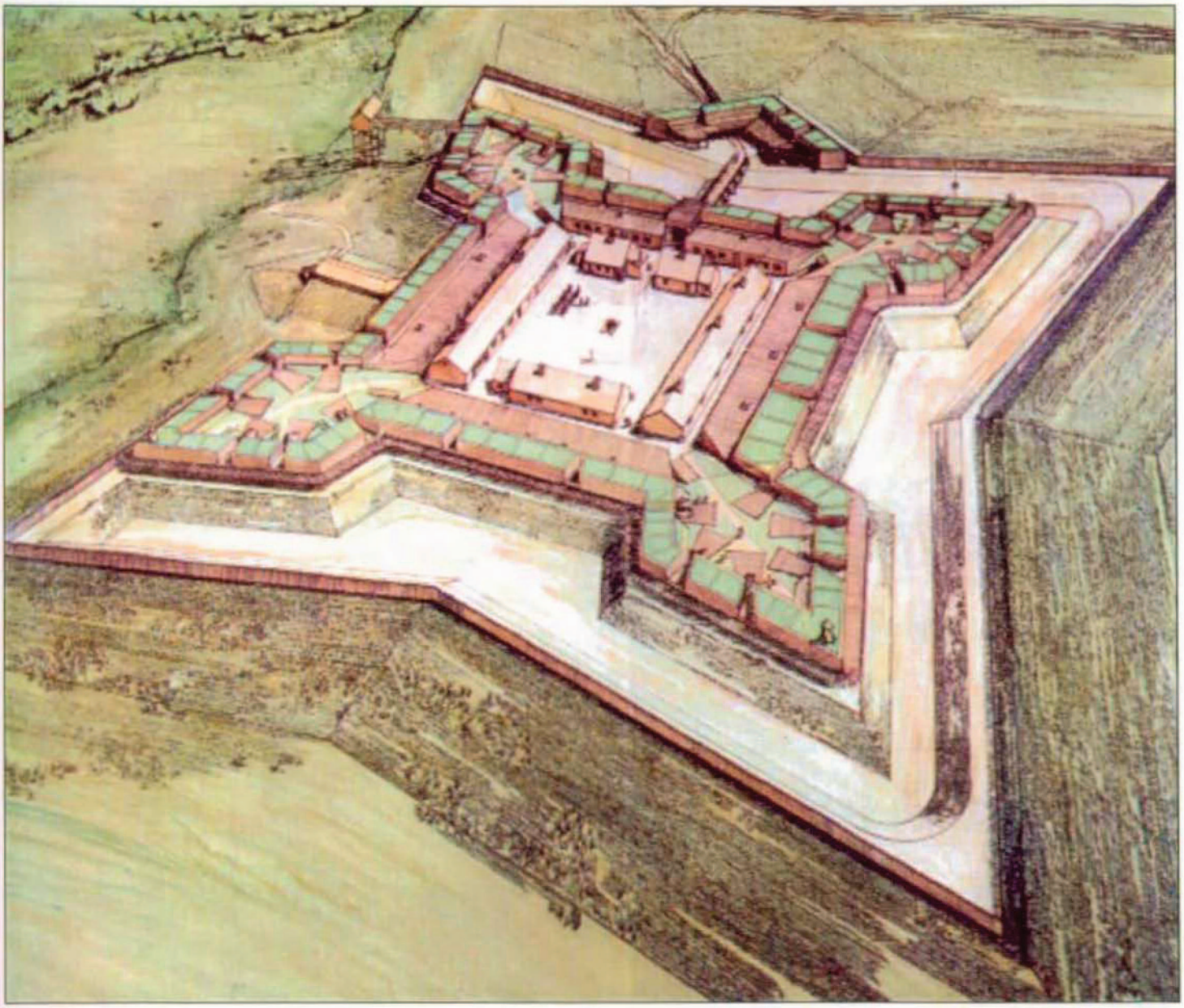
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National Park Service
U.S. Department of the Interior

Fort Stanwix National Monument
New York

Fort Stanwix National Monument
Marinus Willett Center

Final Environmental Assessment



Color Scans
6/12/2003

Fort Stanwix National Monument
Marinus Willett Center

Final Environmental Assessment

January 2003

United States Department of the Interior
National Park Service

Park: FOST
Pkg. # 19822 P.T.
Area
Subject

RECEIVED
FEB 1 2 2003
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D5039 (DSC-PM)
FOST-101
FOST 19822

Memorandum

To: Regional Director, Northeast Region

From: Project Manager, Project Management Denver Service Center

Reference: Fort Stanwix National Monument, Pkg. 101, PMIS 19822, Marinus Willett Center Environmental Assessment

Subject: Transmittal of Environmental Assessment

Enclosed are copies of the referenced document that proposes the construction of the Marinus Willett Center for visitor education and museum collections management purposes. This document represents agency and public scoping and requests public comments. To assist the agency and public review, a public meeting has been scheduled for the March 4, 2003, 7:00pm in the Rome Historical Society auditorium in Rome, New York. Upon receiving agency and public comments, as well as completing Phase 1B and 2 archeological testing this spring and consultation with the State Historical Preservation Office, a Finding of No Significant Impact will be prepared.

The park and the project team members are working very to complete the project phases and prepare for construction activities this fiscal year. I would be pleased to provide any additional information and can be reached at 303-969-2347.

SIGNED

Patrick Shea

Attachments

cc:
Supt., FOST w/out enc.
NPS NER-P, D. Hollenberg, w/ enc.
NER-BOSO, D. Clark, w/ 3 enc.
NER- BOSO, R. Holzhiemer, w/enc.
NER- NYC, L. Ullman, w/enc.
NER- BOSO, D. Gaines, w/ enc.

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Executive Summary

Proposed Action

The National Park Service (NPS) is considering building a support facility for Fort Stanwix National Monument (NM). The new facility would be named the Marinus Willett Center, after the Revolutionary War hero who was second in command at Fort Stanwix in 1777.

The Willett Center would provide conditioned storage space for historic artifacts, accessible public exhibit areas and amenities, interpretive spaces, and staff support space for Fort Stanwix. It would also serve as a historical research and interpretive center. Interpretive themes would include Iroquois history and culture, European settlement and the French and Indian and Revolutionary Wars. The center would be owned and operated by the NPS and would be open to the public year-round. The Willett Center is needed because existing Fort Stanwix facilities do not adequately support all of the Fort's required functions.

This environmental assessment (EA) analyzes the NPS proposed action and alternatives and their impacts on the environment. It was prepared in accordance with the National Environmental Policy Act (NEPA) of 1969 (42 USC 4321 et seq.), the Council on Environmental Quality (CEQ) regulations (40 Code of Federal Regulations 1500 through 1508) for implementing NEPA, the NPS NEPA compliance handbook (DO-12), and NPS Management Policies 2001.

Background

Fort Stanwix NM is located in the City of Rome, Oneida County, in the 24th Congressional District along the main east-west corridor of upstate New York. This corridor initially developed along natural riverine and geologic systems, the importance of which were then reinforced through construction of the Erie Canal, and later, railroads and the New York State Thruway.

Fort Stanwix was the largest and most important of the forts lining the strategic waterway between Oswego and Schenectady in upstate New York. Its contemporary reconstruction reminds us of the bitter struggles that took place on what was once the "Northern Frontier." It was originally constructed to guard the "Oneida Carrying Place," a portage where the Mohawk River, which leads to the Hudson and New York Harbor, approaches Wood Creek and provides access to Lake Ontario. This vital portage was controlled by the Oneida Nation and situated in the territory of the Iroquois, a powerful six-nation Native American Confederacy. After a religiously sanctioned "Great Peace", circa 1500, ended chronic conflicts, the resulting political federation enabled the Iroquois Confederacy to take full advantage of their position along vital transportation routes. However, their power and central location inevitably drew the Iroquois Nations into the prolonged international struggle between Great Britain and France, already established in the St. Lawrence and Ohio valleys.

In 1776, American rebels in their war for independence occupied Fort Stanwix and began rebuilding the decayed structure to defend the frontier, support their Oneida and Tuscarora allies, and exert influence among the other Iroquois. The British, believing their 1777 campaign could bring the

decisive victory that had eluded them the previous year. A British army commanded by General John Burgoyne, intended to move down the Lake Champlain corridor to Albany. Fort Stanwix became part of this British strategy because a flanking force commanded by Colonel Barry St. Leger planned to move through the Mohawk Valley and join Burgoyne at Albany. St. Leger leading more than 1500 troops—numerous Senecas and Mohawks, British regulars, German mercenaries, British loyalists, French-Canadian militia, and numerous Iroquois and Great Lakes Indians allied with the British—lay siege to Fort Stanwix early in August 1777. Although recently reinforced, the Americans inside, commanded by Colonel Peter Gansevoort, were less than half as numerous as their attackers. The militia of Tryon County (embracing all the territory west of Albany County extending to the 1768 treaty line) was mobilized under General Nicholas Herkimer and, accompanied by some Oneidas, marched to relieve Fort Stanwix. Goaded by unruly subordinates, Herkimer blundered into an ambush set by St. Leger's British forces in a ravine five miles east of Fort Stanwix now known as Oriskany Battlefield. Herkimer's force was in peril when a surprise attack from the fort, commanded by Lieutenant Colonel Marinus Willett, distracted the loyalists. When many of the loyalists and Indians dashed back to defend their camps, the militia was spared and was able to limp back down the valley. They had failed to relieve the fort but had inflicted noticeable casualties and this, added to the damage caused by Willett's sortie, reduced the Indians' enthusiasm for the siege. St. Leger's artillery was unable to make much of an impression on the earth and log fort, and when an American relief force commanded by General Benedict Arnold approached, the Indians took it as an excuse to depart. Without their participation, St. Leger's other troops could not maintain the siege and fled in disorder.

Accompanied by the nearly simultaneous British defeat at Bennington, the events at Oriskany Battlefield and Fort Stanwix turned the course of war against Burgoyne and contributed to his surrender in October 1777. This is considered one of the decisive battles of world history, as it brought France in openly on the American side, thereby renewing the age-old struggle between the British and French and converting a colonial uprising into another worldwide war.

Fort Stanwix was a strategic base of operations and remained important in American strategy until flood and fire damage and diminished military action caused its abandonment in 1781. After the Revolutionary War, the fort was the site of negotiations for five additional Iroquois-American treaties. The Fort Stanwix treaties set precedents for future Indian and American treaties and relationships. Fort Stanwix was never repaired or reoccupied. A blockhouse was built at the site during a war scare in the 1790s, but in the early 1800s the fort had largely disappeared and was beginning to be overlaid by the village of Rome (later incorporated as a city in 1870).

The 150th anniversary of the fort in 1927 saw renewed interest in the fort and its historic events and the State of New York erected a commemorative monument on the site. Responding to state and local interest, Fort Stanwix National Monument was authorized by Public Law No. 74-291 [s.739] August 21, 1935 to preserve "... for public use, historic sites, buildings and objects of national significance for the benefit and inspiration of the people."

In the mid-1960s, Rome officials asked the NPS to advise the City on development of the fort as a part of planned urban renewal. In 1965, Rome was given authority to purchase land to develop the fort and the NPS prepared a master plan (completed in 1967) for administering, protecting, and developing Fort Stanwix NM. The City's urban renewal program cleared approximately 70

structures and 5 streets off the fort site to prepare for reconstruction. Full title to the fort site was conveyed to the U.S. Government in 1973. Groundbreaking for fort reconstruction, which was based on extensive archeological and historical research conducted from 1970 to 1973, was held on August 23, 1974. The Fort opened to the public in 1976.

The 1967 vision for Fort Stanwix NM has never been fully realized. Due to a lack of full funding for the construction, important fort and park structures identified in the plan, including a proposed on-site visitor center, were not built. The current park maintenance building was completed in July 1975 and is used for park maintenance activities and personnel. Fort Stanwix NM is currently open seven days per week from 9:00 am to 5:00 pm from April 1st to December 31st, and is closed from January through March

Alternatives

Through agency review and public scoping the NPS narrowed the field of alternative sites for Willett Center construction from 38 possible sites identified in 1999 to the proposed site evaluated in detail in this EA.

Proposed Action

Under the Proposed Action, the NPS would build the Willett Center on the south portion of the Fort grounds near the corner of Erie Blvd, and N. James St. Design of the center would be modern in concept but would integrate with the topography of the grounds. It would house about 13,700 sq ft of visitor, education, collections storage and workspace, and maintenance space. Site preparation would require archeological testing and preservation of subsurface artifacts, excavation for the building foundation, grading, and reseeding to grass.

No Action

Although it would not meet NPS needs for collections storage and education, the NPS is required to consider a No Action alternative under CEQ and NPS NEPA regulations. Under No Action NPS would continue managing Fort Stanwix NM using existing spaces inside the Fort. There would be no new construction to address additional resource management or visitor services needs. These needs would be accommodated to the extent feasible by improving existing conditions within the Fort. Interpretation of park resources would continue to emphasize the story of Fort Stanwix with minimal emphasis placed on historic and geographic context.

Environmental Consequences

Air Quality Impacts

The Rome area is in attainment status for EPA criteria air pollutants. Under either alternative, minor pollutant increases would occur during Willett Center construction from equipment and vehicle emissions. Minimal air emission increases would occur during operation from building operating equipment and maintenance vehicles and increased visitor vehicles. No emission increases would occur under No Action assuming visitation does not increase.

Cultural Resources Impacts

Archeological Resources Archeological testing conducted during 2002 indicated limited archeological potential in the area currently proposed for the Willett Center southwest of the fort. Additional archeological testing and evaluation are proposed for this area in 2003. Any archeological sites within the project area will be identified and evaluated by the National Park Service in consultation with the New York State Historic Preservation Officer (NYSHPO). Affected Indian nations will be consulted as well. If National Register eligible archeological resources are found, and should those resources be potentially impacted by construction of the Willett Center, a Memorandum of Agreement (MOA) to resolve any adverse effects to such resources would be negotiated and signed between the park and the NY SHPO in accordance with 36 CFR 800.6 (b)(1)(iv). The MOA would be signed before a Finding of No Significant Impact (FONSI) is signed. The No Action alternative would cause no impacts to known or as yet undiscovered archeological resources at Fort Stanwix National Monument.

Historic Structures or Buildings There are no National Register eligible structures present at Fort Stanwix because the fort is a reconstruction so no impacts would occur under either alternative.

Cultural Landscapes There are no National Register eligible landscape features present at Fort Stanwix. All of the landscape features are either modern, non-historic reconstructions, outside the period of significance or so altered that they no longer convey conditions during the period of significance so no impacts would occur under either alternative.

Ethnographic Resources Fort Stanwix has been identified as an ethnographic resource because of the "Great Carry" and as a treaty council location. However, it is not a sacred site based on the ethnographic studies and communications with Native tribes to date. Fort Stanwix will continue to have dialogue with the tribes to address any concerns they may have with Willett Center development under the Proposed Action and other park issues as needed and appropriate under either alternative.

Museum Collections Construction of the Willett Center would improve storage conditions and access to the existing collection and any newly discovered artifacts. Lack of Willett Center construction, under the No Action alternative, would require continued artifact storage under the potentially damaging in-Fort storage conditions, provide poor public access to the existing collection and also jeopardize protection of any newly found artifacts.

Visitor Use and Experience Impacts

Fort Stanwix Visitation Construction of t he Willett Center is expected to markedly increase Fort Stanwix visitation, providing a broader and more enjoyable interpretive experience, year-round access to the National Monument, and serving Rome community interests in many ways. The continued projected Rome area population decline would offset a portion of the increased visitation. However, under No Action the area population decline would likely continue the recent trend of declining visitation.

Fort Stanwix and Regional Interpretation Under the Prposed Action, t he interpretive emphasis at the Fort would continue to highlight the siege of Fort Stanwix and Fort life but would expand public access to the collections, provide year-round interpretive programming, and remove the conflict between the interpretive experience within the Fort and its current other uses. Under No Action there would be no change in the current limited interpretation and the conflict between the 18th century interpretative theme and modern multi-functional facilities inside the reconstructed Fort would continue.

Visitor Experience. The new Willett Center would offer:

- Year-round interpretive programming
- Expanded visitor facilities including a bookstore
- Expanded facilities for community use, including meeting space
- An opportunity for revamping of the existing Fort Stanwix buildings to provide interpretive rather than support functions
- Continued availability of the Fort's green space for events
- Expanded opportunities for academic research and education in history of Fort and region

Under No Action there would be no improvement in visitor experience.

Public Safety Impacts

Pedestrian Safety Traffic calming measures and/or pedestrian crossing signals would increase the safety of street crossings to the Willett Center under the Proposed Action and to Fort Stanwix under either alternative. Control of installation of these measures is a city function. The NPS would continue to pursue traffic calming measures with the city of Rome under both alternatives.

Fire and Emergency Response Under both alternatives the City of Rome would continue to provide fully adequate fire and emergency response.

Traffic and Parking Impacts

Traffic Impacts. Under the Proposed Action, minor traffic delays might occur on N. James and W. Dominick Sts and possibly Erie Blvd. during Willett Center construction. Minor delays might also occur during peak visitation days because of traffic calming measures under either alternative.

Parking. The surface parking lot across N. James Street would remain the principal facility for all visitors under the Proposed Action. Parking for the handicapped is currently provided there.

Land Use Impacts

Under the Proposed Action, the use of the site would be altered somewhat from a seasonal to a year-round recreation/historic site. The value of nearby land may increase due to this improvement. The use would be consistent with the CBD Master Plan, which incorporates the Fort structure and surrounding landscaped space, suggests use of the Fort green-space as a community gathering lawn, and indicates the principal entrance to Fort Stanwix at the W.

Dominick St. crossing. There would be no conflict with city zoning. No changes in land use would occur under No Action.

Recreation and Tourism Impacts

Construction of the Willett Center on the Fort grounds would cause minor effects on recreation at the Fort by temporarily altering pedestrian access to the Fort. Movement of trucks and construction equipment might intermittently affect visitor and regular vehicular traffic on adjacent streets. Operation of the Willett Center would have a significant beneficial impact on Rome and Mohawk Valley recreational attractions. Area residents and visitors would benefit from improved interpretation of local historic and cultural resources. There would be no recreation or tourism benefits under No Action.

Impacts on the Local Economy

Impact of Construction Expenditures In the short term, under the Proposed Action, 2 to 15 jobs and $53,000 to $597,000 would be added to the local economy, assuming from 2 to 25 percent of the total of approximately $4 million for construction goes to local contractors. No construction funding and no benefits to the local economy would occur under No Action.

Impacts of Operation Expenditures Under the Proposed Action, Fort Stanwix expects to have 55,000 or more visitors per year, including day visitors and event attendance. A long-term projected minimum of 28,000 Fort Stanwix day visitors per year would spend $454,000, which would add 3 jobs and $79,000 to the local economy. In addition, any benefits from event attendance and related spending would also likely increase under the Proposed Action because of its close tie to downtown businesses and its year-round operation. No comparable long-term economic benefits would occur under No Action.

Revitalization of Business in Rome's Central Business District (CBD) Building the Willett Center would likely increase sales at existing Rome businesses and help attract new ones to the area. Sixteen Rome CBD business owners were asked how they thought the addition of the visitor center would affect their business, or downtown in general. Many of the businesses are currently providing goods and services to Fort visitors, particularly in the Lodging and Eating Establishment industries. Several businesses felt that the most significant impact of the visitor center would be on the availability of information about the Rome area, particularly information relating to area businesses. None believed that there would be any negative impacts resulting from the visitor center. Based on an inventory of vacant parcels and commercial space, there are ample opportunities to develop tourism-related businesses near a new Willett Center. No comparable revitalization benefits would occur under No Action.

Social Impacts

Construction of the Willett Center on the Fort grounds might cause minor disruptions in downtown community life—e.g. to residents of the senior center. Operation of the Willett Center should enhance the quality of life for Central Business District and nearby residents.

Visual Impacts

Under the Proposed Action, construction equipment and materials would cause temporary, minor, localized impacts on the visual quality of the Fort grounds and nearby intersections of N. James, W. Dominick St. and Eire Blvd. In the long-term, the Willett Center building design and newly planted trees and herbaceous landscaping features would improve the downtown cityscape and present an attractive view to Fort visitors entering Rome. No visual changes would occur under the No Action alternative.

Noise Impacts

Under the Proposed Action, construction equipment noise could cause minor, temporary noise disturbance to nearby sensitive receptors including the church, senior citizens center and day care center. Construction noise may also cause minor temporary effects to visitors to Fort Stanwix, nearby businesses, and local residents. The ambient noise is typical of an urban environment with substantial traffic, localized construction, repair and maintenance equipment, and heating, ventilating and air conditioning operating equipment, and other noises of densely populated areas. Willett Center construction would add to this urban background noise environment but would not alter it, although noise levels during peak noise intensive equipment use may be bothersome. NPS would require that noise-intensive construction activities be conducted on weekdays only during business hours. Negligible noise impacts would result from increased traffic around these sites due to increased visitation. No increase in noise would occur under No Action.

Impairment of Park Resources

Construction of the Willett Center would cause no impairment of Park resources but rather would improve them. Willett Center construction would help alleviate the potential for impairment of park resources by providing space for park functions currently conducted in the reconstructed Fort. Construction of the Center on Fort grounds would improve the visual quality of the Fort grounds and make the National Monument more recognizable and appealing to city visitors. Further the Center would benefit the downtown cityscape and plans for redevelopment. Taking No Action would not alleviate any of the problems currently associated with conducting many Fort functions in the reconstructed Fort.

Relationship between Short-Term Uses of the Environment and the Maintenance and Enhancement of Long-term Productivity

Because the proposed construction site is an urban site, has experienced many years of development and redevelopment, and does not support important natural environmental features, such as wetlands, or protected flora or fauna, there would be no substantive loss of long-term environmental productivity if the Willett Center is built.

Irreversible or Irretrievable Commitment of Resources

Any construction disturbance that would cause damage to or destruction of archeological resources eligible for listing in the National Register of Historic Places would constitute an rreversible loss of those resources. A plan for protecting, or mitigating effects on, any archeological resources determined to be eligible for listing in the National Register of Historic Places will be developed in consultation with the NYSHPO and other appropriate parties.

Adverse Impacts that Could Not be Avoided if the Proposed Action were Implemented

Impacts that are typical of urban construction projects are unavoidable under the Proposed Action. The impacts would include production of vehicle and equipment air emissions that would add minimally to ambient air pollutant levels, temporary construction noise, minor traffic congestion, and unsightly construction debris and equipment. These would all be minor and temporary with appropriate measures taken by the NPS to ensure they are minimized. Willett Center construction on the Fort grounds would cause minor temporary disruption of visitor services and some portion of the Fort's currently mowed lawn space would be used for the building foundation, trees, walkways, and other landscaping elements.

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Chapter 1
Purpose and Need

1.1 Introduction

The National Park Service (NPS) is considering building a support facility for Fort Stanwix National Monument. The new facility will be named after Marinus Willett, a former New York City mayor who was second in command at Fort Stanwix in 1777 during the Revolutionary War. The Willett Center will serve as a visitor center, education center, and artifacts archives for the National Monument. The facility will also serve as a historical research and interpretive center with many related themes, including Iroquois history and culture, European settlement and the French and Indian and Revolutionary Wars.

Fort Stanwix National Monument is a reconstructed Revolutionary War-era fort, with related outworks, located in downtown Rome, New York. The fort was reconstructed on the site of the original Fort Stanwix and is owned and managed by the NPS. The fort site was established as a national monument in 1935, but reconstruction did not begin until 1974 when an archeological study by NPS was completed. Fort Stanwix was opened to the public in 1976, exhibiting a portion of the extensive archeological collections found on-site.



Fig. 1-1. Fort Stanwix NM in downtown Rome, NY

The Fort Stanwix National Monument site occupies approximately 16 acres, bordered by main thoroughfares and surrounded by a mixture of commercial, residential, light industrial, and institutional land uses, none of which were present during the fort's period of occupation. The site of the fort, but not the reconstructed structure or its surrounding landscape, is listed in the National Register of Historic Places and is a National Historic Landmark, significant for the events that transpired there and their role in the American Revolution. The fort and its features are managed as an historic site according to NPS regulations, guidelines, and policies.

1.2 Purpose of the Willett Center

The purpose of the Willett Center is to provide conditioned artifact storage space, accessible public exhibit areas, interpretive spaces, and functional support space for Fort Stanwix. The Center would house visitor orientation exhibits and audio-visual programming, visitor amenities (e.g., restrooms, sales area), education/meeting space, collections storage and workspace, and maintenance space totaling about 13,700 sq ft of floor space. The center would be owned and operated by the NPS and would be open to the public year-round.

1.3 Need for the Willett Center

The Willett Center is needed because existing Fort Stanwix facilities do not adequately support the Fort's required functions.

In 1935, NPS authorized the creation of Fort Stanwix NM, but it was not until 1967 that a Master Plan for Fort development was written. The plan included building a facsimile of the original fort, a separate visitor contact and interpretive facility, and a parking area. Congress funded the project, but not to the extent that a full reconstruction was feasible, so when the Fort opened to the public in 1976, it was only partially reconstructed. The visitor center and parking area were not constructed. Since then, all visitor and support functions except maintenance have been housed in the partially reconstructed Fort and the city of Rome has built a multi-level parking facility nearby. The Fort's artifacts collection, recovered during site excavation and far larger than anticipated in the 1967 Plan, has been temporarily stored in the Fort's foundation area.

