables. |
| **Planning Needs** | • Fire management plan (update).  
• Forest health management plan.  
• Blackside dace recovery plan.  
• Resource stewardship strategy.  
• Integrated pest management plan.  
• Climate change scenario planning. |
| **Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance** | **Laws, Executive Orders, and Regulations That Apply to the FRV**  
• Endangered Species Act of 1973  
• National Invasive Species Act of 1996  
• Clean Air Act of 1970  
• Clean Water Act of 1972  
• Federal Noxious Weed Act of 1974  
• Lacey Act, as amended  
• Migratory Bird Treaty Act of 1918  
• Migratory Bird Conservation Act of 1929  
• “Resource Protection, Public Use, and Recreation” (36 CFR 2)  
• Executive Order 11514, “Protection and Enhancement of Environmental Quality”  
• Executive Order 13112, “Invasive Species”  
• Executive Order 11990, “Protection of Wetlands”  
• Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”  

**NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)**  
• NPS Management Policies 2006 (§1.6) “Cooperative Conservation Beyond Park Boundaries”  
• NPS Management Policies 2006 (chapter 4) “Natural Resource Management”  
• NPS Natural Resource Management Reference Manual 77  
• Director’s Order 47: Soundscape Preservation and Noise Management
## Fundamental Resource or Value

### Related Significance Statements
- Geology.
- Wilderness Character.

## Geologic Features

### Current Conditions and Trends
- Visitors currently are allowed to experience parts of Gap Cave (largest known cave to occur in the park) through guided tours.
- Partnerships with organizations, such as the Cave Research Foundation, are contributing to new cave findings and research.
- Geologic features are appreciated by visitors and the local community, especially White Rocks and Sand Cave (rock shelter).
- Geologic features (rock formations, associated microhabitats) found within the park are more prevalent than in surrounding areas.

### Trends
- More visitors are coming to the park to learn about the unique geology.
- As research from partner organizations on geologic features continues, more information about the karst/cave system continues to become available.
- Interest in rock climbing at White Rocks and on other geologic features at the park has increased.

### Threats and Opportunities

#### Threats
- Vandalism, including carvings and graffiti on popular geologic features, and theft of fossils and minerals.
- Projected increases in mean annual temperature, storm frequency/intensity, and drought events due to climate change could alter the area's surface water and groundwater hydrology, affect water quality, and accelerate erosion and sedimentation, all of which could affect the karst/cave system. The complexities of the karst/cave system are not entirely known, and could become threatened due to nonpoint source pollution.
- Illegal collection of geologic specimens in the caves and elsewhere in the park.
- Atmospheric mercury deposition from coal-fired power plants into soils and water threaten the long-term health of cave and karst systems and the organisms that occur there.

#### Opportunities
- Provide additional interpretive and education programs on caves and other geologic features.
- Partner with universities to conduct geologically related research and assist with inventorying geologic features.
- Continue exploration, survey, and inventory of park caves, which will lead to additional scientific discovery and documentation of resources.
<table>
<thead>
<tr>
<th>Fundamental Resource or Value</th>
<th>Geologic Features</th>
</tr>
</thead>
</table>
| Existing Data and Plans Related to the FRV | • Geologic resources inventory report (2011).  
• General management plan (2010).  
• Long-range interpretive plan (1998).  
• Cave management plan for Gap Cave (1998). |
| Data and/or GIS Needs | • Cave biota inventory.  
• Cave mapping and inventory of cave features.  
• Improved and larger-scale geologic mapping.  
• Hydrologic assessment related to karst resources.  
• Continued monitoring of observed and projected climate change variables. |
| Planning Needs | • Climbing management plan.  
• Cave and karst management plan. |
| Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance | Laws, Executive Orders, and Regulations That Apply to the FRV  
• Federal Cave Resources Protection Act of 1988  
• “Cave Management” (43 CFR 37)  
• “Resource Protection, Public Use, and Recreation” (36 CFR 2)  
NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)  
• NPS Natural Resource Management Reference Manual 77 |
<table>
<thead>
<tr>
<th>Fundamental Resource or Value</th>
<th>Prehistoric and Historic Sites</th>
</tr>
</thead>
</table>
| **Related Significance Statements** | **Hensley Settlement.**  
**Crossing the Great Appalachian Barrier.**  
**Transportation Corridor.**  
**Strategic Civil War Location.**  |

<table>
<thead>
<tr>
<th><strong>Current Conditions and Trends</strong></th>
<th><strong>Conditions</strong></th>
</tr>
</thead>
</table>
|                                  | The overall condition of historic sites in the park is fair.  
The condition of the Hensley Settlement is deteriorating due to challenges associated with its isolated location and the effort and technical skill needed to maintain the many separate structures.  |

| **Trends** | Public interest in Civil War sites has increased, especially with the sesquicentennial events.  
The Hensley Settlement has become an increasingly popular attraction for park visitors.  
Through dedicated research and field work, the park staff continues to increase its knowledge of the park’s historic resources.  |

<table>
<thead>
<tr>
<th><strong>Threats and Opportunities</strong></th>
<th><strong>Threats</strong></th>
</tr>
</thead>
</table>
|                               | Vandalism and theft of archeological resources.  
Natural threats such as erosion, wildfire, storms, and treefall could damage historic sites and structures.  
The historical value of sites is not always understood by the public, and as a result, some visitors engage in inappropriate activities that impair historic sites.  
Acidification caused by air pollution may be contributing to the deterioration of stone and metal materials.  |

|                               | **Opportunities** |
|                               | Improve the road to Hensley Settlement to increase access.  
Continue to develop partnerships with other connected parks and historic sites.  
Develop mobile apps for self-guided tours to all sites.  
Through increased education, interpretive programming, and interactive media (web presence), the park could improve the understanding and appreciation of historic sites.  
Increase physical and programmatic access to historic sites, including offering virtual tours.  
Work with volunteers to assess and monitor condition of sites.  |

| **Existing Data and Plans Related to the FRV** | **Condition assessments in the List of Classified Structures database (2014).**  
**General management plan (2010).**  
**Civil War Defenses of Cumberland Gap (David Lowe, 2007–2010).**  
**Archeological overview and assessment of the park (2005).**  
**Management recommendations for earthworks of Cumberland Gap National Historical Park national register historic district (2005).**  
**Documentation and survey for archeological resources in the park’s national register historic district (2004).**  
**Hensley Settlement cultural landscape report (2002) (incomplete).**  
**Civil War cultural landscape report (in process).**  
**Hensley oral history collection.** |

| **Data and/or GIS Needs** | **Visitor use data / survey.**  
**Prehistoric sites archeological inventory.**  
**Iron furnace – cultural landscape inventory.**  
**Cultural landscape inventory for Hensley Settlement.**  
**Cultural landscape inventory for the Chadwell Gap Coal Company Historic District.**  
**Administrative history.** |
<table>
<thead>
<tr>
<th>Fundamental Resource or Value</th>
<th>Prehistoric and Historic Sites</th>
</tr>
</thead>
</table>
| **Planning Needs**            | • Hensley Settlement site management plan.  
                                 | • Historic structure reports.  |
| **Laws, Executive Orders, and Regulations That Apply to the FRV** | • National Historic Preservation Act of 1966, as amended  
                             | • Archeological and Historic Preservation Act of 1974  
                             | • Historic Sites, Buildings, and Antiquities Act of 1935  
                             | • “Protection of Historic Properties” (36 CFR Part 800)  
                             | • “Resource Protection, Public Use and Recreation” (36 CFR Part 2)  
                             | • Executive Order 11593, “Protection and Enhancement of the Cultural Environment“  
                             | • Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”  |
                             | • Director’s Order 28: Cultural Resource Management  
                             | • “NPS-28: Cultural Resource Management Guideline”  
                             | • The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation  
                             | • The Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes  
<pre><code>                         | • Programmatic Agreement among the National Park Service (US Department of the Interior), the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers for Compliance with Section 106 of the National Historic Preservation Act  |
</code></pre>
<table>
<thead>
<tr>
<th><strong>Fundamental Resource or Value</strong></th>
<th><strong>Trails and Viewsheds</strong></th>
</tr>
</thead>
</table>
| Related Significance Statements | • Crossing the Great Appalachian Barrier.  
• Transportation Corridor.  
• Wilderness Character. |
| **Current Conditions and Trends** | **Conditions**  
• Because of their alignment with historic transportation corridors and linkage to historic sites, trails are a primary thread linking the past to the present.  
• Length and remoteness of historic trails make continued, ongoing maintenance challenging.  
• Park trails offer some of the best vantage points to experience scenic views in the surrounding region.  
• Trails in recommended wilderness are more labor intensive in terms of planning and conducting maintenance.  
• The Fitness Trail and some of the trails that extend to the Saddle of the Gap experience high local use.  
• Trail signage can be confusing and inconsistent.  
• Mining impacts from areas outside the park are present in the viewshed from numerous vantage points.  
• Scenic views have been degraded due to air pollution-caused haze. |
| **Trends** | **Increasing reliance on volunteers to maintain trails (e.g., American Conservation Experience crews, American Hiking Society).**  
**Increasing opportunities to accommodate multiple user groups and special use events on trails.**  
**Some user groups are increasingly coming to the park to avoid crowded trails elsewhere.**  
**Dispersed camping and equestrian use is increasing.**  
**Increasing interest in trail connections between the park and neighboring communities.**  
**Air pollution-caused haze is decreasing and visibility is improving due to a decline in emissions from power plants and vehicles.** |
| **Threats and Opportunities** | **Threats**  
• Damage to trails associated with unauthorized all-terrain vehicle use.  
• Limited vandalism associated with barriers and handrails.  
• Trail degradation due to weather and erosion.  
• Presence of cell phone towers outside the park could impact the viewshed.  
• Visibility can be degraded due to air pollution-caused haze.  
• Development of lands adjacent to Hensley Road and Shillalah Creek would impact the viewshed from Shillalah Creek Road and the continuity of forested landscape inside and outside the park.  
• Development from adjacent lands could affect night skies and nighttime lightscape by adding artificial light to the environment. |
| **Opportunities** | **Opportunity to partner with trail user groups for trail maintenance.**  
**Increased potential to partner with states regarding trail initiatives, as well as neighboring communities.**  
**Increased potential for working with the NPS Rivers, Trails, and Conservation Assistance Program on community trail planning.**  
**Coordinate and partner with local communities on best practices.**  
**Reduce light output by retrofitting park lighting facilities.**  
**Expand interpretative and educational tools to communicate the connections between the backcountry, scenic views, air quality/pollution, night sky, climate change, diverse ecological landscape, human health, and other associated resources.** |
<table>
<thead>
<tr>
<th>Fundamental Resource or Value</th>
<th>Trails and Viewsheds</th>
</tr>
</thead>
</table>
| **Existing Data and Plans Related to the FRV** | - General management plan (2010).  
- “Nearby air quality monitoring including ozone, deposition, and visibility.” National Park Service, Air Resources Division.  
| **Data and/or GIS Needs** | - Visitor use data / survey.  
- Scenic resource inventory. |
| **Planning Needs** | - Fern Lake watershed plan.  
- Trail management plan.  
- Visitor use management plan. |

**Laws, Executive Orders, and Regulations That Apply to the FRV**
- National Historic Preservation Act of 1966, as amended  
- Archeological and Historic Preservation Act of 1974  
- Historic Sites Act of 1935  
- Clean Air Act of 1970  
- Americans with Disabilities Act  
- The Wilderness Act of 1964  
- Executive Order 11514, “Protection and Enhancement of Environmental Quality”  
- Executive Order 11593, “Protection and Enhancement of the Cultural Environment”  
- Advisory Council on Historic Preservation’s implementing regulations regarding the “Protection of Historic Properties” (36 CFR 800)  
- “Resource Protection, Public Use, and Recreation” (36 CFR 2)  
- Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”

**NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)**
- NPS Management Policies 2006 (§1.4) “Park Management” and (§1.6) “Cooperative Conservation Beyond Park Boundaries”  
- NPS Management Policies 2006 (§5.3.5) “Treatment of Cultural Resources”  
- NPS Management Policies 2006 (§9.2.2) “Trails and Walks”)  
- Director’s Order 28: Cultural Resource Management  
- “NPS-28: Cultural Resource Management Guideline”  
- Director’s Order 42: Accessibility for Park Visitors  
- Director’s Order 47: Soundscape Preservation and Noise Management  
- The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation  
- The Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes  
- Programmatic Agreement among the National Park Service (US Department of the Interior), the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers for Compliance with Section 106 of the National Historic Preservation Act
<table>
<thead>
<tr>
<th><strong>Fundamental Resource or Value</strong></th>
<th><strong>Wilderness Character</strong></th>
</tr>
</thead>
</table>
| **Related Significance Statements** | • Geology.  
• Wilderness Character. |
| **Current Conditions and Trends** | **Conditions**  
• Recommended wilderness is in good condition overall.  
• Recommended wilderness affords visitors high-quality night sky viewing opportunities.  
• Recommended wilderness allows visitors to experience solitude.  
• There are few opportunities within the surrounding region for remote, backcountry experiences.  
• The park offers one of the best places in the region to view dark night skies. |
| **Trends** | • There has been a general shift from overnight use to day use.  
• Visitors are increasingly interested in backcountry recreation opportunities. |
| **Threats and Opportunities** | **Threats**  
• The natural quality of the recommended wilderness area is threatened by invasive nonnative species such as Japanese spiraea, Japanese stiltgrass, and hemlock woolly adelgid.  
• Increasing visitor use in the recommended wilderness area hinders opportunity for visitors to experience solitude.  
• Human-made structures, such as remnants of past mining operations, detract from the undeveloped quality of the recommended wilderness area.  
• Periodic use of mechanized equipment by staff as administratively approved.  
• Climate change may contribute to associated changes to weather patterns, which may alter vegetation composition over time.  
• Although recreational all-terrain vehicle use is not authorized in the park, unauthorized all-terrain vehicle use can disturb vegetation and soils as well as increase noise.  
• Air quality and scenic resources, including views from Pinnacle and White Rocks Overlooks, are impacted by regional and local sources of air pollution such as power plants, industrial facilities, agriculture, and urban developments.  
• Light pollution from adjacent communities and air pollution from regional sources may degrade night sky viewing opportunities.  
• Noise pollution can hinder the opportunity to experience solitude.  
• Ginseng poaching disturbs soils and affects vegetation in the recommended wilderness area. |
| **Opportunities** | • Opportunity to experience solitude and a wilderness setting.  
• Preserve traditional maintenance skills through use of hand tools.  
• Involve volunteers in monitoring, backcountry patrols, and other park management efforts.  
• Educate the public through interpretive programs and partnerships about wilderness and its unique qualities.  
• Interpret wilderness character as part of a changing ecosystem and climate. |
| **Existing Data and Plans Related to the FRV** | • General management plan (2010).  
• Proposed Wilderness Classification, Cumberland Gap National Historical Park.  
• “Nearby air quality monitoring including ozone, deposition, and visibility.” National Park Service, Air Resources Division.  
• “Air Quality Conditions & Trends by NPS Units: Cumberland Gap NHP.” National Park Service. Denver, Colorado. |
<table>
<thead>
<tr>
<th>Fundamental Resource or Value</th>
<th>Wilderness Character</th>
</tr>
</thead>
<tbody>
<tr>
<td>Data and/or GIS Needs</td>
<td>Visitor use survey.</td>
</tr>
<tr>
<td>Planning Needs</td>
<td>Wilderness eligibility assessment of newly acquired lands in the Fern Lake watershed.</td>
</tr>
<tr>
<td></td>
<td>Backcountry management plan.</td>
</tr>
<tr>
<td></td>
<td>Wilderness study (if eligibility assessment indicates that the newly acquired lands are eligible for wilderness designation).</td>
</tr>
<tr>
<td></td>
<td>Trail management plan.</td>
</tr>
<tr>
<td></td>
<td>Forest health management plan.</td>
</tr>
<tr>
<td></td>
<td>Fire management plan (update).</td>
</tr>
<tr>
<td></td>
<td>Climate change scenario planning.</td>
</tr>
</tbody>
</table>

**Laws, Executive Orders, and Regulations That Apply to the FRV**
- The Wilderness Act of 1964
- Clean Air Act of 1970
- Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”

**NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)**
- Director’s Order 41: Wilderness Stewardship
- NPS Reference Manual 41: Wilderness Stewardship
- Director’s Order 47: Soundscape Preservation and Noise Management
## Analysis of Other Important Resources or Values

<table>
<thead>
<tr>
<th>Other Important Resource or Value</th>
<th>Cumberland Gap Tunnel</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Current Conditions and Trends</strong></td>
<td><strong>Conditions</strong></td>
</tr>
<tr>
<td>• The opening of the Cumberland Gap Tunnel has allowed the park to restore its landscape to an 1810 appearance.</td>
<td></td>
</tr>
<tr>
<td>• The tunnel is regularly maintained by the Cumberland Gap Tunnel Authority, Kentucky Transportation Cabinet, and Tennessee Department of Transportation, and is in excellent condition.</td>
<td></td>
</tr>
<tr>
<td>• The Cumberland Gap Tunnel Authority uses state of the art technology for safe operations and maintenance.</td>
<td></td>
</tr>
<tr>
<td>• The tunnel accommodates about 22,000 vehicles daily (2014).</td>
<td></td>
</tr>
<tr>
<td>• The park maintains excellent communication and meets regularly with the Cumberland Gap Tunnel Authority.</td>
<td></td>
</tr>
<tr>
<td>• Radio rebroadcast system informs users of real-time safety conditions.</td>
<td></td>
</tr>
<tr>
<td><strong>Trends</strong></td>
<td></td>
</tr>
<tr>
<td>• There has been a notable reduction of serious injury and fatal accidents since the prior mountainous US 25E was closed.</td>
<td></td>
</tr>
<tr>
<td>• Since the tunnel was completed, the numbers of people and goods traveling through the region have increased.</td>
<td></td>
</tr>
<tr>
<td>• Natural resource conditions in this area are becoming better.</td>
<td></td>
</tr>
<tr>
<td>• Safer travel provides opportunity for increased tourism and a more positive visitor experience.</td>
<td></td>
</tr>
<tr>
<td><strong>Threats and Opportunities</strong></td>
<td><strong>Threats</strong></td>
</tr>
<tr>
<td>• Motor vehicle accidents occurring in and around the tunnel could damage the structure.</td>
<td></td>
</tr>
<tr>
<td><strong>Opportunities</strong></td>
<td></td>
</tr>
<tr>
<td>• Provide the public with more information about the history of the tunnel.</td>
<td></td>
</tr>
<tr>
<td>• Continue data sharing with Cumberland Gap Tunnel Authority to improve the management of the tunnel.</td>
<td></td>
</tr>
<tr>
<td><strong>Existing Data and Plans Related to the OIRV</strong></td>
<td>General management plan (2010).</td>
</tr>
<tr>
<td><strong>Data and/or GIS Needs</strong></td>
<td>Accident trends report.</td>
</tr>
<tr>
<td><strong>Planning Needs</strong></td>
<td>None identified.</td>
</tr>
<tr>
<td><strong>Laws, Executive Orders, and Regulations That Apply to the OIRV</strong></td>
<td>None identified.</td>
</tr>
<tr>
<td>• Director's Order 87D: Non-NPS Roads</td>
<td></td>
</tr>
</tbody>
</table>
### Current Conditions and Trends

**Conditions**
- Conditions are currently poor.
- Coke ovens are deteriorating.
- Vegetation is overgrown on the site.
- The historic site is not currently interpreted because of safety conditions.
- The site is eligible for the national register – with concurrence from the Virginia Department of Historic Resources.

**Trends**
- With the reopening of the Chadwell Gap Trail, visitation in this area has been increasing.
- Increased interest in local history.
- Increased knowledge of the connection between the site and the Hensley Settlement story.

### Threats and Opportunities

**Threats**
- Vandalism of sites within the historic district further degrades the condition of the district’s contributing resources.
- Tree fall and tree roots can cause damage to structures and archeological sites.
- Because the sites are not protected from the elements, erosion and weather can cause additional wear and tear.

**Opportunities**
- Develop waysides (at the trailhead outside recommended wilderness).
- Provide additional interpretation of the site to the public through nonpersonal waysides or media, the park’s website, and programs.
- Stabilize and/or restore the coke ovens.
- Create presentations on the connection between historic coal operations and today’s industry.
- Tie the interpretive story of Chadwell Gap to the Hensley Settlement.

### Existing Data and Plans Related to the OIRV
- University of Tennessee archeology study (2014).
- “Chadwell Gap Coal Company Historic District Determination of Eligibility Study” (2012).
- General management plan (2010).
<table>
<thead>
<tr>
<th>Other Important Resource or Value</th>
<th>Chadwell Gap Coal Company Historic District</th>
</tr>
</thead>
<tbody>
<tr>
<td>Data and/or GIS Needs</td>
<td>• More oral histories related to Chadwell Gap.</td>
</tr>
<tr>
<td>Planning Needs</td>
<td>• None at this time.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Laws, Executive Orders, and Regulations That Apply to the OIRV</th>
</tr>
</thead>
<tbody>
<tr>
<td>• National Historic Preservation Act of 1966, as amended</td>
</tr>
<tr>
<td>• Archeological and Historic Preservation Act of 1974</td>
</tr>
<tr>
<td>• Historic Sites Act of 1935</td>
</tr>
<tr>
<td>• The Wilderness Act of 1964</td>
</tr>
<tr>
<td>• “Protection of Historic Properties” (36 CFR 800)</td>
</tr>
<tr>
<td>• “Resource Protection, Public Use, and Recreation” (36 CFR 2)</td>
</tr>
<tr>
<td>• Executive Order 11593, “Protection and Enhancement of the Cultural Environment”</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</th>
</tr>
</thead>
<tbody>
<tr>
<td>• NPS Management Policies 2006 (§5.3.5) “Treatment of Cultural Resources” and (§5.3.5.2) “Cultural Landscapes”</td>
</tr>
<tr>
<td>• Director’s Order 28: Cultural Resource Management</td>
</tr>
<tr>
<td>• “NPS-28: Cultural Resource Management Guideline”</td>
</tr>
<tr>
<td>• The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation</td>
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<tr>
<td>• The Secretary of the Interior’s Standards Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</td>
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<tr>
<td>• NPS Reference Manual 41: Wilderness Stewardship</td>
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</table>
### Other Important Resource or Value

<table>
<thead>
<tr>
<th>Conditions and Trends</th>
<th>Museum and Archival Collections</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Current Conditions and Trends</strong></td>
<td><strong>Conditions</strong></td>
</tr>
<tr>
<td></td>
<td>• The museum collection is moving to the multipark curatorial facility near Great Smoky Mountains National Park in fiscal year 2018.</td>
</tr>
<tr>
<td></td>
<td>• Dozens of oral histories are part of the collection.</td>
</tr>
<tr>
<td></td>
<td>• The collection is not fully cataloged at this time.</td>
</tr>
<tr>
<td></td>
<td>• Historic photograph collection digitization is about 75% complete.</td>
</tr>
<tr>
<td><strong>Trends</strong></td>
<td><strong>Trends</strong></td>
</tr>
<tr>
<td></td>
<td>• The park’s collection of oral histories is growing.</td>
</tr>
<tr>
<td></td>
<td>• Public interest in genealogy is increasing.</td>
</tr>
<tr>
<td></td>
<td>• The archival collection is becoming increasingly accessible to the public.</td>
</tr>
<tr>
<td></td>
<td>• Access to the museum collection will increase when it moves to a new, staffed facility.</td>
</tr>
</tbody>
</table>