1.3.1 Insufficient Space for Visitor Orientation and Support Services

Due in large measure to the incomplete reconstruction of the fort and the absence of the park visitor center proposed in the Master Plan, the park has inadequate space for a wide range of visitor orientation and support functions. The problem has become more acute as essential park

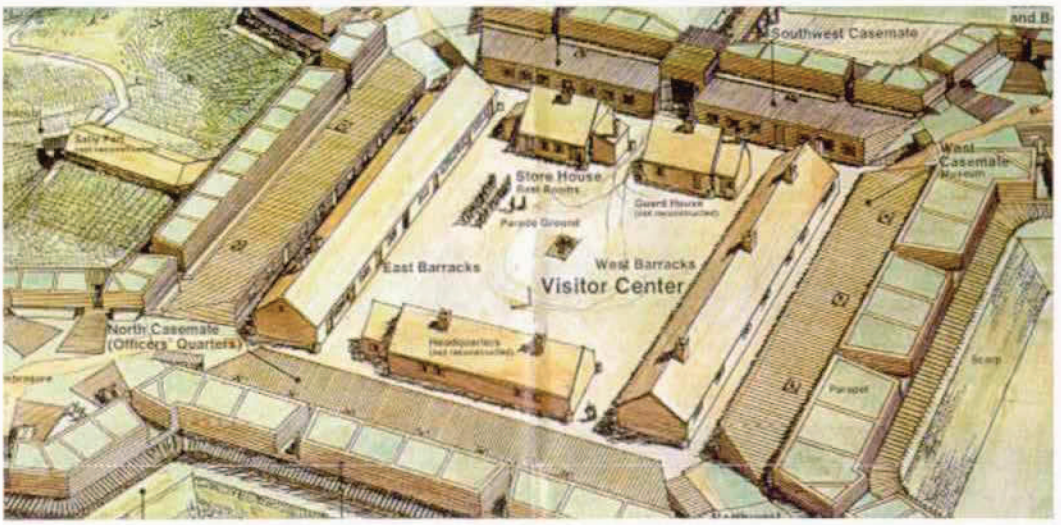


Fig. 1-2. Current Fort Stanwix facilities are inadequate for Fort requirements

operations have become more complex. The park does not have adequate space for visitor orientation, interpretive and educational programs, and similar activities.

1.3.2 Insufficient Care For and Access to the Archeological Collection

The archeological collection housed at the fort is of great historical value but its storage conditions do not meet NPS standards, public access is minimal and it remains largely unavailable for public view or study. Storage, staffing, and workspace for the collection are insufficient, and accessible curatorial space is needed. The NPS also needs to work with partners who possess collections relevant to the history of the fort and to foster coordination among partner institutions and to assist those partners in addressing accessibility, conservation needs, and climate-controlled storage facilities for collections management.

Colonel Marinus Willett

Marinus Willett was born on Long Island in 1730. He was a Lieutenant during the French and Indian War, and was part of the attacks on Forts Ticonderoga and Frontenac. Shortly after the outbreak of the Revolutionary War, he was commissioned as a Lieutenant Colonel in the patriot Army. In 1777, he was assigned to Fort Stanwix and was one of the commanders defending the fort during the British siege.

When militia under General Nicholas Herkimer marching to relieve Fort Stanwix was ambushed by British forces in a ravine five miles east of Fort Stanwix known as Oriskany Battlefield, a surprise sortie from the fort, commanded by Lieutenant Colonel Willett turned the battle and helped disperse the attackers and break the siege. Accompanied by the nearly simultaneous British defeat at Bennington, the events at Oriskany Battlefield and Fort Stanwix turned the course of war against Burgoyne and contributed to his surrender in October 1777.

Addressing collections management problems by making improvements to the existing fort structure would be an inadequate solution. The conversion of the present collections storage facility to the level of a museum-quality storage and conservation space would be problematic. Any renovation of the present facility would be limited to the confines, configuration and location of the Fort's subterranean "tunnel" system. Major rehabilitation efforts to the "tunnel" would prove ineffective unless all water leaks, and temperature and humidity concerns could be remedied first. The subgrade location of the "tunnel" would make it difficult to provide adequate environmental controls as the existing dirt subfloor is a source of dust and airborne pollutants and provides habitat and food for pest species.

Additionally, properly unpacking and adequately storing collections in specimen cabinets for ready access for research, study, conservation, preservation, protection and exhibit, as well as providing needed research and conservation space, are estimated to take more space than could reasonably be made available for these purposes within the fort. The intent of the fort reconstruction was primarily to interpret the fort structure for the public. Use of reconstructed features for storage of collections at the expense of interpretation is in conflict with this purpose.

1.3.3 Need to Place Fort Stanwix in Its Regional Context

Because of its central location, Fort Stanwix National Monument could be an important regional gateway to an impressive array of thematically related historic resources. The Northern Frontier Special Resource Study and the Oriskany Battlefield Special Resource Study confirm and clarify the importance of Fort Stanwix National Monument and Oriskany Battlefield State Historic Site

to the region. Despite the intimate historical connection between Fort Stanwix and Oriskany Battlefield, contemporary programmatic links, including exhibits and audiovisual productions, between the National Monument and the state historic site have not been adequately developed beyond occasional program and special event support. Construction of the Willett Center would provide the exhibit and support space necessary to create such a regional historic gateway.

1.4 The Environmental Assessment

1.4.1 EA Purpose

An environmental assessment (EA) analyzes the proposed action and alternatives and their impacts on the environment. This EA has been prepared in accordance with the National Environmental Policy Act (NEPA) of 1969 (42 USC 4321 et seq.), the Council on Environmental Quality (CEQ) regulations (40 Code of Federal Regulations (CFR) 1500 through 1508) for implementing NEPA, the NPS NEPA compliance guidance handbook (DO-12), and NPS Management Policies 2001.

Purpose of an Environmental Assessment (EA)

An EA is a study conducted by a Federal agency to determine whether an action the agency is proposing to take would significantly affect any portion of the human or natural environment. The intent of the EA is to provide project planners and Federal decision-makers with relevant information on a Proposed Action's impacts on the environment.

If the EA finds that no significant impacts would result from the action, the agency can publish a Finding of No Significant Impact (FONSI), and can proceed with the action. If the EA finds that significant impacts would result from the action, then the agency must prepare and publish a detailed Environmental Impact Statement (EIS) to help it decide about proceeding with the action.

1.4.2 EA Organization

This EA is organized in compliance with CEQ Regulations and NPS DO-12. Table 1.4-1 describes the organization and content of each section.

Table 1.4-1. Summary of the Organization of the EA

Chapter	Contents
1 Purpose and Need	▪ Purpose of Willett Center Construction ▪ Need for the Willett Center ▪ Purpose and Organization of the Environmental Assessment
2 Background	▪ Project Background and Scope ▪ Relationship of Willett Center to other planning projects ▪ Relevant Issues ▪ Impact Topics Addressed in EA o *Impact Topics Selected for Detailed Analysis* o *Impact Topics Dismissed from Detailed Analysis*
3 Proposed Action and Alternative	▪ Alternatives considered, but eliminated from further study ▪ Description of the Preferred Alternative— South Fort Grounds Alternative ▪ Description of the No Action Alternative ▪ Mitigation measures ▪ Comparison of the impacts of the alternatives
4 Affected Environment	▪ Description of the existing aspects of the environment, by impact topic, that may be affected under each alternative

Table 1.4-1. Summary of the Organization of the EA

Chapter	Contents
5 Environmental Consequences	▪ Description of the methodology used to analyze environmental impacts resulting from each alternative, including definitions of impact terms ▪ Analysis of potential direct, indirect, and cumulative impacts on the environment, by impact topic area, that would result from each alternative.
6 Consultation and Coordination	▪ Discussion of relevant agency consultation during the EA development ▪ List of persons and agencies contacted for information for the EA ▪ Description of public involvement activities that were part of the EA process
References Cited	▪ List of references cited within the EA
List of Preparers	▪ Identifies the members of the interdisciplinary team that contributed to the preparation of the EA
Appendices: A: Acronyms and Abbreviations	▪ List of abbreviations (and their definitions) and acronyms used in the EA
B: Glossary	▪ Definitions of terms used in the EA
C: Relevant Laws & Regulations	▪ Laws and Regulations Relevant to the EA Analysis

Chapter 2
Background

This Chapter summarizes the history and characteristics of Fort Stanwix National Monument and the context of the development of the National Monument within the City of Rome and the region. It places the Fort within its historic context focusing on the American Revolution and French and Indian War. The discussion includes the importance of the Fort itself and its relationship to the Oriskany Battlefield, Oneida Carrying Place, Mohawk Valley, and Northern Frontier. It also notes the Fort Stanwix National Monument and City of Rome's relationship to the Erie Canal. The historical information was taken from two principal sources, a preliminary draft of the Fort Stanwix Draft General Management Plan (GMP), Environmental Impact Statement (EIS) (NPS, 2002a) and the Phase 1A Archeological Investigation for the Proposed Willett Center (NPS 2002b). The chapter describes the history of the development of the Willett Center project explains the issues and impact topics of concern that are evaluated in detail in the EA and the impact topics that are dismissed from detailed evaluation.

2.1 Historic Context—the City of Rome, New York

Fort Stanwix is located in the City of Rome, Oneida County, New York (Fig.2.1-1). Rome is located in the 24th Congressional District along the main east-west corridor of upstate New York. This corridor initially developed along natural riverine and geologic systems, the importance of which were then reinforced through construction of the Erie Canal, and later, railroads and the New York State Thruway.

The development of Rome was historically centered on Dominick and James Street as laid out by Dominick Lynch in the 1800s, prior to the construction of the Erie Canal, and surrounding the present site of Fort Stanwix. Through massive urban renewal projects begun in the 1960s, including the reconstruction of Fort Stanwix, the historic downtown was in large part replaced by new larger urban blocks, a pedestrian mall on Dominick Street, and less dense development. As in many small cities across upstate New York, the City of Rome's central business district continues to decline. Planning by the City of Rome is underway to reinvigorate the downtown core. To that end, the City has removed the pedestrian mall and reintroduced vehicular traffic to that section of Dominick Street.



Fig. 2-1 Fort Stanwix regional location.

Nearly 22.5 million people live within a 200-mile radius of the Fort—on average, a three and one-half hour drive. Twenty-five per cent of the U.S. and Canadian population are within a day's drive of the fort; New York City is 264 miles away, Montreal and Toronto roughly 300 miles, Ottawa 235 miles and Boston 231 miles. Syracuse, New York, the nearest large city, is 35 miles away. Albany and Binghamton, New York, are roughly 100 miles, and Buffalo, New York is 200 miles. The Mohawk River is parallel to or contiguous with the Erie Canal Corridor east of Rome, where the river turns north and the Canal continues west.

2.2 History of Fort Stanwix

2.2.1 The Oneida Carrying Place

Fort Stanwix was the largest and most important of the forts that lined the strategic waterway between Oswego and Schenectady in upstate New York. Its contemporary reconstruction reminds us of the bitter struggles that took place on what was once the "Northern Frontier." It was originally constructed to guard the "Oneida Carrying Place," (Fig. 2-2) a portage where the Mohawk River, which leads to the Hudson and New York Harbor, approaches Wood Creek and provides access to Lake Ontario. [Note: This map, a portion of the map entitled "COMMUNICATION between ALBANY and OSWEGO" was drawn by the British cartographer Thomas Kitchin in 1772 and is the best map of the inland waterway corridor connecting the upper Hudson River with the Great Lakes during the period when it was in use for navigation.]

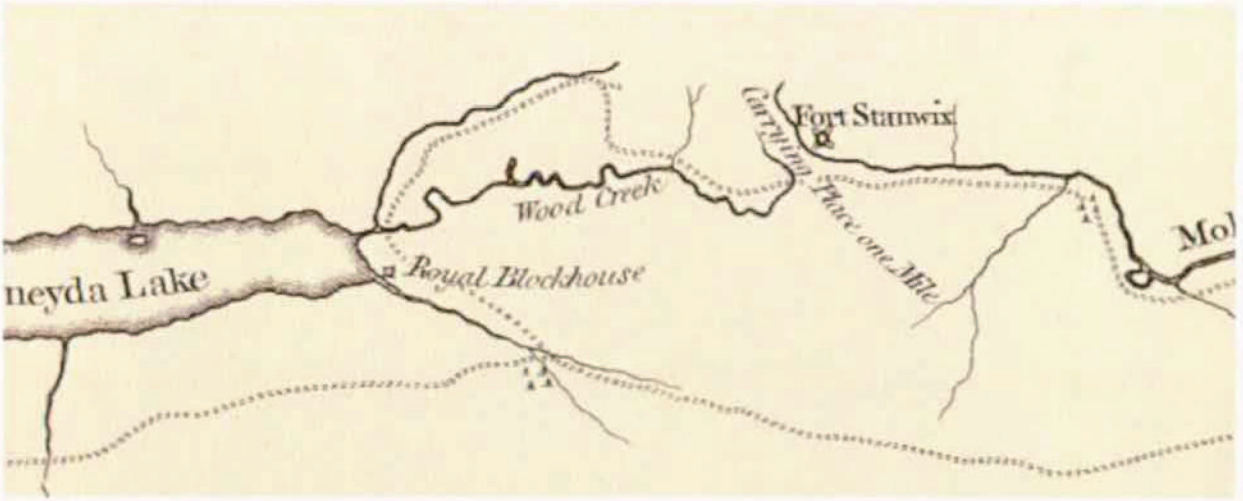


Fig. 2-2 Portion of inland waterway corridor connecting the upper Hudson River with the Great Lakes during the period when it was in use for navigation in 1772.
(Source: http://www.nysm.nysed.gov/history/neck/kitchinmap.html)

This vital portage was controlled by the Oneida Nation and situated in the territory of the Iroquois, a powerful five (later six)-nation Native American Confederacy. After a religiously sanctioned "Great Peace" (circa 1500) ended chronic conflicts, the resulting political federation enabled the Iroquois Confederacy to take full advantage of their position along vital transportation routes. However, their power and central location inevitably drew the Iroquois Nations into the prolonged international struggle between Great Britain and France, already established in the St. Lawrence and Ohio valleys.

2.2.2 French and Indian War

By the end of the 17th century, New York had become a major battleground in the seemingly interminable conflict between the French and English and their respective Iroquois allies. The heaviest fighting generally occurred along the strategic Champlain waterway, but the Northern Frontier became involved as well. British construction of a fort at Oswego in 1727, in what the French considered their sphere, virtually guaranteed further warfare. The British action was, in turn, a response to French construction of a fort at Niagara the previous year and demonstrated that the intensifying competition would only end when one or the other nation achieved dominance. Three inconclusive wars between the two great powers culminated in the French and Indian War (1754-63, the American phase of the Seven Years' War, which began in Europe in 1756). During the war, fighting on the Northern Frontier, though still peripheral to the primary theater in the Champlain Valley, grew more intense. A brilliant French raid early in the war destroyed one of the British forts – Fort Bull. The British destroyed other fortifications during their retreat, after hearing reports that the French were camped in force at Oswego. But in 1758 the British restored their power in the heart of the region by constructing Fort Stanwix (named for the general in command, John Stanwix) overlooking the portage road. After serving as a base for the British conquest of Canada, completed in 1760, Fort Stanwix was not fully garrisoned.

The crumbling fort was the setting for an important treaty in 1768, which defined a boundary of areas open to white settlement and attempted to preserve an Indian homeland west of the line and north of the Ohio River. This treaty was largely engineered by Sir William Johnson, Superintendent of Indian Affairs for the northern colonies. Johnson maintained close personal ties with the Iroquois, especially the Mohawks. He was also the dominant figure among the white inhabitants of the region, and his power was resented by many of the area farmers. A large number of these residents were "Palatine" Germans--Protestants from the Rhineland who had been driven out by French armies and had settled in upstate New York early in the 18th century.

Sir William died while conducting a conference with Indians in 1774, just as the dispute between the royal government and rebellious colonists was sliding toward war. His untimely death enabled the rebels to seize the machinery of government in the region, as they had elsewhere in New York. Tensions that had been suppressed in Johnson's lifetime now exploded. The Iroquois maintained an uneasy neutrality until August 1777 when many chose to support the king, holding fast to the "Covenant Chain" of agreement forged earlier in the century. Others preferred to remain neutral, and many Oneida and Tuscarora favored the rebels.

2.2.3 Revolutionary War

As the struggle for independence turned to desperate warfare in 1776, the American rebels occupied Fort Stanwix, which they renamed Fort Schuyler after General Philip Schuyler, commander of the Northern Department. The Americans began rebuilding the decayed structure, seeking thereby to defend the frontier, support their Oneida and Tuscarora allies, and exert influence among the other Iroquois. Hampered by inadequate resources and manpower, the rebuilding advanced slowly, and the fort was by no means complete when it was subjected to its most severe test.

The British believed that the campaign of 1777 could bring the decisive victory that had eluded them the previous year. At the center of their plan was an army commanded by General John Burgoyne, intended to move down the Champlain corridor to Albany. Fort Stanwix figured into this strategy because of a flanking force commanded by Colonel Barry St. Leger, which planned to move through the Mohawk Valley and join Burgoyne at Albany. On its way, it was expected to rally loyalist support that might return the valley to royal control.

At the head of more than 1500 troops, which consisted of numerous Senecas and Mohawks, British regulars, German mercenaries, British loyalists, French-Canadian militia, and numerous Iroquois and Great Lakes Indians allied with the British, St. Leger surrounded Fort Stanwix early in August 1777. Although recently reinforced, the Americans inside, commanded by Colonel Peter Gansevoort, were less than half as numerous as the attackers.

After initial reluctance, the militia of Tryon County (embracing all the territory west of Albany County extending to the 1768 treaty line) was mobilized under General Nicholas Herkimer and, accompanied by some Oneidas, marched to relieve Fort Stanwix. Goaded by unruly subordinates, Herkimer blundered into an ambush set by St. Leger's British forces in a ravine five miles east of Fort Stanwix. The animosities that had been brewing over the years came together and boiled over in this "place of great sorrow," now known as Oriskany Battlefield, where former neighbors fought each other with exceptional ferocity. The militia suffered catastrophic casualties in the initial attack, including the wounding of Herkimer and the loss of other officers, but a thunderstorm is said to have granted them time to regroup.

In renewed fighting, Herkimer's force fared better but was still in danger when a surprise attack from the fort, commanded by Lieutenant Colonel Marinus Willett, distracted the loyalists. When many of the loyalists and Indians dashed back to defend their camps, the militia was spared and was able to limp back down the valley. They had failed to relieve the fort but had inflicted noticeable casualties and this, added to the damage caused by Willett's sortie, reduced the Indians' enthusiasm for the siege. St. Leger's artillery was unable to make much of an impression on the earth and log fort, and when an American relief force commanded by General Benedict Arnold approached, the Indians took it as an excuse to depart. Without their participation, St. Leger's other troops could not maintain the siege and fled in disorder.

Accompanied by the nearly simultaneous British defeat at Bennington, the events at Oriskany Battlefield and Fort Stanwix turned the course of war against Burgoyne and contributed to his surrender in October 1777. This is considered one of the decisive battles of world history, as it brought France in openly on the American side, thereby renewing the age-old struggle between the British and French and converting a colonial uprising into another worldwide war.

Although it did not figure again in events as dramatic as the siege of 1777, Fort Stanwix was a strategic base of operations and remained important in American strategy until damage from flood and fire and diminished military action caused its abandonment in 1781. As the westernmost patriot outpost in New York, it helped promote American influence among the Iroquois, especially the Oneidas. Beginning in 1778, the British adopted a strategy of raiding the Northern Frontier, seeking to depopulate the region, thereby depriving the American armies of an important source of food. Raiding parties of loyalists and Indians routinely bypassed the fort, but the presence of the isolated

garrison may have discouraged another large-scale invasion. Troops from Fort Stanwix participated in the Sullivan-Clinton expedition of 1779, which retaliated for the raids of 1778 by devastating the Iroquois heartland. Earlier, a detachment from Fort Stanwix had attacked the Onondaga villages near present Syracuse, as part of the same strategy.

The situation at Fort Stanwix was exceptional, as it was one of the few instances in which Continental (regular) troops were assigned to permanent garrison duty. This demonstrated the importance that higher authorities attached to the Northern Frontier, but this was scant consolation to the soldiers stationed there. With the state and Confederation governments stretched beyond their limits, the garrison was strung out at the end of a supply line that was more like a frayed rope than a lifeline. Far from family or distractions, unable to venture much beyond the shelter of the fort for fear of Indian ambush, their daily life consisted of tedious drill and fatigue details, as monotonous as their diet. Morale was chronically low and desertions were frequent. In 1778 nearly all of the officers formally requested transfer to a more active theater. Many battlefields testify to the impulsive bravery in which men risk their lives for a cause; Fort Stanwix honors a different kind of courage: the fortitude and determination to endure endless adversity.

2.2.4 Post Revolutionary War

After the Revolutionary War, the fort was the site of negotiations for five additional Iroquois-American treaties: the Treaty of 1784 that ended hostilities between the Iroquois and Americans, and 4 separate treaties negotiated in 1788 and 1790 between the Oneida, Onondaga and Cayuga Nations and the State of New York where the nations ceded ancestral lands protected in the Treaty of 1784 to the state. These three nations until the early 1800's came to Fort Stanwix on June 1 of each year to receive their annuity payments from the State of New York. Through the Treaties of 1768, 1784, and 1788, and later treaties in the 1790s, Americans developed their own sense of Indian Affairs. The Fort Stanwix/Fort Schuyler treaties set precedents for future Indian and American treaties and relationships.

Fort Stanwix was never repaired or reoccupied. A blockhouse was built at the site during a war scare in the 1790s, but in the early 1800s the fort had largely disappeared and was beginning to be overlaid by the village of Rome (later incorporated as a city in 1870).

2.3 History of Fort Stanwix National Monument

2.3.1 Creating Fort Stanwix National Monument

After the 150th anniversary of the fort was celebrated in 1927, interest in the fort and the historic events in which it had figured was renewed. The State of New York purchased a small lot and erected a commemorative monument on the site in 1927. As a result of state and local interest, Fort Stanwix National Monument was authorized by Public Law No. 74-291 [s.739] August 21, 1935 [see 16 United States Code (U.S.C.) 450 l-n] in order to preserve " . . . for public use historic sites, buildings and objects of national significance for the benefit and inspiration of the people." Secretary of the Interior Harold Ickes recommended that the bill be passed, noting that the area is "the site of a battle of great importance in American history and is worthy of federal protection..."

Although the legislation further states that the Secretary may designate some or all of the Fort Stanwix site (including the buildings and other property located there) as is "necessary or desirable for national monument purposes," no formal boundaries have ever been established. The NPS was also authorized to accept donations of land, interests in land and/or buildings, structures, and other property as well as donations of funds for this purpose and/or for subsequent facility management.

Park Legislation

[PUBLIC ACT-No. 291-74th CONGRESS][S. 739]AN ACT To provide for the establishment of a national monument on the site of Fort Stanwix in the State of New York.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That when title to the site or portion thereof at Fort Stanwix, in the State of New York, together with such buildings and other property located thereon as may be designated by the Secretary of the Interior as necessary or desirable for national monument purposes, shall have been vested in the United States, said area and improvements, if any, shall be designated and set apart by proclamation of the President for preservation as a national monument for the benefit and inspiration of the people and shall be called the "Fort Stanwix National Monument": Provided, That such area shall include at least that part of Fort Stanwix now belonging to the State of New York.

SEC. 2. That the Secretary of the Interior be, and he is hereby, authorized to accept donations of land, interests in land and/or buildings, structures, and other property within the boundaries of said national monument as determined and fixed hereunder, and donations of funds, for the purchase and/or maintenance thereof, the title and evidence of title to lands acquired to be satisfactory to the Secretary of the Interior: 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 the said national monument as may be necessary for the completion thereof.

SEC. 3. That the administration, protection, and development of the aforesaid national monument shall be exercised under the direction of the Secretary of the Interior by the National Park Service, subject to the provisions of the Act of August 25, 1916, entitled "An Act to establish a National Park Service, and for other purposes", as amended.

Approved, August 21, 1935.

At the time of its national monument designation, the site was examined, and recommendations were made for its management. The NPS recommended that a monument not be built on the site but that a marker be placed instead. No further action was taken at Fort Stanwix until November 1962, when the site of fort was designated a National Historic Landmark (NHL). In 1963, a bronze marker recognizing the NHL was placed on the site. In the mid-1960s, officials of the City of Rome requested that the NPS provide the City with advice on development of the fort as a part of planned urban renewal.

Governor Nelson Rockefeller signed a bill on July 14, 1965, giving Rome authority to purchase land to get development of the fort under way. Concurrently, the NPS prepared a master plan, completed in 1967, for administering, protecting, and developing Fort Stanwix NM.

Subsequently, the City's urban renewal program cleared approximately 70 structures and 5 streets off the fort site to prepare for reconstruction. Full title to the fort site was conveyed to the U.S. Government in 1973. Groundbreaking for the fort reconstruction project was held on August 23, 1974. Reconstruction of the fort was based on extensive archeological and historical research which was largely completed between 1970 and 1973. Team archeologists continued salvage archeology during 1974 and 1975 while the fort was being rebuilt. The first phase of reconstruction was completed in 1976 in time to open the fort for the nation's bicentennial. The fort was opened to the public on March 10, 1976, and was dedicated in a ceremony held on May 22, 1976.

The vision for Fort Stanwix NM outlined in the 1967 Master Plan has never been fully realized. Due to a lack of funding for the construction, important fort and park structures identified in the

plan were not built including a proposed visitor center and parking lot. The current park facility management building was completed in July 1975 and is used for park facility management activities and personnel. The West and North Casemates were completed by 1978 as part of the second phase of fort reconstruction

2.3.2 Fort Stanwix at Present

The reconstructed fort currently consists of an earth and timber-clad, reinforced concrete structure that surrounds three freestanding buildings. Located within the reconstructed fort, there is one remaining original feature -- the foundation of a brick hearth. Other structures proposed in the 1967 master plan that have not been reconstructed are the northwest bombproof, the northeast bombproof, the headquarters, the guard house, the ravelin, the bake house in the southwest bombproof, the necessary, and the sally port and its redoubt. Fort Stanwix National Monument is currently open seven days per week from 9:00 am to 5:00 pm from April 1st to December 31st, and is closed from January through March

There are a number of sites located within a day's drive of the fort including cultural resources and landscapes that are related to the siege of Fort Stanwix and the other military actions that took place in this region such as Saratoga National Historical Park in Stillwater, New York and Oriskany Battlefield State Historic Site in nearby Whitestown.

2.4 Development of the Willett Center Project

2.4.1 Center Envisioned in the 1967 Master Plan

The 1967 Fort Stanwix National Monument Master Plan made note of the following in its section on Priority of Needs:

Priority of Needs is indicated on the General Development Plan: first priority is "a" and second priority as "b". Office and maintenance space should be completed first to allow their use while other phases of development are getting under way. That will also make it possible to provide interpretation of the archeological work, which will be in progress on the site.