### Threats and Opportunities

<table>
<thead>
<tr>
<th>Threats and Opportunities</th>
<th>Threats</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Threats</strong></td>
<td>• The current museum collection storage facility is situated within a floodplain.</td>
</tr>
<tr>
<td><strong>Opportunities</strong></td>
<td>• The collection could be used by staff for interpretation or research.</td>
</tr>
<tr>
<td></td>
<td>• Increase online presence and provide additional access for visitors to the archival and museum collections.</td>
</tr>
<tr>
<td></td>
<td>• Online/remote ability to research the archival collection.</td>
</tr>
<tr>
<td></td>
<td>• Increase the number of revolving exhibits in the visitor center.</td>
</tr>
<tr>
<td></td>
<td>• Work with volunteers to digitize more photos and documents.</td>
</tr>
<tr>
<td></td>
<td>• Work with descendants of early pioneers and the Civil War to document migration stories.</td>
</tr>
<tr>
<td></td>
<td>• Look into technological methods to convey information on the site-specific research that has been conducted at the park.</td>
</tr>
</tbody>
</table>

### Existing Data and Plans Related to the OIRV

| **Existing Data and Plans Related to the OIRV** | |
| ----------------------------- | |
| | • Joint curatorial collections facility – 2011 environmental assessment; prepared by Great Smoky Mountains National Park. |
| | • General management plan (2010). |
| | • Scope of collections statement (2009). |
| | • Museum collection management plan (2004). |
| | • Archives and records management plan (2003). |
| | • Finding aids to all park archival collections. |
| | • Collections Management System (CMS) database. |

### Data and/or GIS Needs

| Data and/or GIS Needs | |
| ---------------------- | |
| | • None at this time. |

### Planning Needs

<p>| Planning Needs | |
| --------------- | |
| | • Updated collection management plan. |
| | • Administrative history. |</p>
<table>
<thead>
<tr>
<th>Other Important Resource or Value</th>
<th>Museum and Archival Collections</th>
</tr>
</thead>
<tbody>
<tr>
<td>Laws, Executive Orders, and Regulations That Apply to the OIRV</td>
<td><strong>Laws, Executive Orders, and Regulations That Apply to the OIRV</strong></td>
</tr>
<tr>
<td>• “Curation of Federally-Owned and Administered Archaeological Collections” (36 CFR 79)</td>
<td>• “Curation of Federally-Owned and Administered Archaeological Collections” (36 CFR 79)</td>
</tr>
<tr>
<td><strong>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</strong></td>
<td><strong>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</strong></td>
</tr>
<tr>
<td>• NPS Management Policies 2006 (§ 4.2) “Studies and Collections”</td>
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</tr>
<tr>
<td>• Director’s Order 24: NPS Museum Collections Management</td>
<td>• Director’s Order 24: NPS Museum Collections Management</td>
</tr>
<tr>
<td>• Director’s Order 28: Cultural Resource Management</td>
<td>• Director’s Order 28: Cultural Resource Management</td>
</tr>
<tr>
<td>• Director’s Order 28A: Archeology</td>
<td>• Director’s Order 28A: Archeology</td>
</tr>
<tr>
<td>• The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation</td>
<td>• The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation</td>
</tr>
<tr>
<td>• USDI Museum Property Directives</td>
<td>• USDI Museum Property Directives</td>
</tr>
</tbody>
</table>
Identification of Key Issues and Associated Planning and Data Needs

This section considers key issues to be addressed in planning and management and therefore takes a broader view over the primary focus of part 1. A key issue focuses on a question that is important for a park. Key issues often raise questions regarding park purpose and significance and fundamental and other important resources and values. For example, a key issue may pertain to the potential for a fundamental or other important resource or value in a park to be detrimentally affected by discretionary management decisions. A key issue may also address crucial questions that are not directly related to purpose and significance, but which still affect them indirectly. Usually, a key issue is one that a future planning effort or data collection needs to address and requires a decision by NPS managers.

The following are key issues for Cumberland Gap National Historical Park and the associated planning and data needs to address them:

- **Prehistoric and historic resource preservation.** Cumberland Gap National Historical Park’s wide array of historic resources serve as one of the primary draws for park visitors. Preserving the 40-plus historic structures at the Hensley Settlement, significant historic trails, Civil War sites, and resources for the education and enjoyment of visitors is an ongoing challenge. These structures require staff possessing historic preservation skills, trades, and knowledge of the tools and materials required for restoring, rehabilitating, and managing historic structures. In addition, while some park historic resources have been stabilized, many of these measures were not intended to be long-term solutions. Numerous historic sites within the park also have yet to be spatially recorded and/or inventoried.

**Data Needs**

- Visitor use survey
- Prehistoric sites archeological inventory
- Hensley Settlement cultural landscape inventory
- Cultural site global positioning satellite (GPS) data
- Historic structures report (all historic buildings)
- Update the National Register of Historic Places nomination for the Cumberland Gap Historic District

**Planning Needs**

- Hensley Settlement site management plan
- Resource stewardship strategy
- Trail management plan
- Integrated pest management plan
• **Partnership and public engagement.** Past efforts to proactively engage community and regional partners have helped Cumberland Gap National Historical Park establish a strong network of park supporters and proponents. These partners have helped play an important role in park planning efforts, and continue to assist with and provide support for trail maintenance, education, and outreach efforts. In addition, partnerships have linked non-local visitors to the broader regional tourism attractions. Looking to the future, the park hopes to continue to build upon past successes while seeking to strengthen existing relationships with tribes, state and local parks, resource organizations, recreational groups, trail organizations, state historical preservation offices, and academic institutions.

**Data Needs**
- None documented at this time

**Planning Needs**
- Hensley Settlement site management plan
- Resource stewardship strategy
- Trail management plan

• **Fern Lake Watershed Management.** Approximately 4,000 acres of the Fern Lake watershed lie within a heavily wooded valley in the southwestern end of the park. The watershed provides a scenic view from the park’s most visited point, the Pinnacle Overlook. This area has yet to be inventoried for natural and cultural resources since its recent acquisition into the park’s lands.

The potential exists for the Fern Lake watershed to become a popular outdoor destination for trail activities. The eventual addition of backcountry recreation opportunities within the watershed may help relieve some of the pressures associated with increasing backcountry use in other portions of the park. In the meantime, public interest remains high regarding the potential future recreation opportunities in this area.

**Data Needs (only for acquired park lands)**
- Fern Lake watershed cultural and natural resource inventories

**Planning Needs**
- Fern Lake watershed plan
- Trail management plan
- Wilderness eligibility assessment

• **Interpretive programming.** Cumberland Gap National Historical Park staff are committed to providing meaningful interpretive programming for park visitors. The park’s visitor center, wayside exhibits, periodic demonstrations at the Hensley Settlement, interpretive kiosks, and other interpretive programming provide a variety of opportunities to learn about and connect with park resources. Additional outreach through online social media, mobile apps, and other cutting edge technology will more proactively engage a broader spectrum of visitors. Cumberland Gap National Historical Park’s ties to community and regional schools have also resulted in heightened demand for more formalized education and outreach efforts. Continued outreach to area youth will help ensure that the park has a continuum of supporters long into the future.

**Data Needs**
- Visitor use data / survey

**Planning Needs**
- Long-range interpretive plan (update)
**Increased natural resource management and protection.** Management and protection of natural resources at Cumberland Gap National Historical Park is an ongoing challenge. Contributing factors include a wide array of natural resource management issues including outdated and/or poor quality natural resource data, invasive nonnative species, poaching of commercially valuable native species, management of federally threatened and endangered species, and keeping up with long-term resource management and monitoring needs.

Invasive nonnative species are of particular concern because of their potential to disrupt ecological processes at multiple spatial scales and threaten the presence of sensitive species. In some highly disturbed areas of the park, invasive nonnative species such as kudzu, autumn olive, Japanese stiltgrass, multiflora rose, and privet are outcompeting native species. The presence and proliferation of nonnative animal species such as the hemlock woolly adelgid and gypsy moth threaten native vegetation as well.

**Data Needs**

- Fern Lake watershed cultural and natural inventories
- Visitor use data/survey
- Peregrine falcon survey
- Ginseng survey
- Targeted inventories for rare species
- Wetland inventory (all park)
- Bat maternity roosting inventory
- Cave biota inventory

**Planning Needs**

- Backcountry management plan
- Blackside dace recovery plan
- Cave and karst management plan
- Climate change scenario planning
- Climbing management plan
- Integrated pest management plan
- Forest health management plan
- Fire management plan (update)
- Fern lake watershed management plan
- Resource stewardship strategy

**Planning and Data Needs**

To maintain connection to the core elements of the foundation and the importance of these core foundation elements, the planning and data needs listed here are directly related to protecting fundamental resources and values, park significance, and park purpose, as well as addressing key issues. To successfully undertake a planning effort, information from sources such as inventories, studies, research activities, and analyses may be required to provide adequate knowledge of park resources and visitor information. Such information sources have been identified as data needs. Geospatial mapping tasks and products are included in data needs.