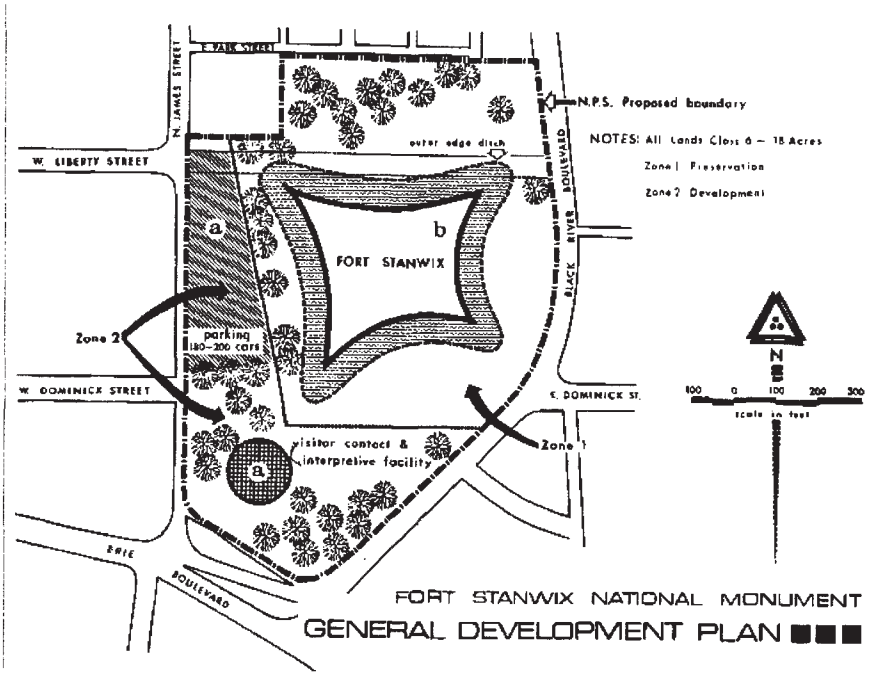


Fig. 2-3. General Development Plan from 1967 Fort Stanwix Master Plan. (a = first priority, b = second priority)

2.4.2 Current Project Impetus

Funding was authorized in 1998 for a support facility for Fort Stanwix and a space requirements assessment (Table 2.4-1) was conducted (NPS, 2001) to determine the general allocation of Willett Center floor space to meet the different requirements now lacking.

Table 2.4-1 Program Space Requirements Assessment for Willett Center

Function of Space	Approximate Square Footage
Resource Management—including such spaces as archives/library, offices, workrooms, collection storage, laboratory	4,680
Visitor Services—including such spaces as exhibits, bookstore, theater, classroom, meeting room, public toilets	4,782
Maintenance rooms	630
Subtotal Defined Space	10,092
Circulation (18% of total space)	1,817
Construction (18% of total space)	1,817
Total Approximate Area ft2	13,726

2.5 Related Planning Activities

2.5.1 Fort Stanwix Plans

Several plans have guided the development and programming for Fort Stanwix including a master plan (1967), a comprehensive design report (1973), a Development Concept Plan (1974), and an Interpretive Prospectus (1975). Many annual plans were developed by park staff for short-term needs. Many of the proposals in these previous plans have been carried out, although several phases of the fort's reconstruction were never completed.

2.5.1.1 Fort Stanwix Strategic Plan

The Strategic Plan (SP) for Fort Stanwix National Monument, includes the mission statement, derived from the legislation establishing and affecting the park. It contains the Park's goals organized in four general goal categories and broad mission goals (the "in perpetuity" goals that encompass everything we do). It also contains long-term goals that describe in quantified, measurable ways examples of what the Park plans to achieve in the five-year period covered by the plan, October 1, 2000 through September 30, 2005 (federal fiscal years FY 2001 to FY 2005).

The content and organization of the SP relates to the process established by the National Park Service under the Government Performance and Results Act of 1993 (GPRA). The Plan also contains a general section on "Strategies," on how goals will be accomplished, that briefly sketches the organization, facilities, and financial resources available to achieve the plan's long-term goals. There is a brief discussion of "Key External Factors" that could positively or negatively affect goal achievement. Each long-term goal has one or more explanatory paragraphs that give background, detail, and other information useful to help the reader understand the goal

as well as how the goal will be accomplished. After these goal explanations, there is an overview of how results will be measured.

Each year the Strategic Plan is in effect there is also an Annual Performance Plan covering 1-year increments of each long-term goal. In addition to the Annual Performance Plan, Fort Stanwix also uses internal management documents to guide daily operations throughout the year. They detail the specific activities, services, and products that will be carried out or produced to accomplish goal results, and the dollars and people that will do them.

2.5.1.2 Fort Stanwix General Management Plan

The National Park Service is currently preparing the General Management Plan (GMP) and Supporting Environmental Impact Statement (EIS) for Fort Stanwix. The purpose of the Fort Stanwix NM General Management Plan is to define the basic management philosophy that will guide park management decisions over the next 10 to 15 years and to direct the actions required to support that philosophy.

The National Park Service requires an up-to-date GMP for each unit of the National Park System. This general management plan represents the first major planning effort for this unit of the National Park System in over two decades.

The DGMP will address strategies for resource protection and the provision of visitor services; identify NPS development proposals and associated costs; examine partnership opportunities; and address carrying capacity and park boundaries. An environmental impact statement (EIS) is also being prepared to ensure that the policies and goals defined in the National Environmental Policy Act (42 USC 4321 et. seq.) are integrated into the planning, decision making, and actions of the National Park Service regarding the management of the park. The draft EIS assesses the proposals advanced in the draft plan for potential environmental and socioeconomic effects on site resources, visitor experience, and the surrounding area. National Park Service leadership carefully considers this information through analysis of the benefits, environmental impacts, and economic costs of alternative courses of action. The General Management Planning process, based on scientific and academic resource analysis, constitutes a rigorous evaluation of the natural, cultural, and social impacts of alternative courses of action and consideration of long-term economic costs.

The National Park Service began this process in Fiscal Year 1997. During this time, two studies that are geographically and thematically-relevant to Fort Stanwix NM also were undertaken--Oriskany Battlefield State Historic Site in Whitestown, NY and the Northern Frontier. The Northern Frontier study was prepared as a separate document and addressed the possible definition and designation of a national heritage area. Much of text describing the Fort history, the NM, and the local environment in this and other EA Chapters is excerpted from a preliminary internal review Draft of the GMP/EIS.

2.5.1.3 Fort Stanwix Long Range Interpretive Plan

Fort Stanwix Long Range Interpretive Plan (LRIP) provides a 5-10 year vision for the Park's interpretive program. The LRIP establishes criteria against which existing and proposed personal services and media can be measured. It identifies themes, audiences, and desired experiences. Within the context of the Government Performance and Results Act (GPRA) of 1993, it lists results-oriented strategic goals and poses management questions that interpretation might address. The LRIP describes the mix or services and facilities that are necessary to achieve management objectives and interpretive mission. It identifies promising partnerships and includes an implementation plan that plots a course of action, assigning responsibilities and offering a schedule of activity.

2.5.2 Related Special Resource Studies and Plans

2.5.2.1 Oriskany Battlefield Special Resource Study

As a single site in close proximity and with strong historic connections to Fort Stanwix, the special resource study for Oriskany Battlefield was undertaken within the context of the fort's general management plan and addressed the national significance of the battlefield and the suitability and feasibility for its inclusion in the national park system. The findings include recommendations for collaborative programming and activities involving Fort Stanwix NM and Oriskany Battlefield State Historic Site.

2.5.2.2 Northern Frontier Special Resource Study

Another regional initiative related to Fort Stanwix National Monument is the Special Resource Study of the Northern Frontier completed by the NPS. The study assesses the options for a formal designation of the Northern Frontier area. This report recognizes the significance of Fort Stanwix in the region historically and as a central regional attraction. The recommendations of this report could serve as a foundation for administrative, cultural resource, and interpretive programming that would effectively link the fort to the heritage resources of the Northern Frontier. In-depth interpretation of Iroquois colonial history also is emphasized in the recommendations of the Northern Frontier Special Resource Study.

2.5.2.3 Mohawk Valley State Heritage Corridor Interpretive Facility Development Plan

The Mohawk Valley Heritage Corridor Commission (MVHCC) completed an Interpretive Facility Development Plan for the corridor that includes specific recommendations for a western gateway center into the Mohawk Valley. Rome is envisioned as one of four facility development sites for the corridor. The MVHCC in its report acknowledges that the interpretation of Oriskany Battlefield and its relationship to Fort Stanwix is an important part of the overall education outreach within the valley and that a western gateway center will be a key piece component in linking the myriad of significant sites.

2.5.2.4 New York State Canal Recreationway Planning

The New York Canal Recreationway is a state-sponsored effort to rehabilitate the existing New York State Barge Canal and revitalize it for recreational use. An end-to-end towpath trail is one of the major recreationway initiatives that will have an impact on the City of Rome and the village of Oriskany.

2.5.2.5 Erie Canalway National Heritage Corridor

This newly created heritage corridor was established in December 2001. The law requires that a 27 member federal commission be established to: identify, preserve, promote, maintain, and interpret the historical, natural, cultural, scenic, and recreational resources of the Erie Canalway. NPS staff are currently leading the effort to formulate the commission, complete the legislatively required management plan, and to implement the start up operations. The boundaries of the heritage corridor include the operating New York State Canal System, the remaining elements and alignment of the old Erie Canal, and the communities along both. Both the City of Rome and the village of Oriskany are included within the boundary of the heritage corridor.

2.6 Relevant Issues

Issues relevant to the construction and operation of the Willett Center were identified during NPS planning for the project and during public and agency scoping. The issues deemed relevant in defining the topics evaluated in this EA included:

- Building the Willett Center in a manner that minimizes its effects on the human environment and, to the extent feasible, making the center energy efficient with a sustainable design
- Designing the Willett Center to house and protect the archeological collection now held in the Fort
- Locating the Willett Center to best serve the Rome community needs for downtown business revitalization
- Increasing Rome area tourism and boosting the local economy by broadening the scope and expanding to year-round the Fort Stanwix visitor and education services
- Helping to improve the Rome cityscape by designing a visually appealing Willett Center that would be an easily recognized, attractive landmark for Rome visitors
- Ensuring the safety of pedestrians visiting the Willett Center and Fort Stanwix, including any handicapped persons
- Minimizing the disturbance from Willett Center construction, including noise, air pollution, visual impacts, and traffic effects

2.7 Topics Evaluated in Detail in the Environmental Assessment

Based on NPS consideration of the relevant issues, the types of construction and operation activities that would be part of the project, and the environmental and socioeconomic resources associated with Fort Stanwix, the following topics were identified as requiring detailed evaluation in the environmental assessment of the proposed construction of the Willett Center.

2.7.1 Air Quality

Pollutant emissions from vehicles and equipment used in the construction of the Willett Center and increased traffic attracted by the new center could degrade the air quality of the Rome area.

2.7.2 Cultural Resources

Development of the City of Rome involved repeated placement of fill over intact materials. The Fort foundations had to be excavated from this material. Building the Willett Center would require excavation, which might harm any cultural artifacts present in the subsurface layers. Not building the Center would result in continued substandard storage of the Fort's valuable artifacts collection.

2.7.3 Visitor Use and Experience

Visitor use and experience should benefit in many ways from the Willett Center but there may be adverse effects as well, particularly during the construction phase. Not building the Center would see a continued conflict between visitor use and experience and the use of the partially reconstructed Fort for other than its primary purposes.

2.7.4 Public Safety

The different street crossings that would be used to access the Center and Fort when the Willett Center opens represent a substantive safety concern, particularly if Fort visitation begins to increase.

2.7.5 Traffic and Parking

Continued efficient flow of vehicular traffic through downtown streets might be affected during construction of the Center as well as after it opens, the latter depending in part on what safety measures are instituted to protect pedestrians. Downtown parking and parking in general may be affected by increasing Fort visitation.

2.7.6 Local Land Use Planning

Construction of the Willett Center may compliment or may conflict with local land use, land use plans, and city zoning ordinances.

2.7.7 Local Economy

The Willett Center is anticipated to help boost the local economy by attracting more visitors to the city year round. There would also be benefits and negative effects on the City's tax and fee base.

2.7.8 Social Impacts

Building the Willett Center may affect the local community or neighborhood.

2.7.9 Visual Impacts

The Willett Center would affect the visual characteristics of the Fort, the downtown cityscape, and the views of Fort Stanwix and other city visitors entering Rome by vehicle.

2.7.10 Noise

Construction noise may affect Fort visitors, businesses, and nearby sensitive receptors such as the downtown Senior Center.

2.8 Impact Topics Dismissed from Detailed Analysis

Other environmental considerations were identified but eliminated from detailed analysis because they were inapplicable to construction of the Willett Center or the impacts, if any did occur, would clearly be negligible.

2.8.1 Soils

Soils on the Fort site support a well-maintained lawn and visitor pathways. There is a potential for some soil loss from erosion during archeological surveys and during construction of the Willett Center but the impacts would be negligible. The Fort Stanwix site historically has undergone urban development and redevelopment and is currently wholly resurfaced with fill, re-contoured and landscaped. The original soils have long since been eliminated and soil productivity eliminated as a concern in human uses of the location, except for the maintenance of the Fort's landscape features. Regrading the site, applying topsoil and seeding open areas to grasses and landscaping plants would minimize erosion and maintain soil productivity in the long term. Topsoil would be removed within the building footing and under any newly paved access and parking surfaces at the Fort site and used for landscaping purposes. Best management practices, which would be required for construction site soil protection as part of the construction contract requirements, should prevent erosion problems. Therefore, this topic was dismissed from further analysis.

2.8.2 Prime and Unique Farmlands

A memorandum dated August 11, 1980, from the Council on Environmental Quality (CEQ) requires federal agencies to assess the effects of their actions on soils classified by the U.S. Natural Resources Conservation Service (NRCS) (formerly the U.S. Soil Conservation Service (SCS)) as prime or unique farmlands. There are no prime or unique farmlands on the Fort Stanwix National Monument site therefore this topic was dismissed from further analysis.

2.8.3 Water Resources/ Wetlands

There are no wetlands on the Fort Stanwix site. There is a single constructed water feature at Fort Stanwix, a branch of Technohat Creek located east of the fort complex, which was built between 1974 and 1976. This creek is a reconstruction of the natural stream that existed during the Revolutionary period. The creek is typically dry, carrying only storm water runoff and snowmelt. There are no surface water features, therefore this topic was not analyzed.

2.8.4 Floodplains

Executive Order 11988 (Floodplain Management) requires an examination of impacts on floodplains and of the potential risk involved in having facilities within the floodplains. Fort Stanwix is not contained in the 100-year or 500-year floodplain (Fig. 2-4). No effects on floodplains are anticipated from building the Willett Center; therefore, this topic was dismissed from further analysis.

2.8.5 Rare, Threatened & Endangered Species

The Endangered Species Act (ESA) requires an examination of the impact of federal actions on Federally-listed threatened or endangered species and candidates for listing. NPS policy also requires consideration of possible impacts on state-protected species as well. There are no Federally-listed threatened or endangered species nor any State-protected species on the Fort Stanwix site therefore this topic was dismissed from further analysis.

2.8.6 Vegetation

The vegetation at the Fort is maintained as well-kept, frequently mowed lawn with borders. Fort Stanwix has eight different species of trees on-site, with a total of 114 trees in good condition. The dominant species is white pine, with other species including white cedar, red maple, rock elm, amber maple, and red oak. Other than grasses and associated herbaceous plants, such as dandelion and broad-leaf plantain, the only noteworthy forbs, shrubs, or trees on-site are a very small stand of cattail along the dry bed of Technohat Creek (historically located east of the Fort). Also, a few trees provide shade around the area of the facility management building and along N. James St. Because there is no natural vegetation on the proposed construction site and extensive lawn and trees maintained for landscaping purposes on the site, this topic was dismissed from further analysis.

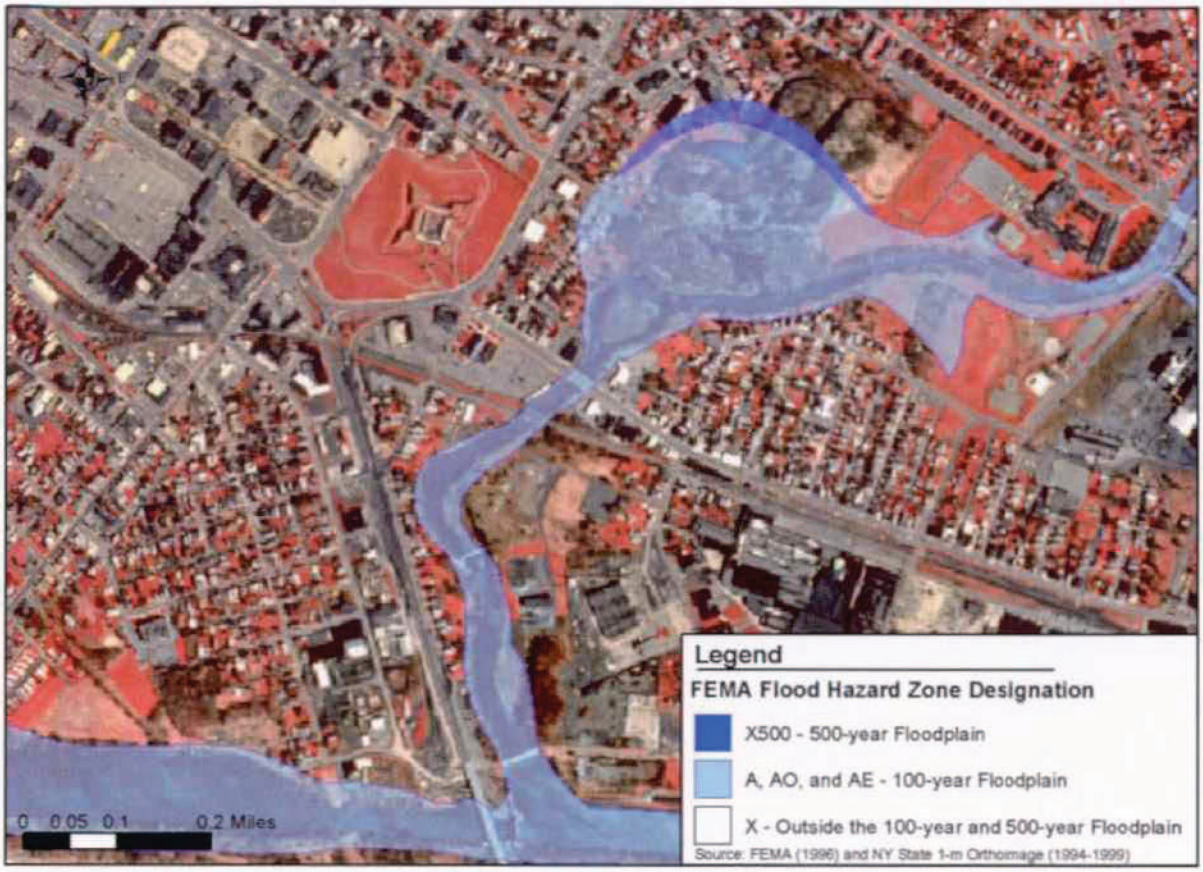


Fig. 2-4. Floodplain locations (100-year and 500-year) in vicinity of Fort Stanwix NM.

2.8.7 Wildlife

Few mammals, beyond the occasional deer, have been seen on the Fort site. The lack of wildlife is the result of the Fort's location, in an urban setting effectively isolated by its well-mowed borders, streets and highways, and surrounding urban development from any established wildlife community. A few birds such as rock doves (domestic pigeons), starlings, and house sparrows, typical of urban environments, may be seen but otherwise there is no significant wildlife use of the Fort grounds so this topic was dismissed from further analysis.

2.8.8 Topography

The topography outside the fort complex, which was graded after demolition of the buildings on the site, is fairly level with a gentle downgrade toward the south. In the reconstruction of Fort Stanwix, the elevation of the fort entries, parade grounds and earthworks of the fort complex were set at historic levels. The scarp and counterscarp form sloping sides of an 8-foot deep ditch surrounding the rampart walls on the north, west, and south sides. The glacis rises at a 40-degree angle to a height of six feet at its parapet. From the crest of the parapet the earth gradually slopes down to the original ground level with an approximate distance of 75 feet.

The historic topography surrounding the fort, the major feature of which was the embankment above the Mohawk River, could not be duplicated in the reconstruction due to urban development of canals, roads, and buildings. However, the area immediately surrounding the fort has been reconstructed to reflect the overall sense of the historic topography. According to the Cultural Landscape Inventory, beyond the glacis, the existing topography does not reflect conditions during the period of significance and therefore does not contribute to the historic significance of the site, therefore this topic was dismissed from further analysis.

2.8.9 Hazardous Materials

Implementation of any of the alternatives is not expected to result in exposure of any population to hazardous materials, therefore this topic was dismissed from further analysis.

2.8.10 Environmental Justice and Protection of Children

Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low Income Populations, requires federal agencies to identify and address any disproportionate adverse human health or environmental effects of its projects on minority or low-income populations. According to this Executive Order, each federal agency must conduct its programs, policies, and activities that substantially affect human health or the environment, in a manner that ensures that such programs, policies, and activities do not have the effect of excluding persons or populations from participation in, denying persons or populations the benefits of, or subjecting persons or populations to discrimination under, such programs, policies, and activities because of their race, color, national origin, or income level.

Executive Order 13045, Protection of Children from Environmental Health Risks and Safety Risks, directs federal agencies to "identify and assess environmental health risks and safety risks that may disproportionately affect children." This Executive Order requires federal agencies to "ensure that [their] policies, programs, activities, and standards address disproportionate risks to children."

There is no indication from the evaluation of the issues under detailed study that either the Proposed Action or the No Action alternative poses any likelihood of disproportionate adverse human health or environmental effects to minority or low-income populations or disproportionate environmental health or safety risks to children. Therefore these issues were eliminated from detailed evaluation.

Chapter 3
Alternatives

The NPS proposed action is to build a support facility for Fort Stanwix in Rome, New York. The facility would provide conditioned artifact storage, accessible public exhibit areas, interpretive spaces, and staff support space and would be called the Marinus Willett Center (Willett Center). The proposed site (Fig. 3-1) is on the southwestern portion of the Fort Stanwix grounds

3.1 Development of Alternatives

In 1967, in cooperation with the City of Rome, the NPS created a master plan for development of Fort Stanwix National Monument. Following that plan the NPS built a partial reconstruction of the historic fortification on the original fort site. In 1976, when Fort Stanwix opened to the public, key elements of the master plan had not been constructed, including portions of the historic fort complex and a separate visitor contact and interpretive facility. The Fort could not address these needs until 1998 when funding was authorized for a new support facility. Other Fort Stanwix needs are to be addressed in the forthcoming General Management Plan (GMP) and EIS currently under development.

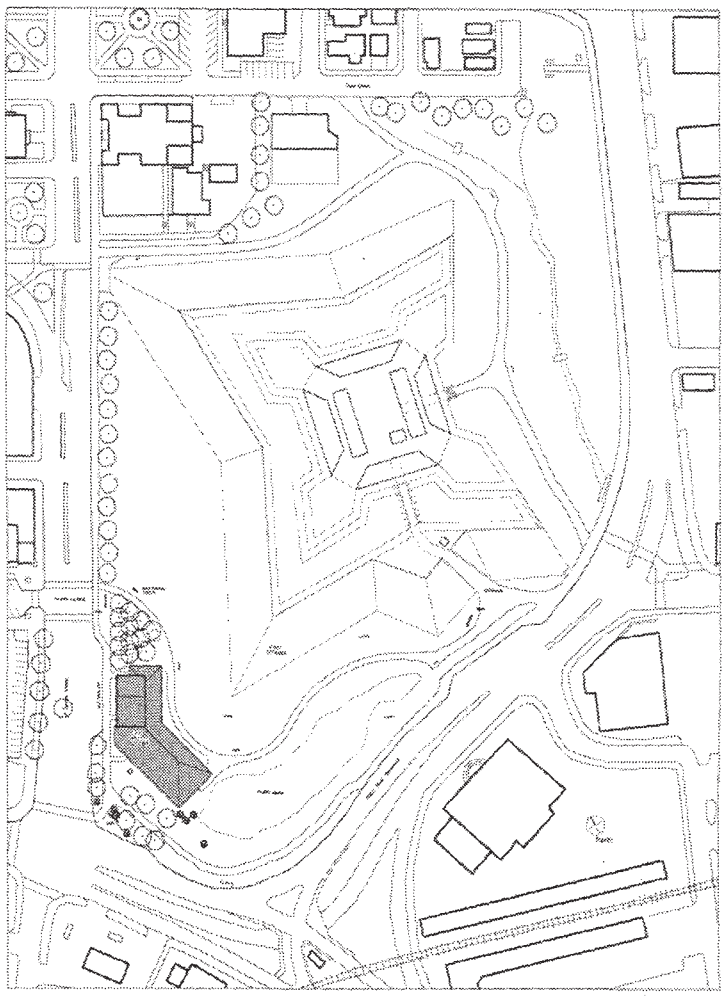


Fig 3-1 Proposed Willett Center construction site

3.1.1 First Value Analysis Study

In 1999, the NPS undertook a Value Analysis Study (NPS, 1999) as part of preplanning work for locating and building the Willett Center. The Value Analysis Study team first identified 38 alternative locations (Table 3.1-1) for the Center in a "brainstorming" effort that listed all reasonable siting ideas. After the 38 sites were screened for feasibility and suitability, 14 sites were carried forward into the formal evaluation and identification of alternatives for this EA. A preliminary set of alternatives was chosen from the

14 sites using a technique called "Choosing by Advantages" where decisions are based on the importance of advantages among alternatives.