Items considered of the utmost importance were identified as high priority, and other items identified, but not rising to the level of high priority, were listed as either medium- or low-priority needs. These priorities inform park management efforts to secure funding and support for planning projects.
<table>
<thead>
<tr>
<th>Related to an FRV, OIRV, or Key Issue?</th>
<th>Planning Needs</th>
<th>Priority (H, M, L)</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>FRV and Key Issue</td>
<td>Fern Lake watershed plan</td>
<td>H</td>
<td>This comprehensive site plan for newly acquired lands would include history, operations, trails, landscape, resource stewardship, visitor experience, visitor use, interpretation, partner and public outreach components. Wilderness eligibility would be separate from this process, but would shape the uses allowed in the area.</td>
</tr>
<tr>
<td>FRV and Key Issue</td>
<td>Forest health management plan</td>
<td>H</td>
<td>This plan would provide alternatives for addressing invasive nonnative species.</td>
</tr>
<tr>
<td>FRV and Key Issue</td>
<td>Hensley Settlement site management plan</td>
<td>H</td>
<td>This comprehensive planning effort would include all planning needed for the management of the Hensley Settlement including historic structure reports, cultural landscape reports, history, operations, resource stewardship, visitor experience, visitor use, and interpretation. The planning preparation would involve a significant partner and public outreach component.</td>
</tr>
<tr>
<td>FRV and Key Issue</td>
<td>Trail management plan</td>
<td>H</td>
<td>This plan would include strategies for managing existing trails, trail restoration and rehabilitation needs, and potential new trail alignments.</td>
</tr>
<tr>
<td>FRV and Key Issue</td>
<td>Blackside dace recovery plan</td>
<td>H</td>
<td>A resource management plan for the threatened species would be developed in partnership with US Fish and Wildlife Service to identify long-term monitoring needs and action strategies for species recovery.</td>
</tr>
<tr>
<td>FRV and Key Issue</td>
<td>Wilderness eligibility assessment of newly acquired lands in the Fern Lake watershed</td>
<td>H</td>
<td>This assessment will identify whether newly acquired lands in the Fern Lake watershed are eligible for wilderness.</td>
</tr>
<tr>
<td>OIRV and Key Issue</td>
<td>Administrative history of the park</td>
<td>M</td>
<td>An administrative history documents park establishment and major management decisions taken from establishment to present day. The most recent administrative history dates back to 1965.</td>
</tr>
<tr>
<td>FRV and Key Issue</td>
<td>Climbing management plan</td>
<td>M</td>
<td>NPS partners have stated interest in ability to climb in park, which is currently not permitted.</td>
</tr>
<tr>
<td>FRV and Key Issue</td>
<td>Fire management plan (update)</td>
<td>M</td>
<td>The most recent fire management plan was developed in 2003. Since this time, fire terminology has been updated and new lands have been added to the park. The plan would include an assessment of new lands near Fern Lake and provide direction on wildland fires, such as when to allow lightning strikes within the park to burn.</td>
</tr>
<tr>
<td>Key Issue</td>
<td>Long-range interpretive plan (update)</td>
<td>M</td>
<td>The most recent long-range interpretive plan was developed in 1998. A plan update would include interpretive elements associated with newly acquired lands near Fern Lake and update history and resource knowledge as appropriate.</td>
</tr>
<tr>
<td>OIRV</td>
<td>Museum collections plan (update)</td>
<td>M</td>
<td>This plan would evaluate issues of preserving, protecting, storing, documenting, accessing, and using collections.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Related to an FRV, OIRV, or Key Issue?</th>
<th>Planning Needs</th>
<th>Priority (H, M, L)</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>FRV and Key Issue</td>
<td>Resource stewardship strategy</td>
<td>M</td>
<td>A resource stewardship strategy would establish desired future conditions for key natural and cultural resources as well as resource stewardship strategies to maintain these conditions over time.</td>
</tr>
<tr>
<td>FRV</td>
<td>Visitor use management plan</td>
<td>M</td>
<td>This plan would determine/evaluate visitor distributions and trail user capacities.</td>
</tr>
<tr>
<td>FRV and Key Issue</td>
<td>Historic structure reports</td>
<td>M</td>
<td>Historic structure reports are needed for all historic buildings to detail structure needs.</td>
</tr>
<tr>
<td>FRV and Key Issue</td>
<td>Backcountry management plan</td>
<td>L</td>
<td>This plan would identify backcountry recreational opportunities while recognizing and protecting the wilderness resources and values of the backcountry.</td>
</tr>
<tr>
<td>FRV and Key Issue</td>
<td>Cave and karst management plan</td>
<td>L</td>
<td>This plan could be developed in partnership with the NPS Geologic Resources Division.</td>
</tr>
<tr>
<td>FRV and Key Issue</td>
<td>Climate change scenario planning</td>
<td>L</td>
<td>Scenario-based planning that considers the full range of potential climate futures. NPS Climate Change Response Program would work with the park and research partners to prepare the initial documentation, then apply models to park and analyze results.</td>
</tr>
<tr>
<td>FRV and Key Issue</td>
<td>Integrated pest management plan</td>
<td>L</td>
<td>This plan would identify strategies to prevent further damage by pest species through cost-effective means while posing the least possible risk to people, resources, and the environment.</td>
</tr>
<tr>
<td>Related to an FRV or OIRV?</td>
<td>Data and GIS Needs</td>
<td>Priority (H, M, L)</td>
<td>Notes</td>
</tr>
<tr>
<td>-----------------------------</td>
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</tr>
<tr>
<td><strong>FRV and Key Issue</strong></td>
<td>Fern Lake watershed cultural and natural inventories</td>
<td>H</td>
<td>Newly acquired lands do not have existing inventories. The park needs inventories to make informed management decisions. These inventories would document condition and distribution of resources and would entail comprehensive GIS mapping of cultural and natural resources, as well as current roads and all-terrain vehicle trails in the watershed. These inventories would inform the Fern Lake watershed plan, trail management plan, and wilderness eligibility assessment.</td>
</tr>
<tr>
<td><strong>FRV and Key Issue</strong></td>
<td>Prehistoric sites archeological inventory</td>
<td>H</td>
<td>Little is known about the distribution and extent of American Indian tribes at the Cumberland Gap National Historical Park. An inventory of prehistoric sites and archaeological resources would help identify and evaluate known and yet to be discovered prehistoric site locations, and provide insight into the distribution and way of life of early inhabitants in the area. The inventory would also assess conditions and threats, which will enable the park to manage and protect these sites better.</td>
</tr>
<tr>
<td><strong>FRV and Key Issue</strong></td>
<td>Visitor use survey</td>
<td>H</td>
<td>These data would allow for a better understanding of where visitors are going within the park, what visitors are using, as well as document visitor activities by time of year and frequency. These data would inform the development of the visitor use management plan.</td>
</tr>
<tr>
<td><strong>Key Issue</strong></td>
<td>Hensley Settlement cultural landscape inventory</td>
<td>H</td>
<td>Inventory of elements of Hensley Settlement including management recommendations and history. This would precede and support a historic structure report and the Hensley Settlement site management plan.</td>
</tr>
<tr>
<td><strong>FRV</strong></td>
<td>Archeological survey on original portions of Wilderness Road</td>
<td>M</td>
<td>This survey is for a section of the Wilderness Road.</td>
</tr>
<tr>
<td><strong>FRV</strong></td>
<td>Iron furnace – cultural landscape inventory</td>
<td>M</td>
<td>Learn more about the furnace / mill structures – the oldest structure in the park.</td>
</tr>
<tr>
<td><strong>FRV and Key Issue</strong></td>
<td>Wetland inventory</td>
<td>M</td>
<td>A complete listing of wetlands and their health is important for the park's planning efforts to protect these important resources. Would include wetlands surveys in select portions of the park along with detailed wetlands inventory mapping.</td>
</tr>
<tr>
<td><strong>FRV</strong></td>
<td>State listed species inventories</td>
<td>M</td>
<td>These data would ensure the park properly monitors and protects these resources. In addition, data would provide information that would be useful during education programs.</td>
</tr>
<tr>
<td><strong>FRV</strong></td>
<td>Cultural landscape inventory for the Chadwell Gap Coal Company Historic District</td>
<td>M</td>
<td>This data will help in planning efforts for both the historic district as well as the trail system near these features.</td>
</tr>
<tr>
<td><strong>FRV and Key Issue</strong></td>
<td>Cave biota inventory</td>
<td>L</td>
<td>This inventory would identify additional cave species within the park as well as relative distribution of known and newly identified species.</td>
</tr>
<tr>
<td><strong>FRV</strong></td>
<td>Cave mapping and inventory of cave features</td>
<td>L</td>
<td>This would provide data on the extensive cave system. This should occur before biota inventory.</td>
</tr>
<tr>
<td><strong>Key Issue</strong></td>
<td>Cultural resource GPS location data</td>
<td>L</td>
<td>Data is needed for compliance and protection.</td>
</tr>
<tr>
<td>Related to an FRV or OIRV?</td>
<td>Data and GIS Needs</td>
<td>Priority (H, M, L)</td>
<td>Notes</td>
</tr>
<tr>
<td>---------------------------</td>
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<td>-------------------</td>
<td>-------</td>
</tr>
<tr>
<td>Key Issue</td>
<td>Ginseng survey</td>
<td>L</td>
<td>Survey to identify the extent and general distribution of ginseng within park boundaries.</td>
</tr>
<tr>
<td>FRV and Key Issue</td>
<td>Update the National Register of Historic Places nomination for Cumberland Gap Historic District</td>
<td>L</td>
<td>National Register of Historic Places nomination needs to be updated to reflect Wilderness Road rehabilitation.</td>
</tr>
<tr>
<td>FRV</td>
<td>Hydrologic assessment related to karst resources</td>
<td>L</td>
<td>This assessment would provide a better understanding of recharge areas that contribute water to karst springs. Understanding where recharge occurs will lead to the understanding of potential contamination of the water found within those karst springs.</td>
</tr>
<tr>
<td>FRV</td>
<td>Improved and larger-scale geologic mapping</td>
<td>L</td>
<td>This inventory would include improved and updated geological resource mapping, including a detailed inventory of geologic features.</td>
</tr>
<tr>
<td>FRV</td>
<td>Mercury deposition study</td>
<td>L</td>
<td>Study to assess the impact of mercury and other toxics on biota in the park, including invertebrate insects and fish, and better understand the ecosystem characteristics that enhance mercury methylation at the park.</td>
</tr>
<tr>
<td>Key Issue</td>
<td>Peregrine falcon survey</td>
<td>L</td>
<td>Survey to identify the extent and general distribution of peregrine falcons within park boundaries.</td>
</tr>
<tr>
<td>FRV</td>
<td>Survey and documentation of genealogical records of some of the original settlers that traveled through the Gap</td>
<td>L</td>
<td>Finding of data related to genealogy.</td>
</tr>
<tr>
<td>FRV</td>
<td>Scenic resource inventory</td>
<td>L</td>
<td>Inventory to assess the existing and desired future conditions of the visual setting.</td>
</tr>
<tr>
<td>Key Issue</td>
<td>Targeted inventories for rare species</td>
<td>L</td>
<td>Inventories to identify the extent and general distribution of targeted rare and state listed species within park boundaries.</td>
</tr>
<tr>
<td>OIRV</td>
<td>Vehicle accident trend data</td>
<td>L</td>
<td>This data would be from accidents that occur along US 25E near the Cumberland Gap Tunnel.</td>
</tr>
<tr>
<td>FRV</td>
<td>Updated national register nomination for the park</td>
<td>L</td>
<td></td>
</tr>
<tr>
<td>OIRV</td>
<td>Oral histories related to Chadwell Gap</td>
<td>L</td>
<td>This data would provide further background and historic information about the historic Chadwell Gap area of the park.</td>
</tr>
<tr>
<td>FRV and Key Issue</td>
<td>Bat maternity roosting inventory</td>
<td>L</td>
<td>This data would be useful for the fire management plan, resource stewardship strategy, and cave and karst management plan.</td>
</tr>
<tr>
<td>FRV</td>
<td>Continued monitoring of observed and projected climate change variables</td>
<td>L</td>
<td>Continued monitoring and tracking of climate change variables (e.g., temperature, precipitation, drought/storm events) and effects on resources to inform adaptive planning and management.</td>
</tr>
</tbody>
</table>
Part 3: Contributors

Cumberland Gap National Historical Park

Jennifer Beeler, Chief of Resources
Carol Borneman, Chief of Interpretation and Education
Pam Eddy, Interpretive Ranger
Diane Griffin, Budget Analyst/Administrative Officer
Sula Jacobs, Superintendent
Sam Osborne, Administrative Analyst
Christopher Phillips, Superintendent’s Assistant
David Pope, Exhibits Specialist
Scott Teodorski, Interpretive Ranger
Gene Wesloh, Chief Ranger
Martha Wiley, Historian

NPS Southeast Region

Mark Kinzer, Planning Liaison
Ben West, Chief, Planning and Compliance Division

NPS Denver Service Center, Planning Division

Scott Babcock, Project Manager
Christine Bruins, Community Planner
Michael Rees, Natural Resource Specialist
Danielle Stevens, Contract Editor
John Paul Jones, Visual Information Specialist

Note: The public was also provided an opportunity to provide input in the development of this foundation document. For more details, see appendix E.
Appendixes

Appendix A: Enabling Legislation and Legislative Acts for Cumberland Gap National Historical Park

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[CHAPTER 304]

AN ACT

To provide for the establishment of the Cumberland Gap National Historical Park in Tennessee, Kentucky, and Virginia.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That when title to all the lands, structures, and other property in the Cumberland Gap-Cumberland Ford areas, being portions of the Warriors Path of the Indians and Wilderness Road of Daniel Boone, within Bell and Harlan Counties, Kentucky; Lee County, Virginia; and Claiborne County, Tennessee; as may be determined by the Secretary of the Interior and deemed needful or desirable for national historical park purposes, shall have been vested in the United States such area or areas shall be, and they are hereby, established, dedicated, and set apart as a public park for the benefit and inspiration of the people and shall be known as the “Cumberland Gap National Historical Park”: Provided, That the United States shall not purchase by appropriation of public moneys any lands within the aforesaid areas: Provided further, That such area or areas shall include, at least, the following features and intervening lands: Cumberland Gap, The Pinnacle, the remaining fortifications of the War between the States, Soldiers Cave, King Solomon’s Cave, Devils Garden, Sand Cave, The Doings, White Rocks, Rocky Face, Moore Knob, and that portion of the Warriors Path and Daniel Boone’s Wilderness Road extending from the city of Cumberland Gap, Tennessee, to Cumberland Ford, near Pineville, Kentucky.