3.1.1.1 Advantage Scoring Factors

The factors used in the analysis were:

- Avoid Damage to Subsurface Archeological Resources
- Protect Above-Grade Cultural Resources
- Enhance the Visitor Arrival and Orientation Experience
- Convey a Sense of Place and Historical Context
- Ensure Safe and Easy Pedestrian Access
- Provide Adequate Convenient Parking
- Promote Thematic Linkages to Other Sites
- Support all Park Operations
- Design the Facility in an Environmentally Sustainable Manner
- Design the Facility to be Flexible in its Use Potential
- Consider Tax Roll Impacts
- Seek Community Support and Promote Goodwill
- Promote Partnerships
- Prioritize Ease of Implementation and Schedule

Avoid Damage to Subsurface Archeological Resources: Appropriate archeological research and testing would be undertaken to ensure that the site selected would have minimal impacts on archeological resources.

Protect Above-Grade Cultural Resources: Downtown Rome, adjacent to Fort Stanwix National Monument contains numerous cultural and historic sites. They include Memorial and Gansevoort Parks, Saint Peters Church, the Old Post Office, home of the Rome Historical Society, Oneida Court House, the old City Hall, and Fort Stanwix National Monument. The siting and design of a new facility should protect these sites.

Enhance the Visitor Arrival and Orientation Experience: Make sure the facility is clearly identifiable by those arriving by car, bicycle, or foot.

Convey a Sense of Place and Historical Context: The Willett Center should mediate the presence of the reconstructed fort in the heart of downtown.

Ensure Safe and Easy Pedestrian Access to the site, especially at street crossings, should be well marked and configured to provide convenient and safe access to both the Willett Center and the fort. Once in the facility the visitor should receive clear and effective orientation.

Provide Adequate Convenient Parking. Access to public parking should be convenient. The parking lot and garage on N. James Street are the closest off-street parking sites. Linkage between these parking facilities and the Willett Center should be reinforced.

Provide Thematic Linkages to Other Sites: A clearly established goal expressed in the preliminary Draft GMP is the incorporation of other relevant historic and cultural sites into the planning for Fort Stanwix NM.

Support all Park Operations: Fort Stanwix Collections Management, Interpretation, Administration and Maintenance divisions all contribute to the successful operation of the park. The Willett Center should provide improved facilities for each division.

Design the Facility in an Environmentally Sustainable Manner: Fort Stanwix NM should incorporate sustainable design practices into the construction of the Willett Center. Sustainable design is environmentally responsible design, using the lowest feasible amount of energy, construction, operation, and maintenance.

Design the Facility to be Flexible in its Use Potential: The Willett Center should be designed to accommodate special events, to allow for changing exhibits, and to provide options for future growth.

Consider Tax Roll Impacts: The Willett Center should benefit rather than be seen as a disadvantage in terms of the City's financial situation and prospects for downtown revitalization.

Seek Community Support and Promote Goodwill: The Willett Center should provide a focus for generating community support and goodwill for the NPS and its goals at Fort Stanwix based on the value Fort Stanwix adds to the community.

Promote Partnerships: The Willett Center planning process should provide opportunities for the NPS to work in partnership with all interested area organizations to achieve goals.

Prioritize Ease of Implementation and Schedule: These are critically important considerations in site selection.

3.1.1.2 Results of the First Value Analysis

Details of the Value Analysis methodology and the factor scoring for each site reviewed are provided in the ***Value Analysis Study for the Marinus Willett Collections Management and Education Center*** (NPS, 1999). Table 3.1-1 list the 38 sites, highlights the 14 sites reviewed by advantages, and lists the resulting scoring and rank of each site.

The top scoring site, the Rome Savings Bank, was eliminated because it was not feasible. The top remaining site, the N. James Street site, became the preliminary NPS preferred alternative for the Willett Center. The first floor parking garage and bowling alley (since replaced by Ames Hardware) also were not feasible. The Old Post Office, now the Rome Historical Society (RHS) building, had too many limitations to be considered for all the Willett Center requirements. (Note: the RHS top floor is now being used for Fort Stanwix administrative staff offices.) The Master Plan site (on Fort grounds) was under consideration but the Northern Housing (Court St.) site ranked 13th out of 14 and so was not considered further in the VA process.

Table 3.1-1. Results of First Value Analysis for Potential Willett Center Locations

No.	Alternative	Rank/Score		Disposition of Alternative
1	1967 Master Plan Site	**5**	**301**	Fort Grounds Alternative Site
2	N. James Street Site	**2**	**418**	Preliminary Preferred Alternative Site
3	Northern Housing (Court St.) Site	13	107	Not feasible
4	Bowling Alley	7	234	Acquired for Ames Hardware
5	Bowling Alley Enhanced	8	229	Acquired for Ames Hardware
6	Lagatta's + E. Parking Lot	9	221	Site too small for NPS requirements
7	Rome Historical Society/Post Office	11	173	Too many limitations for Willett Center *
8	Old City Hall	6	244	Not feasible
9	First Floor Parking Garage	**3**	**328**	Not available
10	Combine 1 and 7	10	209	Too many limitations for Willett Center *
11	Rome Savings Bank	**1**	**454**	Not feasible
12	Combine 3 and 7	12	136	Too many limitations for Willett Center *
13	Combine 5 and 7	**4**	**313**	Too many limitations for Willett Center *
14	Combine 7 and 16	14	57	Too many limitations for Willett Center *
15	East Parking Lot (on Black R. Blvd.)	Combined with Lagatta's under Alternative 6		
16	Enhance Current Fort facilities	Combined with RHS Building as Alternative 14 above		
17	Print Shop	Does not meet minimum site requirements		
18	Reallign "Spaghetti Junction"	Not feasible		
19	Park East	Not large enough to accommodate program, site drainage conflict, viewshed impacts likely, reduces green-space		
20	Park @ Entrance	Effects similar to 19		
21	Park Northwest	Effects similar to 19		
22	Bellamy Harbor Park	Detracts from focus on Fort		
23	Building 44/Griffiss Airfield	Too remote for visitors/Might be useful for storage		
24	Niagara Mohawk Shore	Too remote for visitors/Active railroad a safety concern		
25	Center @ Thruway	Detracts from focus on Fort		
26	Remove or Enlarge Maintenance Facility	Visual intrusion on cultural landscape, non sustainable		
27	City Yard	Too remote for visitors/some environmental concerns		
28	Train Station	Too remote/not enough space		
29	Move Collection to Remote Site	Does not address visitor needs		
30	Enhance Alt 1 enter from James St.	Design not feasible		
31	Bridge /Center over N. James St.	Design not feasible		
32	Underpasses for pedestrians	Combine with other alternatives if feasible		
33	Encampment or other historic site	Not available		
34	Ravelin as contact station	Incomplete solution		
35	Under parade ground	Cost may be prohibitive, archeology issues		
36	Oriskany battlefield	Too remote		
37	CBD site, e.g. Oliver's Deli	Lack visual connection to Fort		
38	Erie Canal Village	Too remote/infeasible		

* RHS now in use as Fort Stanwix administrative offices

3.1.2 Public Scoping

The NPS conducted public scoping in support of the Environmental Assessment of the Willett Center. Scoping facilitates participation by potentially affected parties and the general public in the decisionmaking process. The NPS conducted a scoping meeting on January 9, 2002 and a workshop and meeting on January 10, 2002 during which the issues and concerns voiced by the

public were recorded. The NPS also has conducted a wide-ranging series of meetings with local stakeholders, agencies, and organizations with an interest in the project.
One of the key findings of public scoping was that there was an interest on the part of a number of members of the public in siting the Willett Center on the Court Street site. It was based on this interest that NPS brought the Court Street site back into consideration as an alternative.

3.1.3 Second Value Analysis Study

NPS reconvened the Willett Center study team for a workshop at Fort Stanwix in May of 2002 (NPS, 2002c) to review the preliminary alternatives. Based on the public scoping, preliminary evaluation of environmental and socioeconomic impacts, discussions with the City of Rome, and input from the NPS regional office, the team eliminated two sites from further consideration—the parking lot site at the corner of West Dominick and North James Streets and the Court Street site north of the Fort. The parking lot would remain available for commercial development. The NPS would not disrupt the residential neighborhood of the Court Street site. NPS limited the scope of further consideration to sites on or immediately adjacent to the Fort grounds.

The second value analysis team considered two primary options; a single Willett Center facility to house the visitor center and collections management functions and a split facility that would house a separate visitor center with the collections management function housed elsewhere nearby. Options for the separate collections storage included a facility on Fort grounds north of the Fort and a facility built as an addition to the Rome Historical Society building. Preliminary archeological investigations showed that the north Fort grounds location held a large number and variety of artifacts, as well as archeological features/sites more numerous and significant than the south Fort grounds, that would make retrieval and protection expensive and time consuming. The cost of building an addition to the RHS building for the collections also was determined to be too expensive, so the option of building a split facility was dropped from further consideration.

3.2 Proposed Action — Construct the Willett Center on the Fort Grounds

3.2.1 Project Site Design

The Willett Center would be a modern structure (Fig. 3-2) designed to be in harmony with the adjacent Rome cityscape and the reconstructed Fort as well.



Fig. 3-2. Proposed Willett Center on Fort Stanwix south lawn (artist's rendering).

3.2.2 Site Preparation and Construction

Site preparation would be preceded by an archeological site investigation to determine the presence and location of any archeological sites, features, or materials. Initial archeological testing has shown that there are intact archeological resources at the proposed site. These resources would be identified, evaluated and, as necessary, recovered and preserved before construction of the building foundation is begun.



Fig. 3-3. Proposed Fort Stanwix South Grounds Site – Existing Conditions.

A minimum of site preparation work would be required here because the portion of the site the Willett Center would occupy has no structures (Fig. 3-3), only lawn and pavement which would be removed to subsoil to prepare for the building foundation and exterior landscaping elements. Care would be taken to ensure that no buried cables, pipes are damaged in any of the archeological or site preparation excavation. A conceptual footprint design for the Willett Center (Fig. 3-4) locates the entrance immediately adjacent to the current bus drop-off on North James St. A construction trailer and laydown area would be placed on the site. All trucks, worker vehicles, and equipment would use the construction area. No equipment or vehicles would occupy the adjacent streets except for such occasions as warrant it, such as temporary placement of a large backhoe for excavation or of a concrete mix truck for pouring.

3.2.3 Operation and Maintenance

No major construction equipment or trucks would be required for operation and maintenance of the Willett Center. The Willett Center would use City of Rome power, water, and sewer hookups for building operation. Heating and cooling would be energy-efficient.

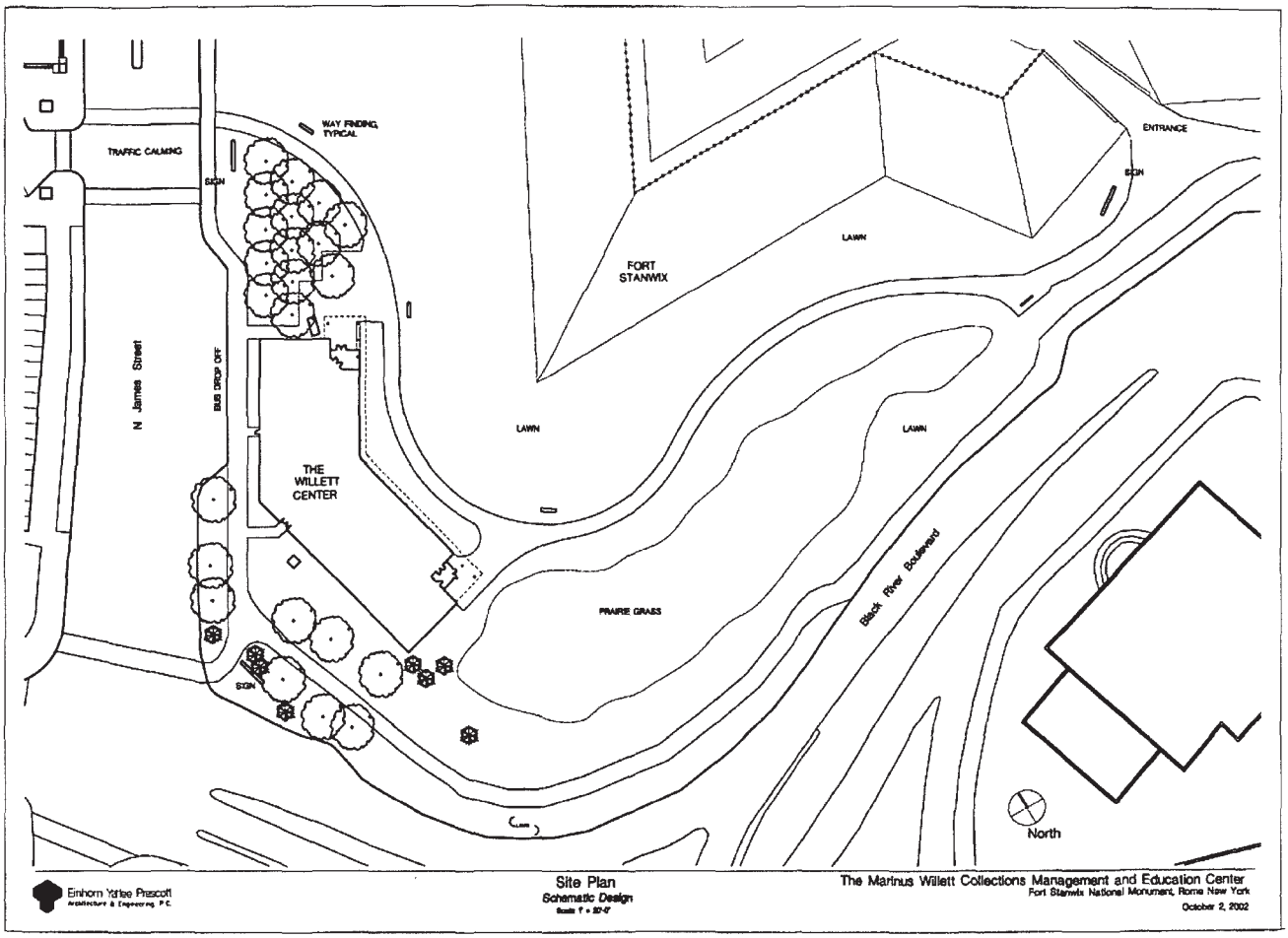


Fig. 3-4. Conceptual Site Design for Willett Center on Fort Stanwix south grounds.

3.2.4 Visitor Experience and Services

The visitor experience within the Willett Center would be characterized by opportunities for visitor orientation, educational programming, viewing exhibits and other interpretive media, and access to visitor amenities such as restrooms and the sales area. The Willett Center would be the first point of contact for visitors to Fort Stanwix NM.

3.2.4.1 Interpretation and Educational Programming

Under this alternative, the park would expand interpretation to emphasize the relationship between the Fort and Oriskany Battlefield, the Treaties of Fort Stanwix, and related contextual resources including linkages to the Northern Frontier. The experience of the Iroquois and other American Indian peoples would be more fully and accurately interpreted.

A portion of the Willett Center would be available for year-round programming such as school visits, lecture series, summer program, and other community gatherings. Programs in the center would complement those in the fort by offering updated exhibits, a new audio-visual program, and offer visitors a chance to explore and research the museum objects related to Fort Stanwix and the role of archeology in the fort's reconstruction.

3.2.4.2 Visitor Orientation

Using directional and informational signage, visitors would be directed to the Willett Center (Fig. 3-5), where they would be oriented to the park mission and its unique history, made aware of program offerings, and directed to the fort itself. Information on other related historic and cultural sites in the region would also be made available to visitors at the center. Orientation would provide an overview of regional resources and partners.



Fig. 3-5. View of Willett Center and Fort Stanwix from North James Street pedestrian crossing (artist's rendering).

3.2.4.3 Parking, Circulation, and Access

The park and partners would improve and expand directional and informational signage that would direct visitors to the public parking garage on the corner of N. James and Liberty Sts. This garage would continue to be the primary visitor parking area for the park. Visitors would then be directed to the Willett Center for orientation to Fort Stanwix, the Mohawk Valley and the Northern Frontier. The park would provide handicap-accessible parking spaces at the center.

3.2.5 Resource Management

3.2.5.1 Fort Structures and Open Space

Administrative functions have been moved to the Rome Historical Society building, so existing Fort features are now available for public access and interpretation and would be fully adapted to

those uses. This area is where visitors experience what life was like in the fort through programs and exhibits. Fort open space would continue to be used for large public gatherings and events.

3.2.5.2 Collections

The park collections would be re-housed at the proposed Willett Center, which would offer secure and environmentally controlled collections storage space, curatorial office and workspace, as well as a researcher's work area.

3.2.6 Park Operations

The park would use current management practices, systems, and techniques in support of mission-related goals and efficient, effective, and accountable operations.

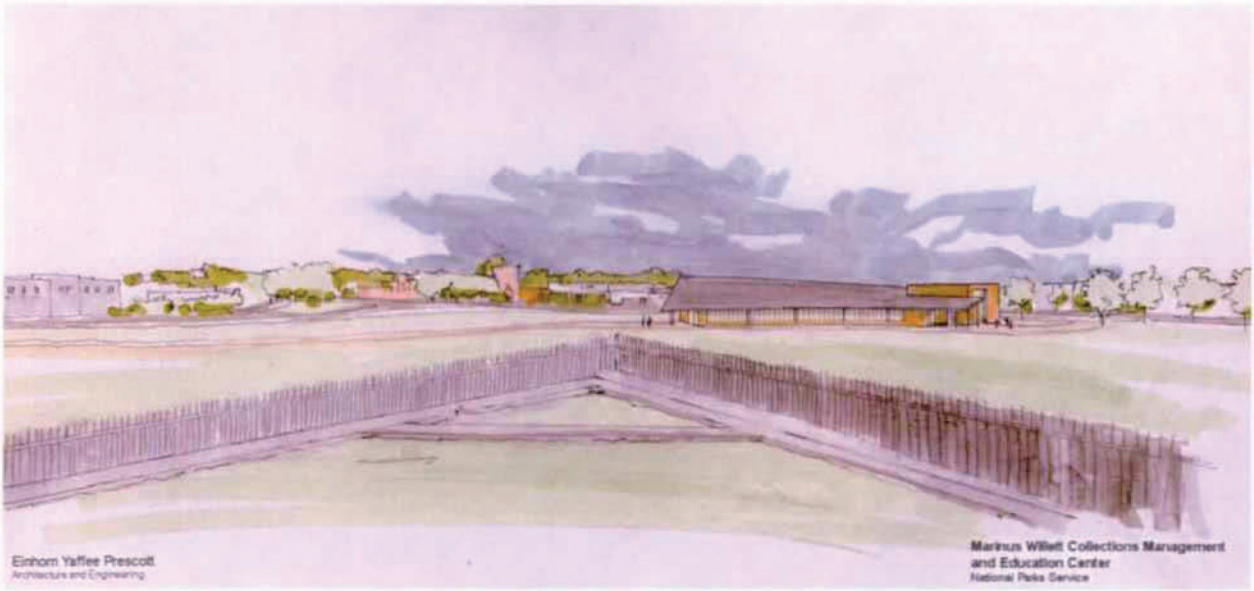


Fig. 3-6. Proposed Willett Center viewed from Fort Stanwix (artist's rendering.)

3.2.6.1 Administrative Facilities

Fort Stanwix administration, including the superintendent, division chiefs, and administrative staff, now occupies the Rome Historical Society building. Curatorial staff and interpretive staff and spaces for other functions including expanded conference room and meeting space would be housed in the Willett Center.

3.2.6.2 Staffing

Increased or reconfigured staffing in the areas of administration, interpretation, education, resource management, and maintenance may be required to maintain programming at the fort and to staff the Willett Center under this alternative.

3.3 Alternative 2 - No Action

Under the No Action Alternative, which is required in every Environmental Assessment to comply with CEQ and NPS regulations, the NPS would continue managing Fort Stanwix National Monument using existing spaces inside the Fort.

3.3.1 Maintaining Park Functions Within the Fort

Under the "No Action" alternative, Fort Stanwix would operate as currently constructed – there would be no new construction to complete reconstruction of the fort or to address additional resource management or visitor services needs. Interpretation of park resources would continue to emphasize the story of Fort Stanwix with minimal emphasis placed on historic and geographic context.

3.3.2 Interpretation, Education & Visitor Services

Under the No Action alternative, the interpretive emphasis at the fort would continue to highlight the siege of Fort Stanwix and fort life with limited allusions to the Burgoyne Campaign and other related regional sites and activities. The park would continue to emphasize the scope of the archeological collection and would feature artifacts from the Revolutionary War era to late 19th century Rome.

The park would continue to have a limited amount of classroom and flexible program space. Park staff would continue to use the theater for interpretive talks and as a staging area for school tours. Some minimal administrative functions may continue to be housed at the fort although major functions have been moved to the Rome Historical Society building. Therefore, the Fort would continue to present an anachronistic feeling to the visiting public who have come to experience an 18th century fort.

The park would continue to offer interpretive and educational programming seasonally that emphasizes military life within the fort utilizing techniques such as costumed interpretation, black powder demonstrations, and static exhibits. The park also would continue to develop curriculum-based education programs with local schools, ensuring children receive quality educational experiences at Fort Stanwix during their elementary and high school years.

3.3.3 Resource Management

The park would continue current site resource management, maintenance, and preservation practices.

3.3.3.1 Fort Structures and Open Space

Administrative functions have been moved to the Rome Historical Society building, so existing fort features are now available for public access and interpretation and are being adapted to those uses. The open space at the fort would continue to be used for large public gatherings and events.

3.3.3.2 Collections

The park would continue to maintain environmental conditions for park exhibits and collections storage at the Fort.

3.3.4 Park Operations

The park would continue to use current management practices, systems, and techniques in support of mission-related goals and efficient, effective, and accountable operations.

3.3.4.1 Administrative Facilities

Most administrative staff occupies the Rome Historical Society building. Conference room space and a small theatre-design meeting room are also available in the RHS building. Some interpretive staff offices and other functions would continue to be housed in the fort.

3.3.4.2 Staffing

The Park would maintain the number and type of park staff to support current levels of programming at the fort. The park also would maintain the corps of volunteers to support current levels of visitor programming and services.

3.4 Mitigation Measures

This section discusses measures NPS would take to minimize any potential adverse effects of the Proposed Action.

3.4.1 Air Quality

The region is in attainment status for criteria pollutants and there would be only minor amounts of mobile source emissions produced by heavy equipment and vehicles during Willett Center construction and by operating equipment and new staff and visitor vehicles during Willett Center operations under the Proposed Action so no mitigation is required to address air quality effects. Nevertheless, the NPS plans to install energy efficient equipment in the Willett Center to the extent cost and design considerations allow, to minimize the use of fossil fuels and to maintain and operate all Park vehicles and maintenance equipment, including lawnmowers and other similar equipment to minimize air emissions.

3.4.2 Cultural Resources

Based on a review of historic records and preliminary site testing, limited cultural resources exist below the ground at the proposed site of the Willett Center. Further archeological testing would be conducted to determine whether the artifacts are eligible for inclusion in the National Register of Historic Places. All of the excavation, recordation, storage, and artifact curatorial work would conform to the Secretary of Interior's standards for archeology as well as the New York State OPRHP guidelines.

3.4.3 Visitor Use and Experience

The focus of design and construction of the Willett Center is to enhance visitor use and experience at Fort Stanwix within cost and design constraints. All reasonable measures will be taken to ensure the greatest flexibility in usefulness and enjoyment of the exhibits and amenities at the Center to all visitors, including school groups, children with families, senior citizens, and the handicapped. All reasonable measures will be taken to ensure a safe visit to the Center and the Fort.

3.4.4 Public Safety

Chief among considerations for ensuring public safety is the safety of the street crossings to access the Willett Center and Fort Stanwix. A number of traffic calming and traffic control devices are under consideration to ensure pedestrian safety. These are measures that have been tested and proven effective in similar urban traffic situations.

3.4.4.1 Traffic Calming Measures

"Traffic Calming is the combination of mainly physical measures that reduce the negative effects of motor vehicle use, alter driver behavior, and improve conditions for non-motorized street users." (As defined by the Institute of Transportation Engineers.) (Source: http://www.students.bucknell.edu/projects/trafficcalming/index.html)

The objectives of traffic calming include:

- encouraging safe vehicle speeds,
- reducing collision frequency and severity,
- increasing the safety and the perception of safety for non-motorized users of the street(s),
- reducing the need for police enforcement,
- enhancing the street environment,
- increasing access for all modes of transportation, and
- reducing cut-through motor vehicle traffic.



Pedestrian median crossing refuge.

What is important to accomplish when implementing traffic calming measures in a community includes:

- Testing complex area-wide treatments before implementing them permanently,
- Assessing public support for the treatment,
- Conducting before-and-after studies of traffic impacts,
- Including traffic accidents among the impacts studied,
- Working with emergency services to address their concerns, and
- Opting for the most conservative designs that will do the job.

Traffic calming measures can be divided into two types, volume control devices and speed control devices. In some applications, a traffic-calming device will control both speed and volume. For instance, cut through traffic might be discouraged (causing a volume reduction) if it is required to proceed at a slower speed while negotiating calming devices.

Speed control devices include "vertical" devices such as speed bumps and raised crosswalks and "horizontal" measures such as traffic circles, medians, and chokers and neckdowns.



Raised crosswalk with choker protected by bollards and highlighted by textured pavement.

3.4.4.2 Automated Traffic Control Devices

There are a number of problems pedestrians experience as they are crossing a street for which automation technologies can be applied.

- **Increased Motorist Awareness.** Traditional pavement markings used for crosswalks are obvious to pedestrians, but can be difficult to detect by approaching motorists.
- **Feedback to the Waiting Pedestrian**. Requiring pedestrians to push a button for the walk signal is intended to increase the time allotted to cross the street. Many pedestrians are unaware of this concept or believe the button does not work.
- **Feedback to the Crossing Pedestrian**. Pedestrians crossing the street are sometimes unaware that vehicles may be turning across their path during the walk signal, which can result in a serious conflict. Crossing pedestrians may also lack an understanding of the flashing DONT WALK phase of the signal, which can produce unsafe crossing behaviors.
- **Pedestrian Detection.** Detecting pedestrians has traditionally relied on push buttons. Unfortunately, the lack of feedback to pedestrians and poor installation and maintenance practices often leads to nonuse.

Visual Impairment Issues. Visually impaired pedestrians may have difficulty with a number of tasks associated with crossing the street, from simply locating the crosswalk to understanding the type of traffic control in place. Visually impaired pedestrians may have trouble with any or all of the following elements associated with crossing a street:

- Detecting that they have physically arrived at a street,
- Distinguishing one street from another,
- Analyzing intersection geometry e.g.,
  - How many lanes?
  - How wide?
  - Is there a median?
  - Is the crosswalk perpendicular or skewed?
- Analyzing the traffic control system e.g.,
- Is this intersection signalized?
- Do I need to push a button to activate the walk interval?
- Where is the button located?
- Which button goes with which street?

- Is there a second button once reaching the median?
- Identifying the crossing interval and knowing when to start, and maintaining alignment while crossing in the absence of visual crosswalk cues.

While there is no one device that will solve all of these problems, there are devices that can improve safety and enhance mobility and access for visually impaired individuals within the roadway environment. These products range from very simple devices, such as audible signals to indicate to pedestrians when they should begin to cross a street, to more sophisticated devices, like talking signs which provide narrative information about locations through an infrared receiver and transmitter system.

Accessible pedestrian signals are products that supplement the visual signals and cues used by sighted pedestrians to safely negotiate a street crossing. It is important to provide such signals to enable visually impaired pedestrians to safely and independently negotiate intersections. The types of accessible signals available can be divided into three broad categories:

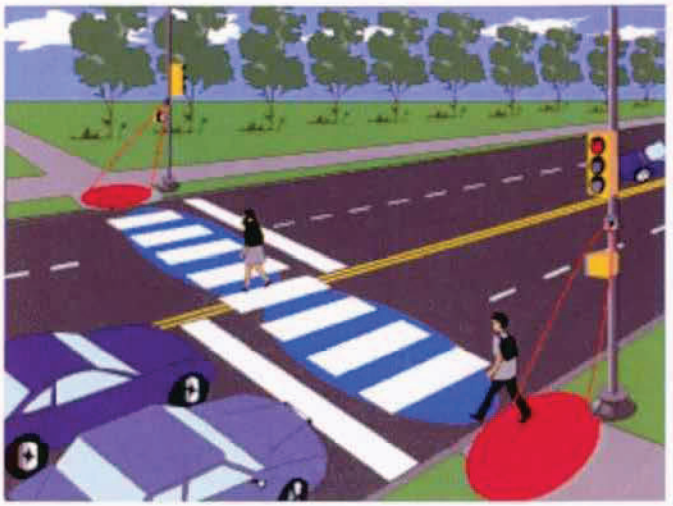
- Signal-mounted speakers
- Transmitter/receiver systems
- Push-button systems

Intersections that may require evaluation for such treatments include those with: (a) very wide crossings, (b) secondary streets having little traffic, (c) non-orthogonal or skewed crossings, (d) T-shaped intersections, (e) high volumes of turning vehicles, (f) split-phase signal timing, and (g) noisy locations.

Signal-mounted speakers

Traditionally, this type of device is what is referred to as an audible signal. Audible pedestrian signals are devices that emit buzzing, whistling, beeping, or chirping sounds that are correlated with the visual WALK/DON'T WALK signals used by sighted individuals. Audible signals are specifically designed to help visually impaired. Audible crossing indicators have been available for over 25 years, but have in general not been well received by traffic planners in the US. Intermittent pulses in the frequency range of 300-1000 Hz (with 750 Hz being optimal) are the most effective sounds for the human ear to localize and do not require a high volume level to be effective. The devices may be either pedestrian activated or automatic. Pedestrian activated signals are connected to the pedestrian call (push) button, which is connected to the signal controller. Automated signals are activated by the cycle change at pre-timed intersections. Many of the automatic devices emit different sounds to indicate which direction to cross and how much time is available for crossing. The two most popular audible pedestrian signals used in the US emit either a buzzer or a birdcall sound. The audible signal most frequently used in the western US emits a "peep peep" tone for the east-west direction and a "cuckoo" tone for the north-south crossings. Audible signals indicate only that the WALK indication is displayed, not that the intersection is clear. The devices are meant to complement rather than be a substitute for a visually impaired person's orientation and mobility skills.

Infrared Detector



Pedestrians entering the curbside infrared detection zone (shown in red) will activate the pedestrian call feature. While those detected in the crosswalk (shown in blue) will extend the clearance interval.

The passive infrared detector provides the capability to automatically detect the presence of pedestrians in either the targeted curbside area or within the crosswalk. When used to detect pedestrians in the crosswalk, its function is to detect the presence of individuals requiring additional time to cross, and accordingly extend the clearance interval and provide more time to cross. These detectors function by sensing changes in thermal radiation caused by movement within the field of view. A pedestrian entering the target area causes such a temperature change to occur, which in turn, is detected by the sensor. These detectors may either be used to supplement or replace the standard push button used to activate [Source: http://www.walkinginfo.org/pedsmart/home.htm]

3.4.5 Traffic and Parking

The NPS plans to install additional signage to direct park visitors to the parking garage and clarifying access to the site. Ample parking is available at the garage and nearby city streets to accommodate the increases in visitation that may be generated by the Willett Center.

3.4.6 Local Land Use Planning

To foster the partnership between the NPS and the City of Rome, and recognizing the importance of the Fort as the 'town green', the NPS would consider incorporating suggestions from the city that do not conflict with the park's objectives in building the visitors' center.

3.4.7 Local Economy

The economic impacts of the Proposed Action should be positive and beneficial to the City of Rome and those employed directly or indirectly in building and operating the Willett Center. No mitigation of adverse impacts is considered necessary.

3.4.8 Social Impacts

Any disruption to the local community, in terms of impacts to local commercial or residential neighborhoods or the senior citizens center, from Willett Center construction would be minor and temporary so no significant social impacts are expected to occur. The Willett Center is expected to enhance the community, so no mitigation of adverse impacts is considered necessary.

3.4.9 Visual Impacts

The Willett Center will permanently alter the Cityscape and views of Fort Stanwix for local residents and visitors. A well-designed Willett Center would serve as a visual tie between the modern structures and streetscapes of downtown Rome and the existing Fort structure and grounds so should help improve the overall visual appeal of the location.

3.4.10 Noise Impacts

Construction equipment noise could cause minor, temporary impacts to sensitive receptors such as the senior citizens housing and St. Peter's Church. NPS would require that noise-intensive construction activities be conducted on weekdays only, during business hours. During operations, negligible noise impacts could result from increased traffic around the site due to increased visitation.

3.5 Comparison of Alternatives

This section briefly summarizes the impacts of the Alternatives on the resources at issue. The impacts are presented in comparative format in Table 3.5-1.

3.5.1 Air Quality Impacts

The Rome area is in attainment status for EPA criteria air pollutants. Under either alternative, minor pollutant increases would occur during Willett Center construction from equipment and vehicle emissions. Minimal air emission increases would occur during operation from building operating equipment and maintenance vehicles and increased visitor vehicles. No emission increases would occur under No Action assuming visitation does not increase.

3.5.2 Cultural Resources Impacts

Archeological Resources Background research and preliminary archeological testing in 2002 indicated limited archeological potential for the proposed Willett Center construction site southwest of the fort. Any archeological sites within the project area will be identified and evaluated by the National Park Service in consultation with the New York State Historic Preservation Officer (NYSHPO). Affected Indian nations will be consulted as well. If National Register eligible archeological resources are found, and should those resources be potentially impacted by construction of the Willett Center, a Memorandum of Agreement (MOA) to resolve any adverse effects to such resources would be negotiated and signed between the park and the NY SHPO in accordance with 36 CFR 800.6 (b)(1)(iv). The MOA would be signed before a Finding of No Significant Impact (FONSI) is signed. The No Action alternative would cause no impacts to known or as yet undiscovered archeological resources at Fort Stanwix National Monument.

Historic Structures or Buildings There are no National Register eligible structures present at Fort Stanwix because the fort is a reconstruction so no impacts would occur under either alternative.

Cultural Landscapes There are no National Register eligible landscape features present at Fort Stanwix. All of the landscape features are either modern, non-historic reconstructions, outside the period of significance or so altered that they no longer convey conditions during the period of significance so no impacts would occur under either alternative.

Ethnographic Resources Fort Stanwix has been identified as an ethnographic resource because of the "Great Carry" and as a treaty council location. However, it is not a sacred site based on the ethnographic studies and communications with Native tribes to date. Fort Stanwix will continue to have dialogue with the tribes to address any concerns they may have with Willett Center development under the Proposed Action and other park issues as needed and appropriate under either alternative.

Museum Collections Construction of the Willett Center would improve storage conditions and access to the existing collection and any newly discovered artifacts. Lack of Willett Center construction, under the No Action alternative, would require continued artifact storage under the potentially damaging in-Fort storage conditions, provide poor public access to the existing collection and also jeopardize protection of any newly found artifacts.

3.5.3 Visitor Use and Experience Impacts

Fort Stanwix Visitation Construction of the Willett Center is expected to markedly increase Fort Stanwix visitation, providing a broader and more enjoyable interpretive experience, year-round access to the National Monument, and serving Rome community interests in many ways. The continued projected Rome area population decline would offset a portion of the increased visitation. However, under No Action the area population decline would likely continue the recent trend of declining visitation.

Fort Stanwix and Regional Interpretation Under the Proposed Action, the interpretive emphasis at the Fort would continue to highlight the siege of Fort Stanwix and Fort life but would expand public access to the collections, provide year-round interpretive programming, and remove the conflict between the interpretive experience within the Fort and its current other uses. Under No Action there would be no change in the current limited interpretation and the conflict between the 18th century interpretative theme and modern multi-functional facilities inside the reconstructed Fort would continue.

Visitor Experience. The new Willett Center would offer:

- Year-round interpretive programming
- Expanded visitor facilities including a bookstore
- Expanded facilities for community use, including meeting space
- An opportunity for revamping of the existing Fort Stanwix buildings to provide interpretive rather than support functions
- Continued availability of the Fort's green space for events
- Expanded opportunities for academic research and education in history of Fort and region

Under No Action there would be no improvement in visitor experience.

3.5.4 Public Safety Impacts

Pedestrian Safety Traffic calming measures and/or pedestrian crossing signals would increase the safety of street crossings to the Willett Center under the Proposed Action and to Fort Stanwix under either alternative. Control of installation of these measures is a city function. The NPS would continue to pursue traffic calming measures with the city of Rome under both alternatives.

Fire and Emergency Response Under both alternatives the City of Rome would continue to provide fully adequate fire and emergency response.

3.5.5 Traffic and Parking Impacts

Traffic Impacts. Under the Proposed Action, minor traffic delays might occur on N. James and W. Dominick Sts and possibly Erie Blvd. during Willett Center construction. Minor delays might also occur during peak visitation days because of traffic calming measures. No traffic effects would occur under No Action.

Parking. The surface parking lot across N. James Street would remain the principal facility for all visitors under the Proposed Action. Parking for the handicapped is currently provided there.

3.5.6 Land Use Impacts

Under the Proposed Action, the use of the site would be altered somewhat from a seasonal to a year-round recreation/historic site. The value of nearby land may increase due to this improvement. The use would be consistent with the CBD Master Plan, which incorporates the Fort structure and surrounding landscaped space, suggests use of the Fort green-space as a community gathering lawn, and indicates the principal entrance to Fort Stanwix at the W. Dominick St. crossing. There would be no conflict with city zoning. No changes in land use would occur under No Action.

3.5.7 Recreation and Tourism Impacts

Construction of the Willett Center on the Fort grounds would cause minor effects on recreation at the Fort by temporarily altering pedestrian access to the Fort. Movement of trucks and construction equipment might intermittently affect visitor and regular vehicular traffic on adjacent streets. Operation of the Willett Center would have a significant beneficial impact on Rome and Mohawk Valley recreational attractions. Area residents and visitors would benefit from improved interpretation of local historic and cultural resources. There would be no recreation or tourism benefits under No Action.

3.5.8 Impacts on the Local Economy

Impact of Construction Expenditures In the short term, under the Proposed Action, 2 to 15 jobs and $53,000 to $597,000 would be added to the local economy, assuming from 2 to 25 percent of the total of approximately $4 million for construction goes to local contractors. No construction funding and no benefits to the local economy would occur under No Action.

Impacts of Operation Expenditures Under the Proposed Action, Fort Stanwix expects to have 55,000 or more visitors per year, including day visitors and event attendance. A long-term projected minimum of 28,000 Fort Stanwix day visitors per year would spend $454,000, which would add 3 jobs and $79,000 to the local economy. Benefits from event attendance and related spending would also likely increase because of its close tie to downtown businesses and year-round operation. No comparable long-term economic benefits would occur under No Action.
Revitalization of Business in Rome's Central Business District (CBD) Building the Willett Center would likely increase sales at existing Rome businesses and help attract new ones to the area. Sixteen Rome CBD business owners were asked how they thought the addition of the visitor center would affect their business, or downtown in general. Many of the businesses are currently providing goods and services to Fort visitors, particularly in the Lodging and Eating Establishment industries. Several businesses felt that the most significant impact of the visitor center would be on the availability of information about the Rome area, particularly information relating to area businesses. None believed that there would be any negative impacts resulting from the visitor center. Based on an inventory of vacant parcels and commercial space, there are ample opportunities to develop tourism-related businesses near a new Willett Center.
No comparable revitalization benefits would occur under No Action.

3.5.9 Social Impacts

Construction of the Willett Center on the Fort grounds might cause minor disruptions in downtown community life—e.g. to residents of the senior center. Operation of the Willett Center should enhance the quality of life for Central Business District and nearby residents.

3.5.10 Visual Impacts

Under the Proposed Action, construction equipment and materials would cause temporary, minor, localized impacts on the visual quality of the Fort grounds and nearby intersections of N. James, W. Dominick St. and Eire Blvd. In the long-term, the Willett Center building design and newly planted trees and herbaceous landscaping features would improve the downtown cityscape and present an attractive view to Fort visitors entering Rome. No visual changes would occur under the No Action alternative.

3.5.11 Noise Impacts

Under the Proposed Action, construction equipment noise could cause minor, temporary noise disturbance to nearby sensitive receptors including the church, senior citizens center and day care center. Construction noise may also cause minor temporary effects to visitors to Fort Stanwix, nearby businesses, and local residents. The ambient noise is typical of an urban environment with substantial traffic, localized construction, repair and maintenance equipment, and heating, ventilating and air conditioning operating equipment, and other noises of densely populated areas. Willett Center construction would add to this urban background noise environment but would not alter it, although noise levels during peak noise-intensive equipment use may be bothersome. NPS would require that noise-intensive construction activities be conducted on weekdays only during business hours. Negligible noise impacts would result from increased

traffic around these sites due to increased visitation. No increase in noise would occur under No Action.

3.5.12 Impairment of Park Resources

Construction of the WillettCenter would cause no impairment of Park resources but rather would improve them. Willett Center construction would help alleviate the potential for impairment of park resources by providing space for park functions currently conducted in the reconstructed Fort. Construction of the Center on Fort grounds would improve the visual quality of the Fort grounds and make the National Monument more recognizable and appealing to city visitors. Further the Center would benefit the downtown cityscape and plans for redevelopment. Taking No Action would not alleviate any of the problems currently associated with conducting many Fort functions in the reconstructed Fort.

3.5.13 Relationship between Short Term Uses of the Environment and the Maintenance and Enhancement of Long-term Productivity.

Because the proposed construction site is an urban site, has experienced many years of development and redevelopment, and does not support important natural environmental features, such as wetlands, or protected flora or fauna, there would be no substantive loss of long-term environmental productivity if the Willett Center is built.

3.5.14 Irreversible or Irretrievable Commitment of Resources

Fuels and materials used to build the Willett Center would be irretrievably committed resources as would the time and money spent for design, construction, and operation of the Center. Since the Fort is a reconstruction and there are no vital natural environmental features at or in the vicinity of the site, Willett Center construction would not constitute an irreversible commitment of environmental resources. Any loss of cultural artifacts in excavating for the Willett Center would constitute an irreversible loss of those resources but NPS is taking careful measures to ensure that that does not happen.

3.5.15 Adverse Impacts that Could Not be Avoided if the Proposed Action were Implemented

Impacts that are typical of urban construction projects are unavoidable under the Proposed Action. The impacts would include production of air pollutants, noise, traffic congestion, and unsightly construction debris and equipment. These would all be minor and temporary with proper measures taken by the NPS to ensure they are minimized. Construction on the Fort grounds would cause temporary disruption of visitor services and loss of a portion of the Fort green space would be unavoidable.

Affected Resource	*Table 3.5-1. Alternatives Comparison*	
	Proposed Action: Construct Willett Center on Fort Grounds	***No Action***
Criteria Air Pollutants	Rome is in attainment status for criteria air pollutants. Minor increases in air pollutants would occur during Willett Center construction from equipment and vehicle emissions. Negligible increases would occur during operation from building operating equipment, maintenance and staff vehicles, and increased visitor vehicles.	No emission increases would occur assuming visitation does not increase.
Archeological Resources	Preliminary archeological testing has indicated that historic artifacts are present at the proposed Willett Center construction site. NPS would conduct appropriate further testing to recover and protect cultural resources before Willett Center construction would begin.	The No Action alternative would cause no impacts to yet to be recovered archeological resources at Fort Stanwix.
Historic Structures or Buildings	There are no National Register eligible structures present at Fort Stanwix because the fort is a reconstruction so no impacts would occur under either alternative.	
Cultural Landscapes	There are no National Register eligible landscape features present at Fort Stanwix. All of the landscape features are either modern, non-historic reconstructions, outside the period of significance or so altered that they no longer convey conditions during the period of significance so no impacts would occur under either alternative.	
Ethnographic Resources	Fort Stanwix will continue to have dialogue with the tribes to address any concerns they may have with Willett Center development under the Proposed Action and other park issues as needed and appropriate under either alternative.	Fort Stanwix will continue to have dialogue with the tribes to address any concerns they may have with park issues as needed and appropriate.
Museum Collections	Construction of the Willett Center would improve storage conditions and access to the existing collection and any newly discovered artifacts.	Lack of Willett Center construction, under the No Action alternative, would require continued artifact storage under the potentially damaging in-Fort storage conditions, provide poor public access to the existing collection and also jeopardize protection of any newly found artifacts.
Fort Stanwix Visitation	Construction of the Willett Center is expected to markedly increase Fort Stanwix visitation, providing a broader and more enjoyable interpretive experience, year-round access to the National Monument, and serving Rome community interests in many ways. The continued projected Rome area population decline would offset a portion of the increased visitation.	Area population decline would likely continue trend of declining visitation.
Fort Stanwix and Regional Interpretation	The interpretive emphasis at the Fort would continue to highlight the siege of Fort Stanwix and Fort life but would expand public access to the collections, provide year round interpretive programming, and remove the conflict between the interpretive experience within the Fort and its current other uses.	There would be no change in the current limited interpretation and the conflict between the 18th century interpretative theme and modern multi-functional facilities inside the reconstructed Fort would continue.

Affected Resource	*Table 3.5-1. Alternatives Comparison*	
	Proposed Action: Construct Willett Center on Fort Grounds	***No Action***
Visitor Experience	The new Willett Center would offer: ➢ Year-round interpretive programming ➢ Expanded visitor facilities including a bookstore ➢ Expanded facilities for community use, including meeting space ➢ An opportunity for revamping of the existing Fort Stanwix buildings to provide interpretive rather than support functions ➢ Continued availabilityof the Fort's green space for events on a smaller footprint ➢ Expanded opportunities for academic research and education in history of Fort and region	No improvements in visitor experiences.
Pedestrian Safety	Under both alternatives, Traffic calming measures and/or pedestrian signals would increase safety level of street crossings to Willett Center and Fort Stanwix.	
Fire and Emergency Response	Under both alternatives, City of Rome provides fully adequate fire and emergency response	
Traffic Effects	Minor traffic delays might occur on N. James and W. Dominick Sts and possibly Erie Blvd. during Willett Center construction. Minor delays might also occur during peak visitation days because of traffic calming measures.	No traffic effects.
Parking Effects	The surface parking lot across N. James Street would remain the principal facility for all visitors under the Proposed Action. Parking for the handicapped is currently provided there.	No parking impacts
Land Use	The use of the site would be altered from a seasonal to a year-round recreation/historic site. The value of nearby land may increase due to this improvement. The use would be consistent with the CBD Master Plan, which incorporates the Fort structure and surrounding landscaped space, suggests use of the Fort green-space as a community gathering lawn, and indicates the principal entrance to Fort Stanwix at the W. Dominick St. crossing. There would be no conflict with city zoning.	No changes in land use would occur under No Action.
Recreation & Tourism	Construction of the Willett Center on the Fort grounds would cause minor effects on recreation at the Fort by temporarily altering pedestrian access to the Fort. Movement of trucks and construction equipment might intermittently affect visitor and regular vehicular traffic on adjacent streets. Operation of the Willett Center would have a significant beneficial impact on Rome and Mohawk Valley recreational attractions. Area residents and visitors would benefit from improved interpretation of local historic and cultural resources.	No recreation or tourism benefits.

Affected Resource	*Table 3.5-1. Alternatives Comparison*	
	Proposed Action: Construct Willett Center on Fort Grounds	***No Action***
Income and Job Benefits of Construction Expenditures	An estimated 2 to 15 jobs and $53,000 to $597,000 would be added to value of local economy assuming from 2 to 25 percent of construction dollars go to local contractors.	No economic benefits would accrue to the citizens of Rome.
Income and Job Benefits of Operation Expenditures	Fort Stanwix expects to have 55,000 or more visitors per year, including day visitors and event attendance. A long-term projected minimum of 28,000 Fort Stanwix day visitors per year would spend $454,000, which would add 3 jobs and $79,000 to the local economy. In addition, any benefits from event attendance and related spending would also likely increase under the Proposed Action because of its close tie to downtown businesses and its year-round operation.	No economic benefits would accrue to the citizens of Rome.
Revitalization of Business Activity in the Rome Central Business District (CBD)	Building the Willett Center would likely increase sales at existing Rome businesses and help attract new ones to the area. Sixteen Rome CBD business owners were asked how they thought the addition of the visitor center would affect their business, or downtown in general. Many of the businesses are currently providing goods and services to Fort visitors, particularly in the Lodging and Eating Establishment industries. Several businesses felt that the most significant impact of the visitor center would be on the availability of information about the Rome area, particularly information relating to area businesses. None believed that there would be any negative impacts resulting from the visitor center. Based on an inventory of vacant parcels and commercial space, there are ample opportunities to develop tourism-related businesses near a new Willett Center.	No effect on business development.
Social Impacts	Construction of the Willett Center on the Fort grounds might cause minor disruptions in downtown community life—e.g. to residents of the senior center. Operation of the Willett Center should enhance the quality of life for Central Business District and nearby residents.	No effects either beneficial or adverse
Visual Impacts	Under the Proposed Action, construction equipment and materials would cause temporary, minor, localized impacts on the visual quality of the Fort grounds and nearby intersections of N. James, W. Dominick St. and Eire Blvd. In the long-term, the Willett Center building design and newly planted trees and herbaceous landscaping features would improve the downtown cityscape and present an attractive view to Fort visitors entering Rome.	No changes in visual impacts

Affected Resource	*Table 3.5-1. Alternatives Comparison*	
	Proposed Action: Construct Willett Center on Fort Grounds	***No Action***
Noise Impacts	Under the Proposed Action, construction equipment noise could cause minor, temporary noise disturbance to nearby sensitive receptors including the church, senior citizens center and day care center. Construction noise may also cause minor temporary effects to visitors to Fort Stanwix, nearby businesses, and local residents. The ambient noise is typical of an urban environment although noise levels during peak noise-intensive equipment use may be bothersome. NPS would require that noise intensive construction activities be conducted on weekdays only during business hours. Negligible noise impacts would result from increased traffic around these sites due to increased visitation.	No noise increases above current city traffic and equipment sources.
Impairment of Park Resources	Would not impair park resources. Would help alleviate potential for impairment to park resources by providing space for park functions currently conducted in the reconstructed Fort.	Would not alleviate many of the problems associated with conducting many Fort functions in the reconstructed Fort.
Environmental Productivity	Because sites are urban with many years of development and do not support important natural environmental features or protected flora or fauna, there would be no substantive loss of long-term environmental productivity if the Willett Center is built on any of the sites.	No Action means no short term use of the environment
Commitment of Resources	Fuels and materials used to build the Willett Center would be irretrievably committed as would the time and money spent for design, construction, and operation of the Center. Since the Fort is a reconstruction and there are no vital natural environmental features at the site, the Proposed Action would not constitute an irreversible commitment of environmental resources. Any disturbance of the site that would cause archeological information loss or damage to or loss of cultural artifacts in excavating for the Willett Center would constitute an irreversible loss but NPS would conduct a full site archeological survey to ensure that that does not happen	No commitment of Resources made if No Action is taken
Unavoidable Adverse Impacts	Impacts that are typical of urban construction projects are unavoidable under the Proposed Action. The impacts would include production of air pollutants, noise, traffic congestion, and unsightly construction debris and equipment. These would all be minor and temporary with proper measures taken by the NPS to ensure they are minimized. Construction on the Fort grounds would cause temporary disruption of visitor services and loss of a portion of the Fort green space would be unavoidable.	Continued unacceptable artifact storage and continued conflicting presentation of 18th century Fort with modern offices and visitor amenities would be unavoidable if No Action is taken.

3.6 Environmentally Preferred Alternative

As stated in Section 2.7 (D) of the NPS DO-12 Handbook, "The environmentally preferred alternative is the alternative that will best promote the national environmental policy expressed in NEPA (Section 101(b))."

The approach for incorporating these national goal statements into the determination of the environmentally preferable alternative used a qualitative comparison of the alternatives under consideration. Each alternative assessed in this EA was examined as to how well it contributes to meeting each of the six NEPA goals. Given the general nature of the goal statements, with no specific measurable parameters identified, quantitative ratings were not feasible. Table 3.6-1 presents the findings of this review, which determined that the Proposed Action is the environmentally preferred alternative.