SEC. 2. The total area of the Cumberland Gap National Historical Park, as determined pursuant to this Act, shall not exceed fifty thousand acres, and shall not include any land within the city limits of Middlesboro and Pineville, Kentucky; Cumberland Gap, Tennessee; or any lands adjacent thereto which the proper officials thereof shall indicate to the Secretary of the Interior prior to the establishment of said park are required for expansion of said cities.

SEC. 3. That the Secretary of the Interior be, and he is hereby authorized to accept donations of land, interests in land, buildings, structures, and other property within the boundaries of the said historical park as determined and fixed hereunder, and donations of funds for the purchase and maintenance thereof: Provided, That he may acquire on behalf of the United States out of any donated funds, by purchase at prices deemed by him reasonable, or by condemnation under the provisions of the Act of August 1, 1888, such tracts of land within said historical park as may be necessary for the completion thereof. The title to any lands or interests in lands to be acquired pursuant to this Act shall be satisfactory to the Secretary of the Interior.

SEC. 4. The administration, protection, and development of the aforesaid national historical park shall be exercised under the direction of the Secretary of the Interior by the National Park Service, subject to the provisions of the Act of August 25, 1916 (39 Stat. 535), entitled “An Act to establish a National Park Service, and for other purposes”, as amended.

Approved, June 11, 1940.
AN ACT

To amend sections 1 and 2 of the Act approved June 11, 1940 (54 Stat. 262), relating to the establishment of the Cumberland Gap National Historical Park in Tennessee, Kentucky, and Virginia, and to grant the consent of Congress to such States to enter into a compact providing for the acquisition of property for such park.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That sections 1 and 2 of the Act approved June 11, 1940 (54 Stat. 262; 16 U. S. C., 1940 edition, title 16, secs. 261, 262), relating to the establishment of the Cumberland Gap National Historical Park, are hereby amended to read as follows:

“Sec. 1. That when title to such lands, structures, and other property in the Cumberland Gap-Cumberland Ford areas, being portions of the Warriors Path of the Indian and Wilderness Road of Daniel Boone, within Bell and Harlan Counties, Kentucky; Lee County, Virginia; and Claiborne County, Tennessee; as may be determined by the Secretary of the Interior as necessary or desirable for national historical park purposes, shall have been vested in the United States, such area or areas shall be, and they are hereby, established, dedicated, and set apart as a public park for the benefit and inspiration of the people and shall be known as the Cumberland Gap National Historical Park: Provided, That the United States shall not purchase by appropriation of public moneys any lands within the aforesaid areas.

“Sec. 2. The total area of the Cumberland Gap National Historical Park, as determined pursuant to this Act, shall comprise not less than six thousand acres and shall not exceed fifty thousand acres, and lands may be added to the park following its establishment within the aforesaid limitations. The park shall not include any land within the city limits of Middlesboro and Pineville, Kentucky; Cumberland Gap, Tennessee; which the proper officials thereof shall indicate to the Secretary of the Interior prior to the establishment of said park are required for expansion of said cities.

“(a) The consent of Congress is hereby given to the States of Tennessee, Kentucky, and Virginia to enter into a compact providing for (1) the acquisition of the lands, structures, and other property in the Cumberland Gap-Cumberland Ford areas referred to in section 1 of such Act of June 11, 1940, as amended by this Act, and (2) the transfer of title to such lands, structures, and other property to the United States.

“(b) The right to alter, amend, or repeal this section is hereby expressly reserved.”

Approved May 26, 1943.

AN ACT

To amend title 28 of the United States Code to authorize the appointment of two United States commissioners for Cumberland Gap National Historical Park.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 631 (a) of title 28 of the United States Code is amended by inserting after the third paragraph of such section the following new paragraph:

“Two United States commissioners may be appointed for Cumberland Gap National Historical Park. One, whose jurisdiction shall be limited to the portion of the park situated in Kentucky, shall be appointed by the District Court for the Eastern District of Kentucky; the other, whose jurisdiction shall be limited to the portion of the park situated in Tennessee and Virginia, shall be appointed by joint action of the District Courts for the Eastern District of Tennessee and the Western District of Virginia.”

Approved July 25, 1958.
To authorize the Secretary of the Interior to acquire approximately nine acres of
land for addition to Cumberland Gap National Historical Park, and for other
purposes.

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 may acquire for addition to Cumberland Gap National
Historical Park the following described land and interests in land,
located in Bell County, Kentucky: Provided, That appropriated funds
may not be used to pay more than one-half the cost of such acquisition.

Beginning at a concrete marker on the west boundary of Cumberland
Gap National Historical Park and being on the south margin of
Avondale Avenue in the city of Middlesboro, Kentucky, and also on
the south bank of Davis Branch; thence along the park boundary the
following courses and distances:

South 24 degrees 50 minutes west, 196.79 feet; thence south 30 de-
grees 02 minutes west, 129.96 feet to a stake; thence south 12 de-
grees 22 minutes west, 31.82 feet; thence south 80 degrees 08 minutes west,
143.36 feet; thence south 88 degrees 04 minutes west, 100 feet; thence
north 86 degrees 14 minutes west, 100 feet; thence north 80 degrees
33 minutes west, 100 feet; thence north 77 degrees 42 minutes west,
156.40 feet;

Thence north 82 degrees 51 minutes west, 271.55 feet; thence leaving
the park boundary and following along the south right-of-way of
Clydesdale Avenue south 71 degrees 39 minutes west, 310 feet, more
or less, to the north right-of-way of United States Highway 25E;

Thence along the said highway right-of-way south 82 degrees 09
minutes west, 317 feet, more or less, to its intersection with the north
right-of-way of Clydesdale Avenue; thence along the north right-of-
way of Clydesdale Avenue north 70 degrees 09 minutes east, 423
feet, more or less, to a point on the park boundary;

Thence with the park boundary the following courses and dis-
tances: south 86 degrees 30 minutes west, 261.44 feet; thence south
81 degrees 28 minutes west, 147.86 feet; thence north 6 degrees 55
minutes west, 49.28 feet; thence south 83 degrees 04 minutes west, 980
feet; thence north 6 degrees 55 minutes west, 135 feet, more or less,
to a point in the middle of Little Yellow Creek;

Thence leaving the park boundary and up the center of the me-
ders of Little Yellow Creek, 2,562 feet, more or less, to a point in the
middle of Little Yellow Creek which is also a point in the middle of
Davis Branch;

Thence leaving Little Yellow Creek and along the center of Davis
Branch, 400 feet, more or less, to the south margin of Avondale
Avenue; thence with the south right-of-way of Avondale Avenue
south 55 degrees 44 minutes east, 5 feet, more or less, to the point of
beginning, said tract containing 9.6 acres, more or less.

Sec. 2. There are hereby authorized to be appropriated such sums,
but not more than $30,000, as are necessary to carry out the provisions
of this Act.

Approved July 26, 1961.

CUMBERLAND GAP NATIONAL HISTORICAL PARK

Sec. 160. (a) Notwithstanding the definition of parkways in sub-
section (a) of section 101, funds available for parkways shall be available
to finance the cost of reconstruction and relocation of Route 23E
through the Cumberland Gap National Historical Park, including
construction of a tunnel and the approaches thereto, so as to permit
restoration of the Gap and provide adequate traffic capacity.

(b) Upon construction, such highway and tunnel and all associated
lands and rights-of-way shall be transferred to the National Park
Service and managed as part of the Cumberland Gap National Histori-
cal Park.
Title I—Acquisition Ceiling Increases

Sec. 101. The limitations on appropriations for the acquisition of lands and interests therein within units of the National Park System contained in the following Acts are amended as follows:

(1) Biscayne National Monument, Florida; Section 5 of the Act of October 18, 1968 (82 Stat. 1188, 1189) is amended by changing "$34,575,000" to "$82,835,000";

(2) Colonial National Historical Park, Virginia; Section 4 of the Act of July 3, 1930 (46 Stat. 856), as amended (16 U.S.C. 81f) is amended by changing "$2,777,000" to "$10,472,000";

(3) Cumberland Gap National Historical Park, Kentucky and Tennessee: For the acquisition of lands authorized in subsection 301(2) of this Act, there are authorized to be appropriated such sums as may be necessary, but not more than $427,500.


Sec. 216. Cumberland Gap National Historical Park.

(a) Authority.—Notwithstanding the Act of June 11, 1940 (16 U.S.C. 261 et seq.), the Secretary of the Interior is authorized to acquire by donation, purchase with donated or appropriated funds, or exchange not to exceed 10 acres of land or interests in land, which shall consist of those necessary lands for the establishment of trailheads to be located at White Rocks and Chadwell Gap.

(b) Administration.—Lands and interests in lands acquired pursuant to subsection (a) shall be added to and administered as part of the Cumberland Gap National Historical Park.


Sec. 150. (a) Short Title. This Act may be cited as the "Fern Lake Conservation and Recreation Act."

(b) Findings and Purposes.—

(1) Findings.—The Congress finds the following:

(A) Fern Lake and its surrounding watershed in Bell County, Kentucky, and Claiborne County, Tennessee, is within the potential boundaries of Cumberland Gap National Historical Park as originally authorized by the Act of June 11, 1940 (54 Stat. 262; 16 U.S.C. 261 et seq.).

(B) The acquisition of Fern Lake and its surrounding watershed and its inclusion in Cumberland Gap National Historical Park would protect the vista from Pinnacle Overlook, which is one of the park's most valuable scenic resources and most popular attractions, and enhance recreational opportunities at the park.

(C) Fern Lake is the water supply source for the city of Middlesboro, Kentucky, and environs.

(D) The 4,500-acre Fern Lake watershed is privately owned, and the 150-acre lake and part of the watershed are currently for sale, but the Secretary of the Interior is precluded by the first section of the Act of June 11, 1940 (16 U.S.C. 261), from using appropriated funds to acquire the lands.
(2) PURPOSES.—The purposes of the Act are—

(A) to authorize the Secretary of the Interior to use appropriated funds if necessary, in addition to other acquisition methods, to acquire from willing sellers Fern Lake and its surrounding watershed, in order to protect scenic and natural resources and enhance recreational opportunities at Cumberland Gap National Historical Park; and

(B) to allow the continued supply of water from Fern Lake to the city of Middlesboro, Kentucky, and environs.

(c) LAND ACQUISITION AND CONVEYANCE AUTHORITY, FERN LAKE, CUMBERLAND GAP NATIONAL HISTORICAL PARK.—

(1) DEFINITIONS.—In this section:

(A) FERN LAKE.—The term “Fern Lake” means Fern Lake located in Bell County, Kentucky, and Claiborne County, Tennessee.

(B) LAND.—The term “land” means land, water, interests in land, and any improvements on the land.

(C) PARK.—The term “park” means Cumberland Gap National Historical Park, as authorized and established by the Act of June 11, 1940 (54 Stat. 262; 16 U.S.C. 261 et seq.).

(D) SECRETARY.—The term “Secretary” means the Secretary of the Interior, acting through the Director of the National Park Service.

(2) ACQUISITION AUTHORIZED.—The Secretary may acquire for addition to the park lands consisting of approximately 4,500 acres and containing Fern Lake and its surrounding watershed, as generally depicted on the map entitled “Cumberland Gap National Historical Park, Fern Lake Watershed”, numbered 380/80,004, and dated May 2001. The map shall be on file in the appropriate offices of the National Park Service.

(3) BOUNDARY ADJUSTMENT AND ADMINISTRATION.—Subject to paragraph (4), the Secretary shall revise the boundaries of the park to include the land acquired under paragraph (2). The Secretary shall administer the acquired lands as part of the park in accordance with the laws and regulations applicable to the park.

(4) CONVEYANCE OF FERN LAKE.—

(A) CONVEYANCE REQUIRED.—If the Secretary acquires Fern Lake, the Secretary shall convey, notwithstanding any other law and without consideration, to the city of Middlesboro, Kentucky, all right, title, and interest of the United States in and to Fern Lake, up to the normal operating elevation of 1,200.4 feet above sea level, along with the dam and all appurtenances associated with the withdrawal and delivery of water from Fern Lake.