National Environmental Policy Act (NEPA)
Sec 101 Goal Statements

(1) Fulfill the responsibilities of each generation as trustee of the environment for succeeding generations;
(2) Assure for all Americans safe, healthful, productive, and esthetically and culturally pleasing surroundings;
(3) Attain the widest range of beneficial uses of the environment without degradation, risk to health and safety, or other undesirable and unintended consequences;
(4) Preserve important historic, cultural, and natural aspects of our national heritage, and maintain wherever possible, an environment which supports diversity and variety of individual choice;
(5) Achieve a balance between population and resource use which will permit high standards of living and a wide sharing of life's amenities; and
(6) Enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources.

(NEPA, 42 U.S.C. 4321-4347)

Table 3.6-1. Selection of the Environmentally-Preferred Alternative

National Environmental Policy Act Goals	Alternatives	
	Proposed Action	**No Action**
Fulfill the responsibilities of each generation as trustee of the environment for succeeding generations.	Succeeding generations would benefit most from a full Fort reconstruction, upgraded historic artifact storage, and an improved interpretive program on the Fort and Region, which can only occur if the Willett Center is built.	Does not meet goal, especially in terms of inadequate artifacts storage.
Assure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings.	NPS would ensure the Willett Center and Fort are safe and healthy environments. Center would present an aesthetically pleasing entry to the Fort and the city of Rome.	Safety and health of public ensured. Currently there is no aesthetically pleasing entry point to the city of Rome.
Attain the widest range of beneficial uses of the environment without degradation, risk to health or safety, or other undesirable and unintended consequences.	Should benefit the local economy and City. NPS measures would ensure safe and healthy use of the Center and Fort.	Taking No Action would not help NPS attain the widest range of beneficial uses of Fort Stanwix nor benefit the City of Rome.
Preserve important historic, cultural, and natural aspects of our national heritage, and maintain, whenever possible, an environment which supports diversity, and variety of individual choice.	Building the Willett Center allows NPS to better preserve heritage embodied in Fort and artifact collections.	No Action does not help NPS best preserve heritage in Fort and artifact collection.
Achieve a balance between population and resource use, which will permit high standards of living and a wide sharing of life's amenities.	Building the Willett Center enhances best use of Fort structures while allowing year round enjoyment of regional heritage and linking that to Rome revitalization.	Current use of Fort structures is not optimal balance between public use and value of this cultural resource.
Enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources.	Full recycling program and feasible sustainable design should help minimize effects on non-renewable resources and make most efficient use of renewable resources.	Shut down in winter so may require less energy and renewable resources than Proposed Action.
Overall Finding	**The Environmentally Preferred Alternative. Best meets the goals of benefiting cultural resources and affected populations while limiting adverse environmental effects.**	**Limits energy use but is less desirable in meeting other NPS goals, particularly relieving conflicting uses of Fort and problematic housing of artifacts collection than the Proposed Action.**

Chapter 4
Affected Environment

This Chapter describes the existing condition of each of the elements of the human environment at Fort Stanwix and vicinity in Rome, New York that would be affected by construction and operation of the Willett Center.

4.1 General Context of Assessment

The impacts of construction and operation of the Willett Center would occur within contexts determined by the nature and severity of the likely effects. Air quality effects caused by emissions from vehicles traveling to and from the site and equipment operating at the site would affect air quality within the context of the control regions monitored by EPA and the State under the Clean Air Act requirements and State of New York Implementation Plan. Noise would affect persons at the site or nearby sensitive receptors. The following table summarizes the analysis context for each if the impact topics addressed in the EA.

Table 4.1 Contexts of Resource Assessments

Resource	Analytical Context
Air Quality	EPA Air Quality Region 2 New York State Central Air Quality Control Region (Region 6)
Cultural Resources	Fort Stanwix NM the Fort and grounds Mohawk Valley and Northern Frontier regions
Visitor Use and Experience	Fort Stanwix NM and surroundings City of Rome
Public Safety	Points of Entry to Fort and travel paths from Parking and Willett Center to Fort Stanwix
Traffic and Parking	Roads adjacent to Fort Stanwix City of Rome
Local Land Use and Planning	City of Rome
Local Economy	Local Recreation and Tourism Industry Downtown Business Base City of Rome Fiscal Status
Social Impacts	Regional and Neighborhood Demographics
Visual Impacts	Local Viewshed of Fort Stanwix and the nearby portions of the City of Rome
Noise Impacts	Vicinity of construction sites

4.2 Air Quality

Under the Federal Clean Air Act (CAA), as amended in 1977 and 1990 (40 CFR 50), the U.S. Environmental Protection Agency (EPA) has established air quality standards in regard to the types of air pollutants emitted by internal combustion engines, such as those in aircraft, vehicles, and other sources. These National Ambient Air Quality Standards (NAAQS) are established for six contaminants, referred to as criteria pollutants, and apply to the ambient air (the air that the general public is exposed to every day). These criteria pollutants include carbon monoxide, ozone, particulate matter, nitrogen oxides, sulfur dioxide, and lead, and are described below.

1. ***Carbon Monoxide (CO).*** CO is a colorless, odorless, toxic gas produced by the incomplete combustion of organic materials used as fuels. CO is emitted as a by-product of essentially all combustion.
2. ***Ozone (O_3).*** O_3 is a photochemical oxidant and a major constituent of smog. Ozone is formed when two precursor pollutants, hydrocarbons and nitrogen oxides, react chemically in the presence of sunlight.
3. ***PM_{10}.*** PM_{10} are fine particles less than 10 micrometers in diameter. PM_{10} includes solid and liquid material suspended in the atmosphere and formed as a result of incomplete combustion.
4. ***Sulfur Dioxide (SO_2).*** SO_2 is a corrosive and poisonous gas produced mainly from the burning of sulfur-containing fuel.
5. ***Nitrogen Oxides (NOx).*** NOx are poisonous and highly-reactive gases produced when fuel is burned at high temperatures, causing some of the abundant nitrogen in the air to burn as well.
6. ***Lead (Pb).*** Pb is a toxic heavy metal, the most significant emissions of which derive from gasoline additives, iron and steel production, and alkyl lead manufacturing.

NAAQS for Criteria Pollutants

Under the CAA, the EPA has established limits on the average levels of pollutants in the air to which the general public is exposed (ambient air). **Primary Standards** establish the level of air quality necessary to protect public health from any known or anticipated adverse effects of a pollutant, allowing a margin of safety to protect sensitive members of the population. **Secondary Standards** establish the level of air quality necessary to protect public welfare by preventing injury to agricultural crops and livestock, deterioration of materials and property, and adverse impacts on the environment, including prevention of reduced visibility.

Pollutant	Averaging Time	Standard[a] ($\mu g/m^3$)
Ozone	1-hour	235
Carbon Monoxide (CO)	1-hour	40,000
	8-hour	10,000
Nitrogen Oxides (NO_x)	Annual	100
Sulfur Dioxide (SO_2)	Annual [b]	80
	24-hour [b]	365
	3-hour [c]	1,300
Particulate Matter (PM_{10})	Annual	50
	24-hour	150
Lead (Pb)	0.25 year	1.5

[a] Both the Primary and Secondary Standards are the same value, except for sulfur dioxide.
[b] Primary Standard
[c] Secondary Standard

In addition to these six criteria pollutants, Volatile Organic Compounds (VOCs) are a source of concern and are regulated as a precursor to ozone. VOCs are created when fuels or organic waste materials are burned. Most hydrocarbons are presumed to be VOCs in the regulatory context, unless otherwise specified by the U.S. EPA.

The NAAQS include primary and secondary standards (see text box). Areas where the ambient air quality does not meet the NAAQS are said to be non-attainment areas. Areas where the ambient air currently meets the national standards are said to be in attainment.

Existing information on air quality was reviewed to identify air quality issues, with particular attention paid to background ambient air quality compared to the primary NAAQS. For the Proposed Action, the relevant regulatory requirements under the conformity provision of Section 176(c) of the CAA, as amended in 1990, provide that Federal agencies are prohibited from engaging in, supporting in any way, providing financial assistance for, licensing, permitting, or approving, any activity which does not conform to an applicable State implementation plan under the CAA. Federal actions must be "in conformity" with whatever restrictions or limitations the State has established for air emissions necessary to attain compliance with NAAQS.

"Mobile sources" is a term used to describe a wide variety of vehicles, engines, and equipment that generate air pollution and that move, or can be moved, from place to place.
"On-road," or highway, sources include vehicles used on roads for transportation of passengers or freight. "Nonroad," (also called "off-road") sources include vehicles, engines, and equipment used for construction, agriculture, transportation, recreation, and many other purposes. Within these two broad categories, on-road and nonroad sources are further distinguished by size, weight, use, and /or horsepower.
On-Road Vehicles--This category of mobile sources includes light-duty vehicles, light-duty trucks, heavy-duty vehicles, and motorcycles, used for transportation on the road. On-road vehicles may be fueled with gasoline, diesel fuel, or alternative fuels such as alcohol or natural gas.
Non-road mobile sources include construction equipment and vehicles: asphalt and concrete pavers and paving/surfacing equipment, tampers/rammers, plate compactors, concrete pavers, rollers, scrapers, paving equipment, surfacing equipment, signal boards, trenchers, bore/drill rigs, excavators, concrete/industrial saws, cement and mortar mixers, cranes, graders, nonroad trucks, crushing/processing equipment, rough terrain forklifts, rubber-tired loaders and dozers, tractors/loaders/backhoes, crawler tractors, skid steer loaders, nonroad tractors, dumpers/tenders, and other construction equipment. (Source: www.epa.gov/otaq/invntory)

EPA Air Quality Region 2 includes New Jersey, New York, Puerto Rico, US Virgin Islands and seven Tribal Nations (www.epa.gov/region02/air/acbhome). The NY State Implementation Plan (SIP) implements the regulatory requirements of the CAA for New York State (NYS). The New York State Department of Environmental Conservation (NYSDEC), Division of Air Resources (DAR) oversees the New York SIP. The NYSDEC, DAR, Bureau of Mobile Sources is responsible for compliance of on-road and non-road sources of emissions (www.dec.state.ny.us/website/dar/bms/). Rome is located in NYSDEC Region 6 (Central Air Quality Control Region), which includes Herkimer, Jefferson, Lewis, Oneida, and St. Lawrence counties. Region 6 including Oneida County is currently in attainment for all criteria pollutants.

Federal activities that are transit-related must meet U.S. EPA's Transportation Conformity Rule; all other Federal activities are subject to U.S. EPA's General Conformity Rule (40 CFR 51). The Proposed Action would come under the General Conformity Rule. For Federal actions subject to the General Conformity Rule, a conformity determination must be made for each pollutant where the total of direct and indirect emissions in a non-attainment or maintenance area caused by a Federal action would equal or exceed the thresholds established under the rule. Currently,

Oneida County is not in a non-attainment or maintenance area. Nevertheless, Conformity Rule criteria are applied in this analysis as an indication of the air pollution potential of the proposed project. These thresholds are referred to as *de minimus* criteria, and vary depending upon the pollutant. For these purposes, the term *de minimus* refers to, among other things, emissions that are "so small as to be negligible or insignificant." If an action is below the *de minimus* emission threshold, then a conformity determination is not required under the General Conformity Rule. The thresholds established under the General Conformity Rule are 100 tons per year or less for each proposal in order to qualify for *de minimus*. If the *de minimus* criteria are exceeded, then a conformity determination must be made pursuant to the requirements of the General Conformity Rule.

4.3 Cultural Resources

4.3.1 Prehistoric Context

The prehistoric culture history sequence for Central New York has recently been summarized by Armstrong et al. (2000). Occupation in eastern North America is usually considered to date from the Late Pleistocene period from sometime between 12,000 B.P. and 16,000 B.P. The retreat of the glaciers allowed the development of tundra vegetation which helped to support large herd animals, deer, and migratory birds. The period is characterized by a hunting and gathering adaptation, an association with extinct Pleistocene megafauna, and a specific fluted point technology. While mammoth remains are relatively rare in the northeast (Ritchie and Funk 1973:6-8), mastodon remains are more numerous. Even so, there is a general lack of direct association of artifacts with these species in the northeast. Rather, caribou constitute the chief faunal remains associated with Paleo Indian hunters.

Paleo-Indian sites in the northeast have chiefly been found on well-elevated locations, the margins of low, swampy ground formerly occupied by lakes and less frequently on only slightly elevated grounds (Ritchie 1980:7). Group size would likely have been small. There is some evidence that Paleo-Indian settlement patterns were technology based and emphasized that raw lithic materials, stone tool kit refurbishment and big-game food procurement were scheduled into the seasonal rounds of subsistence activities (Armstrong et al. 2000:50-51).

Recent site file checks (Johnson and Donta 1999:10-11) show 46 prehistoric sites in the Rome vicinity. Site types range from Archaic to Woodland. Additionally, work at Fort Stanwix in 1975 encountered a number of prehistoric artifacts (Hanson and Hsu 1975:152). These artifacts included Otter Creek, Brewerton, Lamoka, Fox Creek and Levanna projectile points. These points range from the Late Archaic through the Late Woodland periods. More specifically, the points represent the Late Archaic, Early Woodland, and Late Woodland Periods. This multi-component site had one intact feature, a hearth associated with a Lamoka (Late Archaic) point. The authors suggest that many of the artifacts may have been displaced when the fort was built. In any case, the presence of these artifacts suggests a high probability of finding prehistoric artifacts in intact soil horizons, if such exist, in the project area. The project area location was a known portage area, and was likely utilized from the beginning of human settlement in Central New York.

4.3.2 Historic Context

The history of Fort Stanwix was discussed in Chapter 2. This section recapitulates some of that discussion and provides details on later historic developments.

By the early 17th century, Europeans had begun to explore the interior of New York. Henry Hudson traveled up the Hudson River in 1609. A trading post was established at Fort Orange (Albany) in 1624-1626 by the Dutch. The use of the land by Europeans was controlled by the Dutch West India Company's land grant system, which tended to discourage much settlement (Johnson and Donta 1999:15). Even under English control, after 1644, settlement west of the Hudson was slow to develop.

In part, expansion into areas west of the Hudson was hampered by British-French conflicts. These conflicts culminated in the Seven Years War (1756-1763), which ended with the French surrendering all of Canada. It was during the French and Indian War that the British built a series of forts to help protect their supply lines. Fort Stanwix was built in 1758 during the war along a portage known as the Oneida Carrying Place (Johnson and Donta 1999:1). The portage was a link between Wood Creek and the Mohawk River. The area was an important transportation route and hence a strategic military site.

Fort Stanwix' military importance was short lived. By the end of the French and Indian War, the post was only sparsely manned (Johnson and Donta 1999:19). The fort assumed some strategic importance in 1766 due to Pontiac's Rebellion, and later the 1768 treaty of Fort Stanwix was signed there. The American Revolution again highlighted the military importance of the fort site. In 1777, an army of British troops laid siege to the fort, but were held off. This victory helped to set the stage for the American victory at Saratoga (Johnson and Donta 1999:20). The fort was maintained until near the end of the war, when many of the Indians harassing the frontier were pushed back to Fort Niagara. The fort was abandoned around 1781, but blockhouses were built in 1783 and 1784. In 1784 the United States negotiated the Treaty of Fort Stanwix, which forced the Iroquois who had sided with the British to give up much of their land (Johnson and Donta 1999).

Euroamerican settlement in the Rome area began after 1785 with the survey of the Oriskany patent. William Livingston and Alida Hoffman acquired a 460-acre parcel which included the site of Fort Stanwix. The parcel was sold to Dominick Lynch who established the settlement of Lynchville (renamed Rome in 1819) (Johnson and Donta 1999).

The village was located at a river portage known as the Oneida Carrying Place, and in 1797 a canal linking Wood Creek and the Mohawk River was completed. The development of water transportation at this time was seen as one of the best ways to improve the transportation infrastructure of a community. The development of agricultural, lumbering, and manufacturing depended upon sending goods to larger regional markets quickly and cheaply. The building and maintenance of canals was viewed as cheaper than construction and maintenance of land transportation systems. Improved transportation routes moved goods out to wider markets and moved more settlers into an area. The subsequent digging of the Erie Canal widened the ability

of Rome to easily reach markets from New York City to the Great Lakes (Johnson and Donta 1999).

Canals had a constant depth and tried to maintain a minimal flow of water. Changes of elevation were handled with locks. The use of locks also permitted the waterway to cross natural barriers (Larkin 1998). The Erie Canal, for instance, overcame a 565 foot difference in elevation between Albany and Lake Erie with 83 locks. Completion of the Erie Canal in 1825 helped spur population growth in those communities along the canal route (Larkin 1998:21-27). Rome was located about a mile north of the original canal, and was connected to it by the Western Inland Lock Navigation Company Canal built in 1797. This canal was later relocated along the southern boundary of the project area, and under the current Erie Boulevard.

The Black River Canal was one of the feeder canals built to connect outlying communities to the Erie Canal. This canal passed along the east side of the project area, following modern day Black River Blvd. Construction on this canal was begun in 1838 and not completed until 1855, at a cost of $3,157,296. This canal connected to the Erie at Rome, and followed the Black River through Carthage, Watertown, and thence to Lake Ontario.

The problem with the feeder canals was that the mainline (i.e. Erie Canal) was already built in the most cost effective location. The Genesee Valley Canal, for instance, had to overcome a 1,128 feet elevation distance over its short 107-mile length. The Black River Canal averaged 15 locks per 5 miles of canal, compared to the Erie Canal's one lock per five miles of canal. Washouts, however, were one of the biggest problems on the Black River Canal. The numerous washouts were expensive to repair, and held up shipping (Larkin 1998:65-71). While the canal probably never made much, if any, profit, it did maintain some viability and was able to remain open until 1924. This was the longest that any of the feeder canals, not incorporated into the New York State Barge Canal System, was able to remain operating (Larkin 1998:65-71).

The Syracuse and Utica Railroad began operation in Rome in 1839. When the New York Central Railroad was formed from several companies in 1853, a line connected Albany and Buffalo, and ran through Rome. The railroads soon dominated passenger and cargo traffic through the area, with the Erie Canal still hauling a substantial amount of cargo (Johnson and Donta 1999).

Development in the first half of the 19th century in Rome mirrored the development experienced throughout central New York. First came an influx of settlers, with a concentration on a general agriculture and the lumber industry, as the forests were cleared for agriculture. Similarly, one of the first concerns of the settlers was the development of the transportation infrastructure. Improved transportation meant that more settlers could reach the area, and also that farmers could begin growing crops for regional markets (Johnson and Donta 1999).

The site of Fort Stanwix became the focus for Rome's industrial, commercial, and residential development. The fort site was close to both the Erie and Black River Canals. The New York Central Railroad crossed the canals near the site. The fort site itself was a mixed residential and commercial district throughout the 19th century. Gradually evidence of the fort disappeared under city development. In 1802, the earthworks were still standing. In 1815, the blockhouse

for miliary stores was still standing, and the northeast bastion was used as the town dump. By 1830, the fort site had been leveled (Johnson and Donta 1999:26-27).

Commercial development in the project area was extensive. The 1907 New Century Atlas of Oneida County and Sanborn maps from 1884, 1899, and 1924 indicate commercial buildings lining each of the streets in this area. Uses for these map-documented structures ranged from stores, hotels, theaters, an express office, a harness shop, a warehouse, a boys club, and a drug store. Extensive development seems to have occurred in the interior of the lots, as well as on the street front. Remains of some, or all, of these structures are probably extant on the site. It is also possible that remains of shaft features such as privies, wells or cisterns also exist in these areas. It is also probable that intact surfaces survive in some locations, opening the possibility of intact prehistoric archaeological sites as well as historic sheet midden deposits in these areas.

4.3.3 Archeological Resources

At the time of the site's designation as a national monument in 1935, little was believed to physically remain of Fort Stanwix. In the spring of 1965 Colonel J. Duncan Campbell completed test excavations on the site of the fort for the Rome Urban Renewal Agency and found that substantial parts of the fort survived below ground (Campbell 1965). The artifacts uncovered by Campbell are currently held by the Rome Historical Society and could be made available for loan to the park if appropriate exhibit space becomes available.

The reconstructed fort is based on extensive archeological and historical research. A National Park Service archeological team uncovered the main elements of the fort between 1970 and 1973 which informed the fort's reconstruction over subsequent years. The archeological team also excavated 19th and 20th century features associated with buildings and features that had been constructed over the ruins (Hanson and Hsu 1975).

Significant archeological resources within the footprint of, and related to, Fort Stanwix were recovered and removed prior to reconstruction. Hanson and Hsu estimated that approximately 33% of the main fort site was excavated prior to reconstruction, 15% of which had been disturbed in the 19th and 20th centuries. They also estimate that 13% more of the site was disturbed in unexcavated areas (Hanson and Hsu 1975). It is believed that few unexcavated fort features survived the reconstruction process (Davis, personal communication). Team archeologists continued salvage archeology during 1974 and 1975 while the fort was being rebuilt.

During early archeological excavations, a hearth foundation was identified. The hearth is currently preserved in situ as an exhibit in the westernmost room of the North Casemate and is the only remaining archeological feature to be incorporated within the reconstructed fort.

The grounds of Fort Stanwix National Monument have potential for containing additional archeological resources relating to the fort and 19th century Rome, New York (Johnson and Donta 1999; Auwaerter and Uschold 2000) and (*National Park Service Cultural Landscapes Inventory 1999).* In particular, a number of burial sites have been found in the vicinity of the fort. The burials were located in an arc from James Street, just west of the fort, to St. Peter's

Church parking lot and the National Park Service facility management building-- northwest of the fort. Those human remains uncovered along James Street and near the facility management building in the 1970s have been judged to be of European origin. The James Street burials were re-interred in the nearby Tomb of the Revolutionary War Soldier. Additional burials could still exist in the area. No burials are known to be within the vicinity of the proposed Willett Center.

Archeological background studies and field testing were done by the NPS between 1999 and 2002 to address the potential for archeological resources at a number of locations under preliminary consideration as places to construct the Willett Center. Potentially important archeological resources were found in the northern portion of the fort grounds. These are well away from the proposed construction area which is located southwest of the fort. Some archeological remains were found within the southern project area, but these have not been fully identified and evaluated as yet. They will be evaluated during 2003 during additional archeological testing of the proposed construction area.

4.3.4 Historic Structures or Buildings

The existing National Register listing clearly recognizes that the reconstructed Fort structure does not have integrity as defined by the National Register and should not be considered an historic resource although the site itself is considered an historic resource. The existing reconstructed Fort Stanwix is an earth and timber-clad reinforced concrete structure that replicates the historic fort as it may have appeared in 1777. Located on the site of the historic fort, the reconstruction contains one original feature, a brick hearth. The central part of the fort is a square with a side length of 200 feet. Off of each corner are timber and earth pentagonal bastions with flanks of 36 feet and faces of 90 feet. With these elements, the overall dimensions of the fort from bastion tip to bastion tip is 330 feet. Outside of this structure, the fort is covered in turf, as is the surrounding property. The outer edges of the fort on the north, south, and west sides are composed of a berm followed by a ditch, a parapet, a low palisade fence, and a glacis. The glacis is the low, gently-sloping outermost earthwork, the other edges of which are almost imperceptible. The interior of the fort has three freestanding log buildings surrounding the parade grounds, along with frame casemates that are built into the four outer earthen walls.

The site outside the glacis is primarily lawn, with deciduous trees lining North James Street and a mixture of evergreen and deciduous trees and shrubs north of the fort to screen the facility management building and other buildings north of the site. A footpath loops around the site, and signs mark the entrances on the south and east sides. A reconstructed water feature, the branch of Technohat Creek, runs to the east and south of the fort. The topography outside of the fort complex, which was graded after demolition of the buildings on the site, is fairly level with a gentle down-grade toward the south.

In the National Register of Historic Places, the recorded period of significance for Fort Stanwix National Monument is 1758 to 1781. It was in 1758 that the British built the fort and in 1781 that the Americans withdrew permanent garrison. The property is listed as being historically significant under National Register Criterion A (association with an important event), primarily for its association with the American Revolution as the site of Fort Stanwix.

The reconstructed fort surrounds three freestanding buildings and is made up of the following structures and features: the north building of the East Casemate, the North Casemate, the East Barracks, the east building of the South Casemate, the west building of the South Casemate, the south building of the East Casemate, the Southwest Bombproof, the Storehouse, the West Barracks, the West Casemate, the Sentry Boxes, Bastions, Bridges, Cannons, Curtain Walls, the Ditch, the Flagstaff, the Glacis, the Parade Ground, Pickets, Sentry Boxes, and the Whipping Post. Located within the reconstructed fort, there is one original feature -- the foundations of a brick hearth. A detailed description of the fort features can be found in the Affected Environment section of the document.

The structures which have not been reconstructed are the following: the Northwest Bombproof, the Northeast Bombproof, the Headquarters, the Guard House, the Ravelin, the Bridge, the Southeast Bombproof (Bake House), the Necessary, the Sally port, and its redoubt.

4.3.5 Cultural Landscape

The existing National Register listing clearly recognizes that the landscape of this property does not have integrity as defined by the National Register and should not be considered an historic resource. A final Cultural Landscape Inventory (CLI) for Fort Stanwix National Monument was completed in 2000. The inventory definitively states that Fort Stanwix National Monument contains no landscape features that contribute to the historic significance of the site. "All of the landscape features are either modern (circulation, buildings, vegetation), non-historic reconstructions (branch of the Technohat Creek), outside the period of significance (setting), or so altered that they no longer convey conditions during the period of significance (topography: embankment above Mohawk River)."

The New York State Historic Preservation Officer has concurred, based on the 1996 List of Classified Structures (LCS) for the park, that there are no National Register eligible structures or landscape features present because the fort is a reconstruction (National Park Service 1996; New York State Historic Preservation Officer 1996). The only landscape feature identified in that report was the reconstructed drainage east of the fort (branch of Technohat Creek).

The fields surrounding Fort Stanwix were managed as meadow for several years after the fort first opened in 1976. That is, the grasses were left to grow freely as they may have when the original fort was occupied. Some members of the public saw the uncut grasses as unsightly. More recently, the fort grounds have been mechanically mowed to maintain a lawn.

4.3.6 Ethnographic Resources

In 1996, Fort Stanwix National Monument initiated an active program of ethnographic resource documentation focused on associations between American Indians and other ethnic or associated groups with ties to Fort Stanwix National Monument and Oriskany Battlefield. National Park Service Management Policies direct attention to park resources that are valued by diverse American populations because of cultural significance established through lengthy, distinctive association. *Director's Order No. 28,* Chapter 10, defines ethnographic resources and sets standards for documentation, protection, and preservation. Other relevant sources include the

National Register of Historic Places Bulletin 38, "Traditional Cultural Properties" and the *Native American Graves Protection and Repatriation Act (NAGPRA)*.

Ethnographic resources include cultural and natural landscapes, structures, and artifacts, as well as flora and fauna that are significant to the contemporary lives and heritage of an American population. Identification and assessment of ethnographic resources focuses on the values and characteristics assigned to them by a distinctive cultural community called a traditionally associated group. The features of ethnographic resources may align, overlap, or conflict with other standards of natural and cultural resource management. Ethnographic resource preservation strategies may align, overlap, or conflict with park enabling legislation, management priorities, and other directives. Consultation with traditionally associated groups is key to documentation, protection, and preservation of ethnographic resources. Government-to-government communication is mandatory when the traditionally associated group(s) is a federally recognized Indian tribe.

Fort Stanwix National Monument has been identified as an ethnographic resource important to nations of the Iroquois Confederacy, particularly the Oneida Nation and possibly other Indian tribes (Bilharz and Rae, 1998) (Bilharz, 2002). Members of the Iroquois Nation, and other American Indian groups, served in and around Fort Stanwix during both the French and Indian and American Revolutionary Wars. The site is also important because the Oneida Indians in the 1750s gave permission to the British to build Fort Stanwix. The fort was the site of several treaty signings between the British and Indians, and later between the United States and Indians, that set precedents for land conveyances and Native American relations. In addition, the site is important to the members of other ethnic groups whose ancestors comprised the citizenry or soldiery that fought in the Mohawk Valley during the wars of colonization and independence. The site of Fort Stanwix NM is also an ethnographic resource of substantial symbolic importance to the members of the Iroquois Confederacy, particularly the Oneida Indians in whose homeland it lies. For the Oneidas, who sustained trading and military relationships with the fort's occupants, the fort site itself is of primary significance. For other traditionally associated Indian tribes, Fort Stanwix is most significant in association with Oriskany Battlefield and the greater Mohawk Valley.

Current management practices at Fort Stanwix National Monument currently exceed minimum standards for ethnographic resource protection. *A Place of Great Sadness: Mohawk Valley Battlefield Ethnography* (Bilharz and Rae, 1998) which addresses the significance of Oriskany Battlefield to contemporary Iroquois descendants of the combatants, also links the battlefield site, currently under state and private ownership, to Fort Stanwix NM. The National Park Service has completed a supplemental investigation of Mississauga and other non-Iroquois associations with the park and Oriskany Battlefield (Bilharz, 2002). National Park Service-sponsored research has been augmented by information from the Oneida Nation of New York, which conducts its own studies. Aided by these information sources, the park is continuing consultations with Federally-recognized tribes in the United States to support the Park's preservation, interpretive, and visitor outreach efforts.

The park has started to establish communication and relationship protocols with the various Iroquois nations, particularly the Oneida Nation in whose territory Fort Stanwix was built.

Relationships with other groups having affiliations with Fort Stanwix National Monument will be sought when these groups and their affiliations become known.

In May 2002, the National Park Service signed a formal General Agreement with the Oneida Nation of New York to promote mutual cooperation and assistance with resources protection, interpretation, and public relationships. This agreement supplements and reinforces agreements in place between the Oneida Nation and the Untied State and its Departments or Bureaus since the early founding of the country, and seeks to keep and polish the "Covenant Chain" between the two nations. Members of the Oneida Nation have been consulted, under the terms of the Native American Graves and Repatriation Act of 1993 to determine if any of the archeological collections at the fort are important to them. Consultations are continuing but no collections important to the Oneida have been identified to date.

Not all traditionally associated groups derive cultural significance directly from their progenitors' relationships to the 18th century fort. As known to date no present day residents of Rome trace their ancestry to the fort period (though others in the region may). Yet, recent public meetings underscore the strong sense of local "ownership" attached to the site as a central location within the City of Rome, irrespective of its national significance. As demonstrated by the history of interactions between the National Park Service and the local community, the establishment of Fort Stanwix National Monument and subsequent fort reconstruction substantially altered the physical and psychological landscape of downtown Rome especially for longtime residents. A study of community memory, which might include the memory of structures and activities located on and/or adjacent to the site prior to the fort's reconstruction, could establish the parameters of lost or remaining culturally significant resource(s) from the perspective of longtime Rome residents.

4.3.7 Museum Collection

4.3.7.1 Contents of Collection

Fort Stanwix National Monument has a substantial collection of archeological, archival, and historical objects. Each facet of the collection provides an important reference source and an interpretive tool. The collections of Fort Stanwix National Monument are significant cultural resources. The collections are the physical remains and records of excavation from a listed National Register and National Historic Landmark property.

The Fort Stanwix National Monument collections number approximately 405,000 items, pertaining to the 18th century fort occupation (1758-1781) or the 19th and 20th century City of Rome, New York (1796-1970). The military collection (1758-1781) is comprised of approximately 45,000 objects. The balance of the collection relates to the 19th and 20th century. The military archeology of the site is primarily documented in the report *Casemates and Cannonballs: Archeological Investigations at Fort Stanwix National Monument* (Hanson and Hsu 1975).

As the 1992 Resources Management Plan for the park states, the park's 18th Century military collection is one of the largest of any 18th century Anglo-American military site in the country. The ceramics, glassware, metal tools, and architectural hardware span almost the entire range of available items representative of this time period. Unique archeological objects in the collection include a grenadier's match case, a metal bit for cutting bone buttons, and 3rd New York Battalion buttons. The collection provides irreplaceable evidence relating to fort furnishings, living and working areas, and military culture and lifestyles that are not well documented from written records.

The 19th and 20th century collection is large and well documented. For the period between 1850 and 1890, the collection is one of the best representations of material culture from a heterogeneous community. For example, one residential block yielded materials of wealthy professionals and their families and unmarried laborers living in a nearby rooming house that can tell us much about the growth and development of the City of Rome and the region. In a larger context, the diversity of ceramic styles and decorative patterns, glassware, and patent medicine bottles attests to the range of material being transported along the Erie Canal.

The park also maintains an archive and library containing thousands of items, mostly secondary documentation.. Annually, a steady number of researchers, ethnographers, and authors utilize these resources. It is projected that usage figures would double if the library was more readily accessible to the public.

It must be noted that primary resource items must also be considered under the discussion of collections management in order to address the need for their conservation and protection. Security issues require that primary resources be maintained in a controlled setting, while secondary resources can be made more readily available.

4.3.7.2 Collections Storage: Background and Deficiencies

Approximately 650 of the items in the fort's collections are on exhibit in the fort museum. The items in the collection are in storage. Collection storage is currently located in the fort "tunnels" behind the park's East Casemate administrative offices. Approximately 1100 sq ft of "tunnel" space is utilized for this purpose. This area was not expressly designed for the storage of historic artifacts.

Artifacts and archives are stored in boxes, placed on fixed and movable shelves. In many cases, material types are mixed in the boxes causing compression and other types of damage to the artifacts. Damage is also being caused by excess variations in temperature and relative humidity that causes glue bonds to fail on reconstructed items, promotes the corrosion of metals, and facilitates mold growth on organic artifacts (e.g. textiles, leather, bone) (organic artifacts comprise approximately 60% of the collection). Many of the items need to be removed from the boxes in which they are stored and placed in specimen cabinets for inventory, access and study.

Collection storage and related operations have been documented in the 1993 and 2002 Collections Management Plans and the 2002 Checklist for Preservation and Protection of

Museum Collections (Checklist) as inadequate and not meeting National Park Service collections management standards for preservation, protection and use.

Examples of major collection storage area deficiencies include: continuing water seepage into the collection storage area; lack of any fire suppression system; the existence of utility lines and panels that could result in damage to the collections; lack of adequate emergency exits from the facility; excessive temperature and relative humidity damaging the collections; lack of adequate space for equipment to properly store objects and make them more accessible; lack of conservation and research space; and water seepage, dampness, mold, mildew and rot on the walls, floors ceilings and some items in the collection. Several of the above listed deficiencies pose a threat to employee and visitor health and safety.

National Park Service policy dictates that historic artifacts in NPS collections will be preserved and protected for the enjoyment and education of future generations. Identifying the need to better preserve and protect the collections, the National Park Service instituted a collections rehousing program in 1996 to sort and repack vulnerable items in foam-lined storage boxes. The third year of the project was completed in 1998, and additional work to pack items on open shelving was started in 2001. Curators from the Northeast Museum Services Center and selected parks have been doing the work. Approximately 5000 items have been repacked as part of this project. Funds have been requested to continue the project in later years.

Also, in 1996, the park hired a curator to monitor the condition of the collections and collection environment and work with park staff to do as much as possible, within existing constraints, to protect and preserve the collections from harm. During the last several years the curator and facility management staff have monitored the collections environment, identified and repaired major water leaks, taken additional steps to preserve and protect the collections, and designed future treatment projects.

4.4 Visitor Use and Experience

Visitor use and experience are a function of the interaction between a visitor's expectations, motivations, past experiences, and personality traits and the recreational carrying capacity of a park. Recreational carrying capacity is defined as "a prescribed number and type of people that an area will accommodate given the desired natural/cultural resource conditions, visitor experiences, and management program" (Haas, 2001). The carrying capacity for a park is a function of two human and physical constraints: 1) what is considered to be a crowded condition, given the park's physical and environmental resources and the visitor experience intended by management, and 2) the level of use that a park can sustain without suffering environmental degradation.

Visitor/Recreation Experience
The psychological and physiological response from participating in a particular recreation activity in a specific park setting. (Haas, 2001)

4.4.1 Visitation

Current visitation levels (55,000 annually) have not resulted in adverse impacts on the park's resources and existing facilities. It is anticipated that the fort structure would be able to

accommodate a doubling of its visitation without negatively affecting resource conditions, however its existing visitor/orientation center and museum would be negatively affected by increased carrying capacity. Staffing levels would have to be increased to accommodate any such increases to reduce potential for negative effects and facilities would have to be upgraded, modified and would require new construction. Facility expansions are expected to enhance the visitor experience by improving the opportunities to interpret the themes of significance and the archeological collection and to educate a more widely diverse public through improved programming, while linking to related sites in the region. On occasion in the past, higher levels of visitation, such as during group visits, special events and peak seasonal periods of visitation, have conflicted to some extent with other fort operations and may have diminished visitor experience. Administrative functions have been moved to the Rome Historical Society building, which has helped ameliorate this situation.

4.4.2 Visitor Experience and Activities

So far as visitor's recreational experience, the NPS goal is to ensure that Fort Stanwix visitors safely enjoy and are satisfied with the availability, accessibility, diversity, and quality of park facilities, services, and appropriate recreational opportunities. To achieve this goal the NPS seeks to maintain and improve Fort Stanwix facilities to allow more effective operations and to allow NPS staff to provide for visitor satisfaction, facilitate understanding of park resources, and ensure employee and visitor safety.

4.4.3 Interpretation

The NPS goals, in terms of interpretation, education and visitor services at Fort Stanwix, are that the public understands and appreciates the significant events and resources associated with Fort Stanwix and the region's cultural, ethnic, and international groups historically involved in two 18th century world wars: the French and Indian War and the American Revolutionary War. To accomplish this, Fort Stanwix National Monument needs to collaborate with a wide range of institutions to promote the delivery of high-quality, comprehensive, interpretive, cultural, and educational programming to the general public.

4.5 Public Safety—Existing Regulations and Amenities

Visitor use and experience is affected by the ease of access to the site and interpretation once on it. As discussed in the draft GMP DEIS, existing access to the site is not easy, by foot or car (NPS, 2002).

4.5.1 Public Access to Fort Stanwix

Access to the General Public

West Dominick Street and Black River Boulevard are heavily traveled thoroughfares. Visitors access the Fort grounds from an entrance on Black River Boulevard or North James Street. All parking is off-site. Approximately 33 percent of all visitors arrive in buses or in carpools (NPS, 2002). Drop-off areas for bus groups and visitors with disabilities are provided on North James

Street and on Black River Boulevard. There is no parking permitted in these areas. The North James Street drop-off is the primary entry point to the Fort grounds. It is an area enhanced with contrasting pavement, split rail fence, large site signs and directional interpretation where the path begins to the main entrance (NPS, 2002).

Pedestrian Orientation from Parking to Fort Stanwix National Monument

Visitors arriving at the Fort from Erie Boulevard, Black River Boulevard and heading north on North James Street are notified of their arrival by large Fort Stanwix National Monument signs located on Fort grounds at the main entrances on Black River Boulevard near East Dominick Street and on North James Street near West Dominick Street.

Visitors who park in the surface parking lot across from the North James Street use the crosswalk at the southwest corner of West Dominick and North James Street to cross North James Street. Visitors who park at the James Street garage may either cross to the east side of North James Street at the crosswalk at the intersection with Liberty Street and walk south to the Fort, or walk south on the west side of North James Street, crossing West Dominick and North James Streets. There is a crosswalk but no crosshatching or pedestrian signal head. Pedestrians cross at risk of oncoming traffic from north- and southbound traffic on North James Street and turning traffic from Black River Road and Erie Boulevard without any traffic sign control or pedestrian signal (NPS, 2002).

There is a crosswalk with a pedestrian crossing signal but no crosshatching at the eastern end of the intersection of Erie Boulevard and North James Street (Caldwell, 2002). This crossing is most likely to be used during large events when people park off-site in the Freedom Mall parking lot.

Pedestrians also gain access to the Fort grounds from Black River Boulevard. The park is bordered by concrete sidewalks within the public right-of-way, providing access to the lawn area surrounding the Fort.

Handicapped Accessibility and ADA Compliance

The parking garage is accessible to persons in wheelchairs as it has an elevator. Concrete city sidewalks leading from the garage to the Fort are accessible to persons in wheelchairs.

Many park facilities including trails and structure are not completely wheelchair accessible. On the Fort grounds, the stone dust/gravel surface leading from the grounds entrance on North James Street to the Fort's main gate is about one-eighth mile in length and difficult to negotiate in a wheelchair. The circulation paths have similar limitations (NPS, 2002). The entry trail leads to the main bridge into the parade ground. The West Barracks (visitor contact area), the Eastern National bookstore, and West Casemate (museum) entries have been graded to serve as a wheel chair ramp. These areas and the entry trail leading from the main bridge to the parade ground may be technically in compliance with the ADA but may not be functionally (NPS, 2002; Caldwell, 2002a). Both entries to the storehouse (public rest rooms) have been graded to accommodate the disabled. Restrooms provide one handicapped sink and toilet in each room. The Fort has a portable wheel chair ramp available for use with the help of an employee. Any

renovations for accessibility have been made in accordance with the Architectural Barriers Act of 1968 (42 USC 4151 et seq.), the Rehabilitation Act of 1973 (29 USC 701 et seq.) and Uniform Federal Accessibility Standards (NPS, 2002).

4.5.2 Public Safety

The City of Rome fire and police departments provide public safety and emergency services. The Rome Memorial Hospital is nearby. Some of the park rangers are trained in the basics of first aid and cardiopulmonary resuscitation. In the event an incident or emergency requiring law enforcement officers occurs, the City of Rome Police Department is requested by calling the emergency services dispatcher at 911.

There is a school bus stop in front of St. Peter's Church on North James Street. Children who live in the residential area east of the Rome Historical Society pick up the bus here. The bus heads north on North James Street in the morning, picking children up at 8:00 am. The bus heads south on North James Street in the afternoon, dropping off the children at 3:00 pm (Smith, 2002).

4.6 Traffic and Parking

4.6.1 Traffic Patterns

Most visitors to the Fort arrive on the New York State Thruway, taking Exit 32. There is a National Park Service sign for the Fort on both sides of the highway. Visitors then follow State Route 233 to Erie Boulevard, taking a right after the Fort onto James Street, where there are public parking facilities. There are brown Fort Stanwix National Monument signs directing traffic from the highway exit to the Fort (Caldwell, 2002d).

The Fort property is encompassed by public streets, except at the north-west corner where it is abutted by St. Peter's Church. The public streets include Park Street, a narrow city street; North James Street, a two lane city street; Black River Boulevard (NY Route 26), a four-lane arterial state highway; and Erie Boulevard (NYS Route 46/49/69), the four-lane major arterial state highway through the downtown area (NPS, 2002a). Speed limits on all of the bordering streets are 30 miles per hour (Pekola, 2002).

There are traffic signals at the corner of North James and Erie Boulevard and at the corner of North James and Liberty Streets. There is a stop sign on West Dominick Street at its intersection with North James Street. North James Street has the right-of-way. There are turning lanes from Erie Boulevard onto North James Street and from North James Street onto West Dominick Street.

4.6.2 Traffic Volumes

The Fort is bordered by two heavily traveled arterials. Traffic counts in 1999 and 2000 by the Fort indicate an average annual daily traffic count (AADT) of about 21,500 on Erie Boulevard, 21,000 on Black River Boulevard, 8,500 on North James Street, and 3,850 on Court Street (NPS,

2002a; Parking Memo, 2002). Counts have generally been stable to slightly increasing over the past five years. The highest hourly volumes are during the morning and evening rush hours (8:00 am – 8:30 am and 4:30 pm – 5:00 pm), and during lunchtime (Pekola, 2002).

4.6.3 Parking Availability

There is no parking on the Fort site. Parking is not permitted on city streets along the perimeter of the park. The main parking for the Fort is located on North James Street and points west. Public parking available within two blocks of the Fort entrance on North James Street is comprised of a total of 680 spaces (RPA, 2002a):

- 88 spaces in a metered parking lot on the southwest corner of North James and West Dominick Streets, including three bus/recreational vehicle (RV) spaces and four handicapped (referred to as 'the North James Street lot');
- 533 spaces in a parking garage on the southwest corner of North James and Liberty Streets (referred to as 'the James Street garage');
- 32 metered street parking spaces on the 100 – 200 block of West Dominick; and
- 27 metered spaces behind the Rome Savings Bank, on the north side of West Dominick Street, including two handicapped spaces (referred to as 'the Rome Savings Bank lot').

Meters are enforced Monday through Saturday, from 9:00 am until 6:00 pm. Parking at a meter for the maximum 2 hours permitted would cost $1.00. The James Street garage is open from 6:30 am until 7:00 pm, Monday through Friday. It is closed on weekends and major holidays, unless there is a special event at Fort Stanwix. The garage is located approximately 700 feet (one-sixth of a mile) north of the Fort entrance.

A limited amount of on-street parking is available in front of businesses on East Dominick Street near Black River Boulevard. A signalized pedestrian crossing on Black River Boulevard directs visitors to the Fort entrance (NPS, 2002a).

Large events held at the Fort are usually held after business hours and on weekends. Hence, people park at the North James Street lot, the James Street garage (which is opened especially for the event), on West Dominick Street, in the Rome Savings Bank lot, and in other parking lots, both public and private, that are considered to be outside of the typical visitor's walking range to the Fort. These include Freedom Plaza, the George Street parking garage and the surface lots downtown.

There are signs directing people to the North James Street lot in front of the Fort heading west on Erie Boulevard near the corner of North James Street, and heading east on Erie Boulevard near the Freedom Plaza (RPA, 2002b). There are no signs to parking for visitors traveling southbound on James Street or eastbound on Liberty Street (NPS, 2002a).

The Rome Parking Authority operates the metered parking and two parking garages in the Central Business District (CBD). The meters are enforced and the garages open during the most busy times, weekday business hours. The Rome CBD Master Plan conducted limited occupancy surveys of parking facilities in the CBD in May 1995 (Rome, 1996). Overall parking occupancy was found to be 40 – 50 percent during the weekdays (Rome, 1996). Occupancy at the James

Street garage averages 85% (RPA, 2002a). The North James Street parking lot site is underutilized, generating approximately $300 in parking fees annually (Nash, 2002b).

The largest source of parking demand is downtown workers, who purchase monthly parking permits. Of the 5,496 permits sold in 2001 for the downtown garages, approximately 60%, or 3,300 permits are sold to workers at the Rome City Hall and the 100 employees at the Central New York Disabilities Service Office (Central NY DSO), which occupies the ground level of the garage (RPA, 2002b).

Three bus or recreational vehicle parking spaces are available in the North James Street lot. Sometimes tour buses park in the Freedom Mall parking lot. There is no designated bus parking area in Rome, besides the three spaces at the North James Street lot (Pekola, 2002).

Handicapped Parking

Drop off locations for handicapped visitors and buses are available on the east side of North James Street and on Black River Boulevard. There is no handicapped or bus parking at these locations. There are four handicapped spaces at the North James Street lot and two handicapped spaces at the Rome Savings Bank lot. The James Street garage is partially accessible, with elevators and access ramps, but no automatic door openers to the glass enclosed elevator bank (RPA, 2002b).

Bicycle and Public Transportation Access

The City of Rome operates public bus service. Although there is no bus stop directly at the Fort, the stops on James Street and Liberty Street are within a five-minute walk. There is also bus service between Rome and Utica. An Amtrak railroad station is located about one mile away.

The roadway system around the park is not particularly accommodating of bicycles. High volumes, highway ramps, and complicated intersections discourage casual cyclists. There is a bicycle rack at the front entrance to the park for visitors and employees (NPS, 2002a). There are no designated bicycle routes that pass the Fort.

4.7 Local Land Use Planning

4.7.1 Land Uses

4.7.1.1 Oneida County

Oneida County is located in central upstate New York, 35 miles east of Syracuse and 90 miles west of Albany. The two urban centers in the county are Rome and Utica, just north and south of the New York State Thruway. Much of the rest of the 1,227.2 square mile county is rural. The eastern county boundary is with the Adirondack State Park. Northern Oneida county is areas to the northwest are in the Tug Hill area. Both of these areas are sparsely populated and popular in the winter for snowmobiling and skiing; in the spring and summer for fishing, hiking and mountain biking; and in the fall for hunting.

In 1998, there were 235,500 acres in farms, 30 percent of Oneida County's acreage. Most of the 1,120 farms are dairy. Oneida County ranks sixth in the state for number of farms and sixth for land in farms (USDA-NASS, 2000). The land in farms has been slowly declining.

4.7.1.2 City of Rome and Rome Central Business District (CBD)

The historic center of Rome was planned around the corner of Dominick and James Streets, the location of Fort Stanwix. Urban renewal in the early 1960s replaced many parts of the historic downtown with large urban blocks and West Dominick Street was turned into a pedestrian mall. The land once bordering the intersection of West Dominick Street and Black River Boulevard was blocked off and the sixteen acres used to reconstruct Fort Stanwix in 1974-1976. As was the case with many northeastern cities, pedestrian malls were not successful, and business moved to neighborhood and regional shopping centers with convenient parking. The pedestrian mall was removed in 1996-97 and vehicular traffic re-introduced to that section of Dominick Street (NPS, 2002a).

With some exception, many of the buildings located in the CBD appeared to have been constructed within the last 40 years, perhaps as part of the City's urban renewal efforts in the late 1960s and early 1970s. While the CBD is very clean and well maintained in comparison to other upstate New York commercial districts, it also lacks turn-of-the-century commercial buildings and thus distinctive architecture.

The 16-acre Fort site is on the periphery of the downtown and is the primary green space for the Central Business District (CBD). The 4-lane arterial streets surrounding the Fort on three sides are heavily traveled. These include North James Street on the west, Black River Boulevard (NY Route 26) on the east and Erie Boulevard (NY Route 46/49/69) on the south. The north end of the site is bordered by East Park Street, a narrow 2-lane road. West Dominick Street ends at the Fort site. East Dominick Street begins east of Black River Boulevard.

4.7.1.3 Surrounding Land Uses

The Fort forms the eastern boundary of the CBD. Land uses in the densely developed area west of the Fort include two banks, City Hall, two parking garages, several metered parking lots, two vest pocket parks, a ninety-nine unit apartment building for senior citizens, social service and government agencies, business services, retail stores and professional offices (RPA, 2002; RAD, 2002). Businesses include the Rome Chamber of Commerce, a second hand jewelry store, a television repair service, the non-profit Capitol Theater, Oneida County offices, a mental health and alcohol recovery program, administrative offices of Rome Hospital and the United Way. The largest presence on West Dominick Street is non-profit social service agencies and county offices. Oneida County occupies approximately 40,000 sq ft of office on West Dominick Street, near the intersection with George Street.

The former site of the American Café, which is next to the surface parking lot at the corner of North James and West Dominick Streets, is vacant. On the south side of West Dominick Street, one block west of Fort Stanwix, is a large, vacant building formerly occupied by an office supply

store. The 28,000 sq ft building also has frontage on Erie Boulevard. It has been for sale for three or four years (Galliher, 2002).

East of the Fort, on the east side of Black River Boulevard, is a fire station, residential neighborhood with a church, several restaurants and shops and some abandoned industrial buildings (NPS, 2002a).

North of the Fort is the Gansevoort-Bellamy Historic District, listed in the National Register of Historic Places and a local preservation district. It is what remains of the historic CBD. This district includes Old City Hall, the Old Post Office (now occupied by the Rome Historical Society), and the Oneida County Courthouse. Also north of the Fort is a small area of one and two family homes, a memorial to Rome firemen, and two blocks improved as small parks. Most of the rest of the city is residential with neighborhood and strip retail on local collectors and main arterials (NPS, 2002a).

The land uses adjacent to the proposed site for development of the Willett Center are shown in Table 4.7-1.

Table 4.7-1 Nearby Land Uses

North	South	East	West
St. Peter's Church, Rome Historical Society, single and two family homes	Gas station, small retail, bowling alley	1 and 2 family residential, fire station, small retail, vacant lots, St. Peter's Church	Parking garage, Rome Savings Bank,surface parking lot

Downtown Development Initiatives

The CBD Master Plan (Rome 1996) plan references a proposal to erect a four-story 72,000 sq ft office building on the North James Street parking lot site. This site is described as "the premier office address in Rome as it is in the one hundred percent corner, and is also the visual gateway to the CBD." The more than 50,000 sq ft of space at the site would likely allow the development of multiple structures and uses. Preliminary commercial office market demand data included in the CBD Plan, however, indicates that office development is unlikely in the immediate future.