(B) TERMS OF CONVEYANCE.—In executing the conveyance under subparagraph (4)(A), the Secretary may retain an easement for scenic and recreational purposes.

(C) REVERSIONARY INTEREST.—In the event Fern Lake is no longer used as a source of municipal water supply for the city of Middlesboro, Kentucky, and its environs, ownership of Fern Lake shall revert to the United States and it shall be managed by the Secretary as part of the park.

(5) CONSULTATION REQUIREMENTS.—In order to better manage lands acquired under this section in a manner that will facilitate the provision of water for municipal needs, as well as the establishment and promotion of new recreational opportunities at the park, the Secretary shall consult with—

(A) appropriate officials in the States of Kentucky, Tennessee, and Virginia, and political subdivisions of these States;

(B) organizations involved in promoting tourism in these States; and

(C) other interested parties.
## Appendix B: Inventory of Administrative Commitments

<table>
<thead>
<tr>
<th>Agreement Name</th>
<th>Start Date</th>
<th>Expiration Date</th>
<th>Stakeholders</th>
<th>Purpose</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>General Agreements</strong></td>
<td></td>
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<tr>
<td>Cooperative Emergency Medical Services Agreement</td>
<td>10/17/2012</td>
<td>10/17/2017</td>
<td>City of Middlesboro, Kentucky Emergency Medical Services</td>
<td>Cooperative agreement for providing emergency medical assistance.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Cooperative Emergency Medical Services Agreement</td>
<td>10/4/2012</td>
<td>10/4/2017</td>
<td>Commonwealth of Kentucky Transportation Cabinet</td>
<td>Cooperative agreement for providing emergency medical assistance.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Cooperative Fire Suppression and Prevention Agreement</td>
<td>10/17/2012</td>
<td>10/17/2017</td>
<td>City of Middlesboro, Kentucky Fire Department</td>
<td>Mutual resource support for structural and wildland fire management activities.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Cooperative Fire Suppression and Prevention Agreement</td>
<td>4/4/2001</td>
<td>4/4/2006</td>
<td>Commonwealth of Virginia, Department of Forestry</td>
<td>Mutual resource support for wildland fire management activities.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Cooperative Fire Suppression and Prevention Agreement</td>
<td>4/26/2002</td>
<td>4/26/2007</td>
<td>Town of Cumberland Gap, Tennessee Volunteer Fire Department</td>
<td>Mutual resource support for structural and wildland fire management activities.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Cooperative Fire Suppression and Prevention Agreement</td>
<td>9/2015</td>
<td>9/2020</td>
<td>Town of Thomas Walker, Virginia Volunteer Fire Department</td>
<td>Mutual resource support for structural and wildland fire management activities.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Cooperative Law Enforcement Agreement</td>
<td>4/29/2014</td>
<td>4/29/2019</td>
<td>Bell County, Kentucky Sheriff's Department</td>
<td>Mutual resource support for law enforcement.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Cooperative Law Enforcement Agreement</td>
<td>4/29/2014</td>
<td>4/29/2019</td>
<td>City of Middlesboro, Kentucky Police Department</td>
<td>Mutual resource support for law enforcement.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Cooperative Law Enforcement Agreement</td>
<td>5/12/2014</td>
<td>5/12/2019</td>
<td>Commonwealth of Kentucky State Police</td>
<td>Mutual resource support for law enforcement.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Agreement Name</td>
<td>Start Date</td>
<td>Expiration Date</td>
<td>Stakeholders</td>
<td>Purpose</td>
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<td>General Agreements</td>
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<tr>
<td>Cooperative Law Enforcement Agreement</td>
<td>5/9/2014</td>
<td>5/9/2019</td>
<td>Lee County, Virginia Sheriff’s Department</td>
<td>Mutual resource support for law enforcement.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Cooperative Law Enforcement Agreement</td>
<td>6/2/2014</td>
<td>6/2/2019</td>
<td>Virginia State Parks, Wilderness Road State Park</td>
<td>Mutual resource support for law enforcement.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Cooperative Radio and Dispatch Agreement</td>
<td>11/19/2010</td>
<td>11/19/2015</td>
<td>City of Middlesboro, Kentucky Police Department</td>
<td>To provide coordination of dispatch and radio communications.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Cooperative Resource Protection Agreement</td>
<td>3/4/1982</td>
<td>Permanent</td>
<td>Kentucky Department of Fish and Wildlife Resources</td>
<td>Mutual support for natural resource protection.</td>
<td>Effective until terminated</td>
</tr>
<tr>
<td>Private Road Access</td>
<td>4/14/1992</td>
<td>Permanent</td>
<td>Charles and Cleo Bullard</td>
<td></td>
<td>Effective until terminated</td>
</tr>
<tr>
<td>Cooperative Agreement</td>
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<tr>
<td>Cooperative Agreement with the Southern Highland Handicraft Guild</td>
<td>10/1/2014</td>
<td>10/1/2019</td>
<td>Southern Highland Handicraft Guild</td>
<td>Provide for interpretation, education, and demonstration of traditional mountain crafts of the Southern Appalachians.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Scenic Easements</td>
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<tr>
<td>Leslie and Joanne Gibbs</td>
<td>5/11/1992</td>
<td>Permanent</td>
<td>Adjoining landowner on Shillalah Creek Road</td>
<td>To protect the mountain views afforded from Hensley Settlement.</td>
<td>Approximately 145 acres; Effective until terminated</td>
</tr>
<tr>
<td>Right-of-Way Permits</td>
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<tr>
<td>Telephone Line Right-of-Way</td>
<td></td>
<td>Permanent</td>
<td>AT&amp;T</td>
<td>Telephone and internet service through and to the CGTA; the Visitor Center and Bartlett Park buildings; Wilderness Road Campground; the Daniel Boone VIC, Ann White and O’Dell Houses.</td>
<td>Effective until terminated</td>
</tr>
<tr>
<td>Agreement Name</td>
<td>Start Date</td>
<td>Expiration Date</td>
<td>Stakeholders</td>
<td>Purpose</td>
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<td><strong>Right-of-Way Permits</strong></td>
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<tr>
<td>Natural Gas Line Right-of-Way</td>
<td>Permanent</td>
<td></td>
<td>Delta Gas</td>
<td>Natural Gas Service to the Cumberland Gap Tunnel KY portal and to the buildings at Bartlett Park.</td>
<td>Effective until terminated</td>
</tr>
<tr>
<td>Natural Gas Line Right-of-Way</td>
<td>Permanent</td>
<td></td>
<td>Daugherty Petroleum</td>
<td>Natural gas well pipelines going from well heads to outside the park, was a pre-existing easement prior to land acquisition by the NPS; Natural gas line going through the park passing over the Cumberland Ridge servicing Lincoln Memorial University, pre-existing easement.</td>
<td>Upper Fern Lake watershed; Effective until terminated</td>
</tr>
<tr>
<td>Electric Power Line Right-of-Way</td>
<td>Permanent</td>
<td></td>
<td>Old Dominion Power</td>
<td>Electric power lines passing through the park at Civic Park and servicing the picnic pavilion and the Wilderness Road Campground, preexisting easement.</td>
<td>Civic Park; Effective until terminated</td>
</tr>
<tr>
<td>Electric Power Line Right-of-Way</td>
<td>Permanent</td>
<td></td>
<td>Powell Valley Electric</td>
<td>Electric power lines service to the Cumberland Gap Tunnel TN portal, O’Dell and Ann White Houses, Little Tunnel and Daniel Boone VIC Buildings; Electric power line passing through the park through the Little Tunnel.</td>
<td>Effective until terminated</td>
</tr>
<tr>
<td>Electric Power Line Right-of-Way</td>
<td>Permanent</td>
<td></td>
<td>Kentucky Utilities</td>
<td>Electric power service to the Cumberland Gap Tunnel TN portal, the visitor center, Bartlett Park, and Hensley Settlement.</td>
<td>Effective until terminated</td>
</tr>
<tr>
<td>Agreement Name</td>
<td>Start Date</td>
<td>Expiration Date</td>
<td>Stakeholders</td>
<td>Purpose</td>
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<tr>
<td>Water Pipeline Right-of-Way</td>
<td>Permanent</td>
<td></td>
<td>Utilities, Inc.</td>
<td>Water service to the Cumberland Gap Tunnel KY portal facilities, the Visitor's Center and Bartlett Park buildings.</td>
<td>Effective until terminated</td>
</tr>
<tr>
<td>Water Pipeline Right-of-Way</td>
<td>Permanent</td>
<td></td>
<td>Arthur Shawanee Utilities</td>
<td>Water service to the Cumberland Gap Tunnel TN portal facilities.</td>
<td>Effective until terminated</td>
</tr>
<tr>
<td>Water Pipeline Right-of-Way</td>
<td>Permanent</td>
<td></td>
<td>Lee County Public Service Authority</td>
<td>Water service to Wilderness Road Campground and picnic area.</td>
<td>Effective until terminated</td>
</tr>
<tr>
<td>Water Pipeline Right-of-Way</td>
<td>Permanent</td>
<td></td>
<td>Town of Cumberland Gap Water and Sewer</td>
<td>Water lines servicing O'Dell House, Ann White House and Daniel Boone VIC comfort station.</td>
<td>Effective until terminated</td>
</tr>
<tr>
<td>Water Pipeline Right-of-Way</td>
<td>Permanent</td>
<td></td>
<td>Pineville Utility Company</td>
<td>Water line servicing Sugar Run comfort station.</td>
<td>Effective until terminated</td>
</tr>
<tr>
<td>Water Pipeline Right-of-Way</td>
<td>Permanent</td>
<td></td>
<td>Lincoln Memorial University</td>
<td>Water Pipeline from collection point at Gap Cave to the Lincoln Memorial University water facility.</td>
<td>Effective until terminated</td>
</tr>
<tr>
<td>Sewer Pipeline Right-of-Way</td>
<td>Permanent</td>
<td></td>
<td>Town of Cumberland Gap Water and Sewer</td>
<td>Sewer line service from the Cumberland Gap Tunnel TN portal.</td>
<td>Effective until terminated</td>
</tr>
<tr>
<td>Sewer Pipeline Right-of-Way</td>
<td>Permanent</td>
<td></td>
<td>Middlesboro Sewer</td>
<td>Sewer lines servicing O'Dell House, Ann White House and Daniel Boone VIC comfort station.</td>
<td>Effective until terminated</td>
</tr>
<tr>
<td>Sewer Pipeline Right-of-Way</td>
<td>Permanent</td>
<td></td>
<td>Utilities, Inc.</td>
<td>Sewer line service from the Cumberland Gap Tunnel KY portal.</td>
<td>Effective until terminated</td>
</tr>
<tr>
<td>Fiber optic Conduit Right-of-Way</td>
<td>Permanent</td>
<td></td>
<td></td>
<td>Fiber optic cable lines passing through the park passing through the Little Tunnel.</td>
<td></td>
</tr>
<tr>
<td>Agreement Name</td>
<td>Start Date</td>
<td>Expiration Date</td>
<td>Stakeholders</td>
<td>Purpose</td>
<td>Notes</td>
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<tr>
<td>Memorandum of Understanding</td>
<td>Cooperative Emergency Medical Services Agreement</td>
<td>2/23/2012</td>
<td>2/23/2017</td>
<td>Bell County, Kentucky Emergency Medical Services</td>
<td>Cooperative agreement for providing emergency medical assistance.</td>
</tr>
<tr>
<td>Cooperative Emergency Medical Services Agreement</td>
<td>2/27/2012</td>
<td>2/27/2017</td>
<td>Bell County, Kentucky Rescue Squad</td>
<td>Cooperative agreement for providing emergency medical assistance.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Cooperative Emergency Medical Services Agreement</td>
<td>10/5/2012</td>
<td>10/5/2017</td>
<td>Claiborne County, Tennessee Emergency Medical Services</td>
<td>Cooperative agreement for providing emergency medical assistance.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Cooperative Emergency Medical Services Agreement</td>
<td>6/18/2011</td>
<td>6/18/2016</td>
<td>Knoxville Volunteer Emergency Rescue Squad</td>
<td>Cooperative agreement for providing emergency medical and cave search and rescue services.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Cooperative Emergency Medical Services Agreement</td>
<td>10/15/2012</td>
<td>10/15/2017</td>
<td>Middlesboro Appalachian Regional Hospital</td>
<td>Cooperative agreement for providing emergency medical assistance.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Cooperative Fire Suppression and Prevention Agreement</td>
<td>12/15/2000</td>
<td>12/15/2005</td>
<td>Commonwealth of Kentucky, Division of Forestry</td>
<td>Mutual resource support for wildland fire management activities.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Cooperative Fire Suppression and Prevention Agreement</td>
<td>1/16/2001</td>
<td>1/16/2006</td>
<td>Tennessee Department of Agriculture, Division of Forestry</td>
<td>Mutual resource support for wildland fire management activities.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Cooperative Medical Advisory Services Agreement</td>
<td>5/6/2011</td>
<td>5/6/2016</td>
<td>Dr. Robert Bond, MD</td>
<td>Cooperative agreement for providing medical advisory services.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Participation in field training program</td>
<td>7/10/2012</td>
<td>7/10/2017</td>
<td>Federal Law Enforcement Training Center</td>
<td>Formalize park partnership with the center to host Field Training Evaluation Program trainees.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Research of park caves</td>
<td>6/8/2010</td>
<td>6/8/2016</td>
<td>Cave Research Foundation</td>
<td>Provide for research of park caves.</td>
<td>5-year renewal cycle</td>
</tr>
<tr>
<td>Tunnel Operation</td>
<td>2/21/1986</td>
<td>Commonwealth of Kentucky and the State of Tennessee</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
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Appendix C: Basics for Wilderness Stewardship

Wilderness Background Information

No congressionally designated wilderness presently exists at Cumberland Gap National Historical Park. However, a substantial portion of the park has been recommended for wilderness designation. In 1978, the Department of the Interior recommended that Congress designate a total of 14,091 acres at the park as wilderness. The National Park Service currently manages this acreage to preserve its wilderness character.

History of Land Status and Legislation

The Wilderness Act, signed into law in 1964, created the National Wilderness Preservation System to ensure an enduring resource of wilderness for future generations. The act provides that wilderness areas are to possess the following characteristics:

- The earth and its community of life are untrammeled by humans, where humans are visitors and do not remain.
- The area is undeveloped and retains its primeval character and influence without permanent improvements or human habitation.
- The area generally appears to have been affected primarily by the forces of nature, with the imprint of humans’ work substantially unnoticeable.
- The area is protected and managed so as to preserve its natural conditions.
- The area offers outstanding opportunities for solitude or a primitive and unconfined type of recreation.

An initial wilderness recommendation for Cumberland Gap National Historical Park was submitted to Congress on September 21, 1972. However, a formal wilderness study was not completed until October, 1973. Based on that study, a revised wilderness recommendation was submitted to Congress on May 11, 1978. The revised submission recommended that 12,191 acres of the park be designated as wilderness and 1,900 acres be identified as potential wilderness, for a total of 14,091 wilderness acres.

The term designated wilderness refers to those lands and waters within a wilderness boundary that are under full federal ownership and management and are free of uses prohibited by the Wilderness Act. In contrast, potential wilderness consists of lands that do not qualify for immediate designation due to temporary nonconforming uses.

Current Land Status, Boundary Descriptions, and Map

The recommended wilderness at Cumberland Gap covers most of the park east of Highway 988 and Pinnacle Overlook. Certain lands along the park boundary are excluded from the wilderness, as are particular historic and recreational areas. The latter include the Wilderness Road Campground area, the Hensley Settlement, and the White Rocks Overlook/Sand Cave area.

As noted above, approximately 1,900 of the park’s 14,091 wilderness acres are recommended as potential wilderness. This potential wilderness area comprises a single tract of land located south of the ridge line and east of Gap (Cudjo) Cave. This tract was formerly owned by Lincoln Memorial University of Harrogate, Tennessee. The university retained water rights when the land was deeded to the United States. The university is currently selling water from the cave for commercial purposes.
The Wilderness Act of 1964 mandated that the Secretary of the Interior examine existing roadless areas larger than 5,000 acres within national park units and suggest those that should be included in the National Wilderness Preservation System. By policy, the National Park Service continues to perform wilderness eligibility assessments on all new lands added to the national park system. For those lands found eligible for wilderness designation, a subsequent wilderness study is done to decide which lands should be included in a formal wilderness proposal. Cumberland Gap National Historical Park presently includes approximately 4,021 acres of backcountry that have not yet been assessed for wilderness eligibility. These lands were acquired for the park pursuant to a 2004 boundary expansion (Public Law 108-199). Should any of these lands be found eligible in the future, a wilderness study will need to be done to identify which areas, if any, should be proposed for designation as wilderness.

By policy, the recommended wilderness at Cumberland Gap is to be managed in such a way as to preserve its wilderness character until such time as Congress decides whether to include Cumberland Gap in the National Wilderness Preservation System. A map of the recommended wilderness is provided below.
Wilderness Character Narrative

Introduction

A wilderness character narrative is intended to be a qualitative description and positive affirmation of the unique attributes of a wilderness area. Representatives from each of the four wilderness managing agencies developed a national framework to monitor wilderness character using five qualities: natural, untrammeled, undeveloped, opportunities for solitude or primitive and unconfined recreation, and other features. These qualities are defined in brief as follows:

- **Natural**: Wilderness maintains ecological systems that are substantially free from the effects of modern civilization.
- **Undeveloped**: Wilderness retains its primeval character and influence, and is essentially without permanent improvements or modern human occupation.
- **Untrammeled**: Wilderness is essentially unhindered and free from modern human control or manipulation.
- **Solitude or Primitive and Unconfined Recreation**: Wilderness provides outstanding opportunities for solitude or a primitive and unconfined type of recreation.

The National Park Service has defined a fifth quality, “other features,” to capture elements that aren’t included in the other four qualities—other ecological, geological, or other features of scientific, educational, scenic, or historical value. This quality, if present, is unique to an individual wilderness based on the features that are inside that wilderness. These features typically occur only in specific locations within a wilderness.

The following wilderness character narrative is intended to familiarize readers with the tangible and intangible resources and values that combine to create the recommended wilderness at Cumberland Gap National Historical Park. The document was created through collaboration by NPS staff and is a record of the shared understanding of wilderness character of the recommended wilderness at Cumberland Gap National Historical Park.

This narrative serves as a framework for future planning, fosters integration among different staff and program areas that need to function together to effectively preserve wilderness character, and serves as a starting point for discussion with the public about the current and future state of the wilderness. Other more analytical documents, such as wilderness character baseline and wilderness character monitoring measures, may be derived from the qualitative description and threats to wilderness character identified by this wilderness character narrative.

Overview of Recommended Wilderness at Cumberland Gap

The Cumberland Gap recommended wilderness straddles the Tennessee Valley Divide, which forms the boundary in the park between Kentucky and Virginia. Cumberland Gap National Historical Park was authorized by Congress in 1940 to protect the Gap through which the historic Wilderness Road crossed the Cumberland Mountains, as well as portions of the surrounding area. The park currently comprises 24,547 acres, of which approximately 12,191 acres are recommended for wilderness designation and 1,900 acres are recommended as potential wilderness. The Gap itself lies a short distance west of the recommended wilderness.

The park and recommended wilderness encompass an area with a long history of mountain building and weathering. The result is an area of very rugged and steep terrain. Only a few relatively flat areas exist in the recommended wilderness and are located along its edges. Nevertheless, the recommended wilderness has experienced a long history of human occupation and use. Past activities have included logging, farming, and small-scale mining for coal, iron ore, and potassium nitrate. Since the park was formally established in 1955, forest cover in the wilderness has rebounded dramatically. Today, signs of human disturbance in the wilderness are receding rapidly into the past.
The Cumberland Gap recommended wilderness is open to visitation year round. Most of the park’s trail system is located in recommended wilderness, so most park visitors who experience the park on foot do so in recommended wilderness. The most heavily used trail in the recommended wilderness is the Ridge Trail, a former road that extends 17 miles from Pinnacle Overlook to the White Rocks area of the park. This trail also sees use as a horse trail.

Visitor use of the recommended wilderness consists primarily of day hiking, backpacking, and camping in designated campsites. Heaviest visitation to the recommended wilderness occurs during the spring and fall. Visitation is light away from the trail system, and substantial opportunities exist for solitude.

Natural Quality

Definition: Wilderness maintains ecological systems that are substantially free from the effects of modern civilization.

The Cumberland Gap recommended wilderness straddles the Tennessee Valley Divide, an area of the southern Appalachians known for its abundant biological riches. John Smyth, who traveled through the park in 1775, noted that, “The summit of this ridge, the most lofty of all the Aleganys, is near a mile wide, and consists of excellent strong rich land, of a deep red, or a dark reddish brown colour, with very large tall timber; and there are springs of water almost on the very summit of the mountain.” Daniel Boone likened the area to “a second paradise.” Many of the natural communities noted by early travelers can still be seen today.

The park’s forest and wetland communities harbor a particularly diverse assemblage of plants and animal life, including species characteristic of areas farther to the north. This mixture developed in the wake of the most recent period of glaciation on the North American continent. At the end of this period, as ice sheets north of the park began to retreat back toward the arctic, certain northerly species remained behind. These species still persist today on sites having a favorable mix of soils, elevation, and climate.

Plant cover in the recommended wilderness is typical of the Appalachian Oak Forest Region. Oaks constitute the majority of the hardwoods, with yellow poplar and hickory forming an important part of many forest stands. Historically, American chestnut was probably the predominant species in the wilderness, but the chestnut blight of the early 20th century killed all mature chestnuts, and today only short-lived sprouts continue to grow. The recommended wilderness includes a number of distinct vegetation communities, some of which are globally rare or imperiled. Among these are the Cumberland streamside bog, the swamp forest bog complex, the Hi Lewis pitch pine barren, the dry calcareous woodland forest complex, and the southern Appalachian mountain laurel bald. One upland bog, found along either side of Martins Fork of the Cumberland River, is the largest such bog in Kentucky.

In the time before European settlement, bison used the Gap as a migration corridor, and the wilderness itself supported healthy populations of elk, bear, and mountain lion. Mountain lions no longer live here, but bear populations have increased in recent years, and the recommended wilderness continues to provide habitat for a wide variety of animal species, including a large number of species appearing on federal and state lists of special status species. Among the federally listed species are the Indiana and northern long-eared bats, which hibernate in the winter in caves within the wilderness. At present, 134 state listed species (plant and animal) exist in the recommended wilderness, including the peregrine falcon.
Natural processes generally prevail in the recommended wilderness at Cumberland Gap, but human activities have altered some aspects of the area’s natural character. Parts of the recommended wilderness reflect past agricultural practices and the subsequent exclusion of wildland fire. Other areas have been affected by past mining activities, or have been the site of home sites or small settlements. Virtually all of the wilderness has been logged at one time or another. Today maturing second growth covers the mountains, but this forest is threatened by the spread of nonnative species, especially the hemlock woolly adelgid and various species of invasive nonnative plants, including Japanese stiltgrass. The nonnative pathogen causing white nose syndrome has been found in the park, with potentially devastating impacts on bat populations.

Air quality in the recommended wilderness is threatened by ozone and other pollutants blown into the park from various regional sources. Water quality, in turn, is degraded in places by acidification brought on by airborne pollutants. The upper reaches of both Martins Fork and Shillalah Creek have become more acidic in the past 40 years. Twenty years ago these waters supported a healthy fish population, but a recent fish survey failed to locate any fish in Martins Fork and few fish in Shillalah Creek. In Gap Cave, a commercial water system operated by Lincoln Memorial University removes water from the cave for sale, with unknown impacts on the portion of Gap Creek watershed within the park, and related karst systems.

Additional impacts on the natural quality of recommended wilderness result from ginseng poaching and the unlawful removal of other native plant and animal species. During the coming decades, modified land use in surrounding areas could continue to result in nonnative species being brought in to the recommended wilderness, either blown in on the wind, or transported into the park by birds, other animals, or park visitors.

Climate change, in particular, could affect the natural quality of the Cumberland Gap recommended wilderness. Climate change may result in increased periods of drought, which could in turn alter the park’s hydrology. These overarching changes, together with changes in local microclimates, could produce shifts in the park’s vegetative and other biotic communities.
Untrammeled

Definition: Wilderness is essentially unhindered and free from modern human control or manipulation. This quality represents the “wild” in “wilderness.” Any intentional or unintentional, authorized or unauthorized treatment or action that manipulates the wilderness degrades this quality. Perpetuating the untrammeled quality requires managers to restrain themselves, rather than restraining the wilderness. Often, upholding the untrammeled quality can detract from another wilderness quality, such as “naturalness,” or vice-versa. For example, nonnative species may be removed in order to attain natural species composition, which would in turn be a manipulation of the current wilderness.

The natural systems within the Cumberland Gap recommended wilderness are for the most part free from active human manipulation. The forest grows unhindered and no active management takes place with respect to most wetlands, streams, and other hydrologic features. (The one major exception is Gap Cave, located in potential wilderness, which houses a commercial water system operated by Lincoln Memorial University.) The principal trammeling activity in the park that adversely affects the natural character is fire suppression.

Most active manipulation in the recommended wilderness involves short-term management actions intended to restore and protect the natural quality of wilderness character. These include removing nonnative plants and animals, monitoring and protecting special status species. Some representative activities include removing nonnative plants, controlling the hemlock woolly adelgid, marking native wild ginseng plants, and replanting confiscated wild ginseng. These activities, though they degrade the untrammeled quality of recommended wilderness, are authorized by NPS policy, and are only taken when determined necessary for the administration and preservation of the wilderness resource.

For the time being, fire is actively suppressed in recommended wilderness. In the future, it is possible that fire will be allowed to play a more natural role in order to enhance the functioning of fire adapted ecosystems. Other management activities that affect the untrammeled quality include clearing the trails of fallen trees and removing limbs and tree trunks from the park trail system. In exceptional cases these activities can involve the use of motorized vehicles to reach work sites and transport equipment. The use of off-road vehicles generates noise and can result in compaction of soils. Off-road vehicle use is governed by a minimum requirements determination signed by the park superintendent.

Activities outside the park by others can also affect the untrammeled quality. This is particularly true in the case of hunting, which is lawful outside the park. Large species such as deer and bear often have territories that extend beyond the park boundary. As a result, hunting on lands outside the park can have the effect of trammeling the recommended wilderness by altering the numbers of animals that would otherwise occur within the wilderness.

Natural processes are trammeled in some places by existing development, most notably at the entrance to certain caves. Here, iron-barred gates allow bats to come and go naturally, but prevent entry by humans and large animals. This trammeling will continue to exist over the long term in order to protect vulnerable bat populations and thereby enhance the natural quality of recommended wilderness.

Additional trammeled of the recommended wilderness is likely in the future due to continuing park management operations in recommended wilderness, and to forces at work outside the park. The most important external force is global climate change, which will likely alter the recommended wilderness for decades to come, in ways not currently foreseen.
Most of the Cumberland Gap recommended wilderness is entirely undeveloped. Some of the flatter areas along the edge of the wilderness have a long history of farming and grazing use, but most evidence of these activities has long since vanished. Today, only residual historic development exists within the recommended wilderness boundary, principally the result of past farming, logging, and mining activities. Surviving structures include former roads, old stone walls, chimney falls, elements of old homesteads, and barbed wire. Evidence of past mining activity includes coke ovens and tramways to old mine openings. Grates have been installed at some of these openings to restrict access, further impacting the undeveloped quality.

Over much of its area, the Cumberland Gap recommended wilderness is heavily forested and retains its primeval character and influence. However, in places the undeveloped quality of the recommended wilderness is degraded by structures built to facilitate visitor use, including hiking/horse trails, designated campsites, and signage. The trails system consists largely of repurposed logging roads, and as a result the trails are wide and have a more developed feel than is typical of most national park trails. Still, the number of trails is limited, and most of the recommended wilderness is undeveloped and accessible only by off-trail exploration.

The undeveloped quality is also degraded in places by temporary structures associated with ongoing scientific research. Structures include long-term scientific monitoring equipment, plot marking tags on trees, and remote sensing equipment and cameras. The park staff also makes occasional use of vehicles to get research equipment to necessary locations. The National Park Service conducts regular tours through the cave, which is in recommended potential wilderness. In some caves, climbing bolts have also been installed to assist researchers with rappelling.

The park staff makes every effort to ensure that scientific installations and equipment are removed from the recommended wilderness when projects are complete. Before the National Park Service will approve a research project or request for scientific installation in recommended wilderness, the requesting party must execute contract(s) and obtain relevant permits to ensure that all project management tasks and time constraints are clearly defined, understood by all parties, and acceptable to the National Park Service. Transport and installation of equipment in recommended wilderness degrades the undeveloped quality of wilderness, but only occurs after completion of a minimum requirements analysis.

The undeveloped quality is also degraded in those rare instances in which park personnel receive authorization to use off-road vehicles and mechanized equipment (e.g., chainsaws, etc.). Such usage occurs either during emergency incidents or is authorized via a minimum requirements analysis as the minimum tool to implement planned management activities, such as sign repair and replacement. Off-road vehicle use can introduce noise, fumes, and visual intrusions to the recommended wilderness. Visual intrusions include vehicle tracks on trails, which remain evident long after the vehicles themselves are gone and diminish the undeveloped feel of the recommended wilderness.

From time to time, the undeveloped quality is degraded by human-caused sounds intruding from outside the recommended wilderness. Sounds ranging from aircraft overflights to people mowing their lawns disturb the recommended wilderness soundscape.
Opportunities for Solitude or Primitive and Unconfined Recreation

The deep forest of the Cumberland Gap recommended wilderness engenders a strong sense of solitude in visitors. Large parts of the wilderness are at a far distance from a trail or defined access point, which gives the recommended wilderness a feeling of remoteness and provides ample opportunities for unconfined recreation. However, because so much of the recommended wilderness is at higher elevations, views within the recommended wilderness can be interrupted by sightings of development outside it, especially in winter. The developed viewshed adversely impinges on feelings of solitude.

Although the recommended wilderness is somewhat narrow and surrounded by a rural, agricultural landscape, visits to the more remote parts of the recommended wilderness, such as Martins Fork, allow visitors to escape from all modern development. Hiking is available on an extensive trail system, but visitors are not restricted to the trail system itself. In most places visitors have the opportunity to explore what lies beyond the trails and experience solitude, risk, and challenge. The heavily forested and steep terrain is difficult to traverse and navigate, so large parts of the wilderness see very little visitation. Those visitors that strike out beyond the trails have the opportunity for prolonged solitude and a true wilderness experience.

No reservations are required to camp in the wilderness, but campers must obtain a free backcountry permit. Camping is only allowed in designated campsites. This restriction limits opportunities for unconfined recreation, but is made necessary by the steep terrain, scarcity of sustainable campsites, and need to protect park resources. Campfires are allowed in designated locations only, and campers must comply with maximum group size specified in their permit. Various visitor use developments are present at campsites, including developed fire rings and food hanging line systems. These developments degrade the feeling of solitude to an extent. When campsites are fully occupied, a sense of solitude will be lacking for some visitors.

Opportunities for solitude in the Cumberland Gap recommended wilderness are degraded principally by human-caused noise. Principal sources of external noise include highways, aircraft overflights, and activities on nearby private property, including logging and rock quarrying (the latter heard from the White Rocks area). Within the recommended wilderness itself, the ridge trail, which extends for 17 miles, is easily accessible and can be a significant source of noise due to high visitor volumes, especially on weekends. A trail frequently used by Boy Scout troops runs through the recommended wilderness as well. The White Rocks and Sand Cave areas are popular visitor destinations, and noise generated in these areas can be heard in the recommended wilderness. Day hikers, especially in the Pinnacle Overlook area, are other sources of noise. Large parties can also detract from the feeling of solitude for hikers, backpackers, and horse riders seeking quiet and limited contact with other park users.

Development in the recommended wilderness, although limited, also degrades the opportunity for solitude. Signs and directional markers exist along the trail system, together with bridges, concrete steps, and benches. Development also affects opportunities for unconfined recreation, particularly in the case of cave gates.
Other Features

Definition: This quality covers those values and features that are not fully covered in the other four qualities, including ecological, geological, scientific, educational, scenic, or historical value. This feature is unique to an individual wilderness based on the features that are inside that wilderness.

The Cumberland Gap area has supported human communities for thousands of years. Representative cultural features in the wilderness include rock shelters, Civil War sites, and old homesteads, some of which have potential cemetery sites that have not yet been identified (e.g., along Gibson Gap trail). The Chadwell Gap Historic District is an old mining area located within the wilderness that contains a number of important cultural features. These include the ruins of old coke ovens and the remnants of a historic tramway to the mine entrances.

The condition of the cultural resources in the recommended wilderness is generally fair to good. However, the integrity of these resources has been compromised by loss of structural fabric, incidental vegetation overgrowth, illegal campfires set inside rock shelters, and looting of artifacts from rock shelters and Civil War sites.

The recommended wilderness lies on the far western edge of the Valley and Ridge physiographic province, and is noteworthy for its range of geologic features, which include sharp cliffs, narrow ridges, notches, sandstone outcroppings, boulder fields, and steep valley walls. More than 30 caves and numerous rock shelters have been located in the park, the majority of which are found in the recommended wilderness. The recommended wilderness portion of the White Rocks area hosts unique lichen species, including species more often found in the American and Canadian Rockies than the Southeastern United States. One lichen species occurring on cliff faces in the recommended wilderness has not been identified anywhere else in the Southeast. The caves and cliffs are presently in good condition, apart from damage caused by the occasional illegal use of caves. In the future, the cliffs and the unique vegetation that grows on and around them could be put at risk if recreational climbing is allowed.

Issues for Wilderness Planning

Please see the previous discussion of key park issues in “Identification of Key Issues and Associated Planning and Data Needs.” Because the park is more than 58% recommended wilderness, (and 16% of the park remains to be assessed for wilderness eligibility) many of the key issues facing the park also relate to the Cumberland Gap recommended wilderness. The foundation document includes a detailed assessment of planning and data needs prepared by the Southeast Region and Cumberland Gap National Historical Park.
## Appendix D: Past and Ongoing Park Planning and Data Collection Efforts

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**Appendix E: Public Outreach Summary**

Cumberland Gap National Historical Park provided an opportunity for the public to learn about and comment on the foundation document during a park “meet and greet” on January 16, 2015. This event, which was publicized via local and regional media and the park’s Facebook page, was held at the park visitor center from 11:00 am to 1:00 pm. Park staff were on hand during the gathering to share information about the park foundation document, and solicit general feedback on the park.

About 20 people attended the meet and greet. Largely, the topics covered were general in nature, though specific attention was placed on the park trails and Hensley Settlement. These comments are reflected in the high priorities placed on these planning and data needs efforts.
Southeast Region Foundation Document Recommendation
Cumberland Gap National Historical Park
February 2016

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

RECOMMENDED
Sula Jacobs, Superintendent, Cumberland Gap National Historical Park

APPROVED
Stan Austin, Regional Director, Southeast Region

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.

CUGA 380/130478
March 2016