Fig. 4.7-1 Rome Zoning

4.7.2 Land Use Ordinances

The City of Rome's Zoning Ordinance and Master Plan were

adopted in 1973. There have been zoning amendments and special studies done since then, (e.g. the Rome CBD Master Plan; see Section 4.7, Economic Conditions, for a discussion of the CBD Master Plan). The process of writing a new Master Plan, followed by new zoning regulations is expected to begin in the Spring 2002 (Alarie, 2002).

The Fort grounds site is in the D-P (Fig. 4.7-2) and not subject to the City's zoning jurisdiction since they are Federally-owned.

The area along Black River Boulevard east of the Fort is zoned C-2 and C-4. The area east of the retail development on Black River Boulevard is zoned R-G. South and east of the CBD is zoned C-2. Southwest of the Fort, Freedom Mall and Quality Inn are in a Commercial Planned (CP) zone and. South of the Fort is zoned Manufacturing (Alarie, 2002).

4.8 Economic Conditions

4.8.1 Employment and Unemployment

The largest employment sectors in the Utica-Rome area as of December 2001 are Services, Government and Wholesale and Retail Trade (see Table 4.8-1). Health Services is the largest component of the Service sector jobs, comprising 10% of total employment. Retail is the largest component of wholesale and retail trade with 17% of total employment (NYSDOL, 2001).

Table 4.8-1. Percent Employment, by Sector, December 2001

Sector	Utica-Rome MSA*	New York State
Construction and Mining	2.7	3.9
Manufacturing	13.5	9.4
Transportation & Public Utilities	3.2	5.0
Wholesale and Retail Trade	21.2	20.6
Finance, Insurance, Real Estate	5.8	8.2
Services	32.7	35.6
Government	20.9	17.2

* The Utica-Rome MSA includes Herkimer and Oneida Counties.
Source: (NYSDOL, 2001)

Unemployment in Rome (Table 4.8-2) has remained remarkably stable over the past twelve years, from 1988 – 2001, ranging from a low of 4.0% for 2000 to 7.3% in 1992 (NYSDOL, 2002). The highest unemployment rates occurred in 1991 and 1992, at the height of the national economic recession.

Table 4.8-2. Unemployment Rate			
	Rome	Utica-Rome MSA	New York State
1990	4.5	4.7	5.3
1991	7.0	7.1	7.3
1992	7.3	7.4	8.6
1993	6.4	6.4	7.8
1994	5.5	5.6	6.9
1995	5.4	5.6	6.3
1996	5.2	5.3	6.2
1997	5.1	5.3	6.4
1998	4.4	4.5	5.6
1999	4.3	4.4	5.2
2000	4.0	4.1	4.6
2001	4.6	4.5	4.9
Source: (NYSDOL, 2001)			

Even during the closing of the Griffiss Air Force Base, shrinking its workforce from 7,000 to 500 in 1995/1996, the unemployment rate continued to decline, while the labor force remained stable at 16,500 – 17,000 (see Table 4.8-3). Labor force and unemployment rate trends in the Utica-Rome Metropolitan Statistical Area (MSA) have been similar. There are several possible reasons for the stability. First, many of the employees were eligible for early retirement (Galliher, 2002). Second, at this time the Turning Stone casino opened and began hiring, eventually employing 3,000 persons. Third, Rite Aid and WalMart were building warehouse distribution facilities in Rome. Fourth, the moving away of military personnel and their spouses effectively shrunk the labor supply, allowing discouraged locals to re-enter the labor force (Ratazzi, 2002).

Table 4.8-3. Labor Force			
Year	Rome	Utica-Rome MSA	New York State
1990	17,300	145,600	8,843,000
1991	17,100	144,300	8,732,000
1992	17,000	143,200	8,659,000
1993	17,000	143,600	8,651,000
1994	17,000	144,000	8,605,000
1995	16,900	143,400	8,509,000
1996	16,500	141,200	8,614,000
1997	16,700	142,900	8,843,000
1998	16,800	142,900	8,890,000
1999	16,800	142,900	8,882,000
2000	16,700	142,400	8,941,000
2001	16,900	143,158	8,939,917
Source: (NYSDOL, 2001)			

4.8.2 Major Employers

The industries employing the most people in the region (Table 4.8-4) are government, gaming, health care, manufacturing, and financial services industries (Rome COC, 2000). The New York State Department of Corrections has two facilities, one just south of Rome and one between Rome and Utica. The Oneida Indian Nation employs over 3,000 people at its Turning Stone

Casino Resort in Verona, about 20 minutes southwest of Rome. The resort opened in 1995, at the same time the Griffis Air Force Base closing was announced, helping to mitigate the negative labor force and unemployment effects from the closing. Oneida Ltd, a manufacturer of flatware, and Wal-Mart (at 4 stores and a distribution center just south of Rome) employ over 2,400 each.

Table 4.8-4. Major Employers in Rome Area

Employer	Business	1999-2000 Employment
Oneida Indian Nation	Casino/Hotel/Retail	3,000
St. Luke's Memorial Hospital	Health care	2,750
NYS Department of Corrections	Human services	2,552
Wal-Mart	Retail	2,495
Oneida Ltd.	Flatware manufacturer	2,400
FleetBoston Financial Group	Financial services	2,350
Oneida County	Government	1,700
Rome City Schools	Education	1,055
Source: Rome COC, 2000; IDC, No date		

The largest employers in Rome are the Rome schools, with 1,055 employees, the City of Rome Government (790 employees), Revere Copper Products and Rome Cable Corporation, each with 500 employees, Rome Labs, with 900 employees, and the Rite Aid Rome Distribution Center, with 487 employees. In Rome there are also many manufacturing firms with 50 or fewer employees (IDC, No date).

4.8.3 Retail Sales

Most retail in Rome is contained in strip centers, shopping centers and free-standing buildings along Black River Boulevard and Erie Boulevard. Many of the national retailers are located in New Hartford and Utica. Utica also has the only enclosed mall in the region. Rome's retail opportunities include a WalMart, K-Mart and J.C. Penny's. Most of the remaining retail is neighborhood retail.

Through FY 2000, the City of Rome collected a 1.75% sales and compensating use tax on top of the New York State 4.0% and 2.50% Oneida County tax. Collections have been fairly stable over the past seven years (Table 4.8-5). Collections in the City of Utica, which imposes a 1.5% sales tax, have varied from $6.9 million - $7.5 million. Sales tax collections in Oneida County have varied from $63.7 million - $76.6 million. In Rome, Utica and Oneida County, collections were up in 1999 and 2000.

Table 4.8-5. Sales Tax Collections

Fiscal Year	Oneida Co.	Rome	Utica
2000	$76,547,181	$5,381,105	$7,477,944
1999	$73,958,970	$5,558,936	$7,519,407
1998	$68,038,314	$4,907,274	$7,091,237
1997	$65,529,930	$4,846,667	$6,922,964
1996	$65,441,818	$4,893,050	$7,231,486
1995	$63,746,010	$5,103,234	$6,933,665
1994	$65,038,636	$4,887,023	$7,474,538
Source: (NYSDTF, various).			

Beginning in FY 2001, Rome will receive 1.50% from the state so the figures shown in Table 4.8-5 would be lower, assuming the same level of taxable sales. It should be noted that the effective sales tax rate in Rome is actually higher than reported in the table because Oneida County passes through to Rome twenty percent of the 2.50% it collects (Nash, 2002a).

Table 4.8-6 shows the retail sales in the City of Rome for 2000. These figures were produced by Sales and Marketing Management 2000, and provided by the Rome Industrial Development Corporation (Ratazzi, 2002).

Table 4.8-6. Retail Sales, City of Rome, 2000	
Total	**$523,903,000**
Some categories:	
Food and beverage	$77,234,000
Eating and drinking establishments	$31,532,000
Furniture, appliances, electronics	$6,116,000
Motor vehicles	$91,908,000
General merchandise	$145,011,000
Source: Sales and Marketing Management, via (Ratazzi, 2002)	

4.8.4 History of Economic Development

Prior to World War II, Rome was known as Copper City. More than one-tenth of the copper manufactured in the U.S. was manufactured here (RHS, no date). There are a few companies left in this industry in the region.

The 3,500 acre Griffiss Air Force Base had been the center of the Rome economy since it opened in 1942 (RHS, no date). At the height of its operations in the 1960s, there were approximately 12,000 military and civilian jobs on the base. By 1993 this number had been reduced to about 7,000, of which 4,500 were military and the remaining civilians. As a result of the 1993 Base Realignment and Closure (BRAC), the base was closed. Service at the base officially closed in September 1995. The biggest movement of people out was in late 1994 through mid-1995. As a result of the 1995 BRAC, the Air National Guard airfield was closed in September 1998 (EDGE, 2002).

The base was eventually converted into the Griffiss Business and Technology Center. Some military functions remained at or were moved to the center, including the Air Force Research Lab, which employees about 800 persons in aerospace technology, and the Northeast Air Defense Sector, which employs about 300 persons. The Defense Finance and Accounting Services Agency employs 300 – 400 people (RHS, No Date; EDGE, 2002). In total, there are about 3,300 persons employed at companies on the former base (EDGE, 2002).

Other occupants of the Center manufacture copper products, strip steel, wiring, tire producing machines, wire and cable equipment, electrical insulation, insulated cable, and public transportation buses (Rome, 1996). The New York State Technology Enterprise Corporation, with 50 employees, is located in the park (NYSTEC, 2002). A TRW manufacturing plant relocated from Utica to Griffis (EDGE, 2002; RAD, 2002). The park is also the site for the new Rome High School, currently under construction.

The Central Business District (CBD) of Rome was historically centered on Dominick and James Street, prior to the construction of the Erie Canal, and surrounding the present site of Fort Stanwix (NPS, 2001). This was the primary business and retail center of the town. An urban renewal project begun in the 1960s, included the reconstruction of Fort Stanwix, demolition of most of the historic downtown and replacement of it with new larger urban blocks, construction of a pedestrian mall on West Dominick Street, and construction of a pedestrian bridge and office bridge from the downtown to the newly constructed Freedom Mall on the south side of Erie Boulevard. The opening of retail malls in Utica in the 1970s and the development of big box and strip retail centers contributed to the decline of activity in the CBD. The pedestrian mall and pedestrian bridge were removed in 1996-97 and vehicular traffic restored to the section of West Dominick Street near the Fort.

4.8.5 Commercial Real Estate Market

The northern sector of the CBD, which includes Fort Stanwix and West Dominick Street, there are approximately 412,000 sq ft of office and retail space (Rome, 1996). Ten to fifteen percent of this space is occupied by county offices. An additional 20,000 – 30,000 sq ft of office space is occupied by banks and the City of Rome. The primary occupants of the office space in the CBD are non-profits and government agencies. Two banks, Rome Savings Bank and Fleet, own the buildings they occupy. A third bank, Marine Midland Savings Bank, is in the process of vacating its buildings.

Most of the office space was built in the 1960s and 1970s and is Class B (see Text Box), with rents averaging $8.00 - $10.00 per sq ft gross in recent years (Rome, 1996; Galliher, 2002; Ratazzi, 2002)). In a gross lease the landlord pays for utilities, insurance and taxes.

What is Class A, B and C Office Space?

"Office buildings are classified according to a combination of location and physical characteristics. In descending order, these are Class A, Class B and Class C. Class B and C buildings are always defined in reference to the qualities of Class A buildings. There is no formula by which buildings can be placed into classes; judgment is always involved.

The Urban Land Institute, a noted authority on commercial land uses, says the following about these classifications in its *Office Development Handbook*. Class A space can be characterized as buildings that have excellent location and access, attract high quality tenants, and are managed professionally. Building materials are high quality and rents are competitive with other new buildings. Class B buildings have good locations, management, and construction, and tenant standards are high. Buildings should have very little functional obsolescence and deterioration. Class C buildings are typically 15 to 25 years old but are maintaining steady occupancy. A fair number of the Class C office space is in walk-up space above retail or service businesses. Tenants filter from Class B to Class A and from Class C to Class B."

In a normal market, Class A rents are higher than Class B rents, which in turn are higher than Class C rents. This makes sense because Class A buildings offer higher quality to the tenants and cost more to provide." Source: MNCPPC, No Date.

There are some professional offices close to the intersection of George and West Dominick Street. There are two empty buildings: a 28,000 sq ft, two story office building and the 4,000 sq ft former American Café building next to the North James Street parking lot site (Ratazzi, 2002).

There are four urban renewal lots that could be developed in the CBD. All are currently used as parking lots. With the exception of the lot on North James Street opposite the Fort, there has been no interest in using these sites for anything other than parking (Sorbello, 2002a).
Retail business in the downtown is limited apart from Freedom Mall. Within the northern sector of the CBD approximately 25% is retail. Almost two thirds of the downtown retail is vacant. Most of the businesses are non-profits, government, or financial services. Retail uses consist of two sandwich shops, a drugstore, a music store, a jewelry store and a pawnshop. Freedom Mall, in the southern sector of the CBD, is on the south side of Erie Boulevard, about 2 blocks west of Fort Stanwix. The main tenants at this community shopping center include Staples, JC Penneys and Eckards. The existing P & C grocery store is closing and a new one opening in another, currently vacant space. Long-term leases for anchor stores in the Mall average $5.00 per sq ft, triple net (Rome, 1996).

Most of the commercial development presently occurring in Rome is along Black River Boulevard north of the Fort and on Erie Boulevard in the western part of Rome. K-Mart and Walmart recently opened 90,000 – 100,000 sq ft supercenters on the west side. National eating establishments that are within 1-2 miles of the Fort include a Denny's in the Quality Inn across the street; Ponderosa and Burger King nearby on Erie Blvd; and McDonalds, Applebees and Dunkin Donuts on Black River Boulevard.

Much of the Class A office space in Rome is located at the Griffiss Business and Technology Center. The targeted tenant/occupant market differs from the targeted market for CBD space. Many of the businesses require more modern facilities or offices combined with laboratory and research space. They do not need to be located within walking distance of the city or county offices in the CBD. Retail is not permitted at Griffiss, while it is in the CBD.

4.8.6 Recreation /Tourism Industry

4.8.6.1 Regional Tourism Data

According to the Oneida County Convention and Visitors Bureau, studies completed by D.K. Shifflet, 1994 and 1997 for upstate New York indicate that direct visitor spending in Oneida County has increased 41% from $86.6 million during the 1991-92 travel season to $122.6 million during the 2000-01 season (Oneida, 2002c). This growth has kept pace with the tourism expenditures trend for New York State as a whole, which have grown 40% during that same period.

The Turning Stone Casino & Resort, established in 1993 by the Oneida Indian Nation, has experienced a 300% increase in visitors, from approximately 1 million in 1993 to nearly 4 million guests in 2001. According to the Turning Stone Casino, the majority of resort guests reside within a 100-mile radius (Oneida Indian, 2002).

4.8.6.2 Income and Employment

Three of the sectors with the potential for an impact from increased tourism are hotels and lodging, eating and drinking and amusement and recreation. In 1999, there were 396 employed in the City of Rome in the lodging sector; 1,024 in the eating and drinking sector, and 75 in the amusement and recreation sector (IMPLAN, 1999). This latter figure does not include the twelve permanent employees at the Fort, which increases to twenty to twenty five in the summer (Shea, 2002b). The amusement and recreation sector does not include the FOST employees because they are considered to be federal employees.

The 75 jobs includes full- and part-time employees. If the number of hours worked in the sector and the number of employees in the sector were known, the number of full-time equivalent jobs could be estimated. For instance, if four people are each employed part-time for 10 hours per week, the number of full time equivalent jobs is one (based on a 40 hour work week). The equivalent number of full-time jobs at the Fort is thirteen (Caldwell, 2002a).

The number of jobs in these three sectors represent about 7% of the total jobs in Rome. For every $1 of income generated directly by these tourism-related sectors, an additional $0.40-$0.50 of income is generated in the local economy. Thus, the total value added multiplier effect is 1.40 – 1.50. The job multiplier for these sectors range from 1.14 for Amusement and Recreation to 1.48 for hotels and lodging (IMPLAN, 1999).

What is a Multiplier?

A multiplier shows the effect of a one unit change in final demand (i.e. expenditures) for a good or service on the rest of the economy. The change and effect can be shown in terms of the number of jobs, the employee compensation, or the value of the output created.

A SAM multiplier (what is used in this report) includes the effect of the direct change in spending on business/industrial sectors, and on the spending decisions made by employees of the business or industry.

For instance, an increase in demand for SUVs will increase the demand for steel by an automobile manufacturer. There will be a direct impact (an increase) on the total value of the output of the steel fabricator. Some of this total value will be in the form of employee compensation. An employee of the steel manufacturer will spend some of this extra income on clothes for his kids (an indirect impact). The extra income that accrues to the clothing store employee from this purchase is the induced impact.

Many of the jobs in the tourism and recreation sectors are part-time or low paying. The labor and proprietor income resulting from these industries represents only 2.5% of all income produced in Rome (extracted from IMPLAN, 1999). Not all of this income can be attributed to tourism since residents spend money at eating and drinking establishments and on recreation, as do business travelers.

4.8.6.3 Historic/Cultural Traveler Demographic Profile & Industry Data

In 2001, the Travel Industry Association of America (TIA) published *The Historic/Cultural Traveler* (TIA, 2001), which provides a detailed profile of trips that include historic and/or cultural activities and the consumers who take them. The TIA report data was gathered from two consumer studies including TravelScope and the Travel Survey. TravelScope is a national mail survey conducted monthly among 25,000 U.S. resident households and collects information pertaining to visitor volume, market share, trip characteristics and demographics. The Travel

Survey was conducted via telephone with U.S. consumers who had taken at least one trip in the past year. This survey gathered information pertaining to arts, cultural, and historic activities.

According to the TIA, households taking historic trips are most likely to be headed by baby boomers ages 35-54 (44%). One-third (33%) are headed by mature individuals age 55 years or older. The head of household typically has obtained a higher level of education, with 59% completing a college degree.

Table 4.8-7. Demographic Profile of Historic Travelers (2000)	
Household Head Age 18-34	23%
Household Head Age 55 or Older	33%
Have Completed College or More	59%
Have an Annual Household Income of $75,000 and Over	33%
Median Annual Household Income	$55,000
Own a Cellular Phone	51%
Own a Personal Computer	72%
Source: (TIA, 2001)	

According to the TIA, travel in the U.S. is largely regional due to a high correlation between region of residence and region of destination. As a result, historic travelers are more likely to drive to their destination by automobile (63%).

Besides visiting historic sites and museums, shopping is the most popular activity on historic trips. Adults traveling with children are more inclined to also visit beaches, participate in outdoor activities and visit a theme or amusement park. Conversely, trips by adults traveling alone or with other adults more often will include cultural events, festivals, nightlife activities and gambling.

In 2000, New York State was ranked the third among the most visited states by Historic Place/Museum travelers. Nationally, summer is the most popular season, accounting for 41% of all person-trips. Similar proportions of historic travelers take trips during the spring (23%) and fall (23%). Winter is the least popular season for historic travel, with only 14% of person-trips occurring at that time.

4.8.6.4 Historic Fort Stanwix Visitation

Annual guest count data was used to plot historic visitation trends at the Fort between 1979 and 2001. The data include both in-Fort visitors and those attending special events held on the Fort grounds (see Fig. 4.8-8).

As illustrated in Table 4.8-8, annual visitation to the Fort has declined over the last two decades, from 68,288 in 1979 to 53,065 in 2001. Levels of visitation have not reached 60,000 since 1985. Fort Stanwix experienced its lowest level of visitation in 2000, when the number of guests dropped below 40,000.

Table 4.8-8. Annual Visitation, Fort Stanwix		
Year	Total Visitation	Fort Day Visitation
1979	68,288	37,629
1980	64,975	35,803
1981	60,696	33,445
1982	66,595	36,696
1983	63,154	34,800
1984	56,352	31,051
1985	67,100	36,974
1986	57,857	31,881
1987	45,338	24,982
1988	52,659	29,017
1989	51,271	28,252
1990	53,007	29,208
1991	57,172	31,503
1992	59,621	32,853
1993	54,785	30,188
1994	50,193	27,658
1995	56,139	30,934
1996	48,429	26,686
1997	47,218	26,018
1998	46,007	25,351
1999	51,228	28,228
2000	38,667	21,307
2001	53,065	29,240
Source: (NPS-FOST, No date)		

According to the Travel Industry of America, the majority of visits to historic sites are made by automobile. Well-known historic sites such as Gettysburg and Colonial Williamsburg tend to draw visitors from wider geographic areas, while lesser known or more geographically isolated historic sites serve a more local visitor market. This observation appears to hold true for Fort Stanwix. To determine if the regional population is a determining factor in annual Fort Stanwix visitation, a regression analysis was performed using the population of the Utica-Rome MSA and Fort attendance for the years 1980, 1990 and 2000 (see Table 4.8-9). A correlation coefficient of 0.9532 indicates a very strong relationship between the MSA population and Fort visitation, and further supports the premise that a substantial portion of Fort visitors reside within 50 miles of the monument.

Given that local residents account for nearly three out of four visitors, the significant population decline in the Utica-Rome metropolitan area is undoubtedly a major factor in the changing levels of visitation to the Fort.

Table 4.8-9. MSA Population and Fort Stanwix Visitation			
	1980	1990	2000
Population	320,180	316,633	299,896
Visitation	64,975	53,007	38,667

The NPS has established a number of marketing and outreach initiatives to improve 2002 Fort attendance. These efforts have primarily included discussions with local and regional tourism leaders regarding opportunities to coordinate marketing efforts.

4.8.6.5 Tourist Businesses in the CBD

Business Inventory & Survey Findings

Businesses in the vicinity of the proposed Fort Stanwix Visitor Center were inventoried by type and matched up with the business categories identified in Money Generation Model 2 (MGM2) used by the National Park Service. A total of 60 businesses were identified in the district surrounding the North James Street location, and 15 businesses were found in the area surrounding the Court Street site. Twenty-one of the businesses inventoried were selected for personal interviews. Of those, two chose not to answer the survey questions and three of the businesses were closed (two temporarily and one permanently). Only eight of the sixteen business owners willing to be interviewed represent establishments that typically cater to tourists (e.g., restaurants, lodging and specialty retail establishments).

The percentage of business coming from visitors to the Fort (Table 4.8-10) ranged from 1% to 25% among the seven restaurants surveyed, with a mean of 8%. Only one retailer felt that visitors to Fort Stanwix represented a significant portion of the business.

Average customer spending at each of the establishments (excluding VIP Transportation bus fare) ranged from $4.50 at Quiggley's to $300 for multiple night stays at the Quality Inn. The Quality Inn appears to be impacted most positively with an estimated 20% of its sales coming from Fort visitors. Eating Establishments are also benefiting tremendously with a range of 5% to as much as 25% of sales coming from Fort guests (excludes Domino's Pizza which is primarily a delivery service).

Table 4.8-10. CBD Tourism Related Business Survey Summary

Business	Type	Average Spending	% Sales from Visitors
Denny's	Restaurant	$6.50	5 - 7
Quality Inn	Lodging	$200 - $300	20
Quiggley's	Restaurant	$4.50	10
Prescription Center	Other: Pharmacy	$10.00	2
VIP Transportation	Transportation	$0.50	0
The Downtown Café	Restaurant	$5.00	25
Gary's Music	Other: Retail	n/a	0
Herb Phillipson's	Clothing	n/a	2
Ponderosa	Restaurant	$7.50	5-10
Dollar Tree	Other: Retail	$6.00	15
Domino's	Restaurant	$13.00	2
P&C	Groceries	n/a	2 -3
Sunoco	Gas & Oil	-	-
The Stockyard	Bar	n/a	5
San Gregorio Pasta	Other: Retail	-	-
Ace Hardware	Other: Retail	n/a	1

Three businesses are technically located outside the CBD, on South James Street, but are included because their clientele include Fort visitors. These are primarily restaurants (The Franklin Hotel and The Savoy) and a restaurant/hotel, The Beeches.

Tourist Businesses Near the Fort Stanwix Grounds Site

The site is located near the heart of the CBD. A significant portion of the downtown commercial space is occupied by government and social service organizations. While the business inventory and subsequent interviews noted limited tourism-related shopping opportunities in Rome's downtown, the site is in the closest proximity to existing businesses already serving Fort Stanwix visitors.

Downtown businesses that are likely to attract visitors include:

- Denny's
- Quality Inn
- Quigley's Ice Cream & Sandwich
- Downtown Café
- Capital Theater
- The Beeches
- The Savoy
- The Franklin Hotel
- Ponderosa Steak House
- Sunoco gas station/convenience store

Based on an inventory of vacant parcels and commercial space (see Table 4.8-11), there are opportunities to develop tourism-related businesses nearby. For example, it was observed that three storefronts, one second floor space and one four-story building appear to be vacant and available for sale or lease along West Dominick Street.

Table 4.8-11. Inventory of Available CBD Space

Address	Type	Description
143 Dominick St/	Office	4,000 SF available
James & Front St.	Industrial, one building on lot	3 acres
James & Front St.	Building for sale	2 existing businesses in building
225 W. Dominick St.	Retail/Service	Being renovated
200 W. Dominick St.	Retail/Housing	For sale - 4 stories, pawn shop on first floor
220 W Dominick St.	Retail	In Capital Theatre Building - Traxx
W. Dominick St.	Restaurant (American Café/Deli)	Vacant - Owned by Rome Svgs Bank
110 Liberty St.	Office	Available for rent
Behind NYNEX Bldg	Commercial	Available for sale

4.8.6.6 Recreation Sites and Usage

There are a variety of recreational opportunities in Rome and the surrounding regions. The primary tourism themes are the American Revolution and heritage tourism. The principal attractions include Turning Stone Casino, Fort Stanwix, Oriskany Battlefield State Historic Park and Erie Canal Village.

Fort Stanwix

Fort Stanwix contains 16 acres of grounds and a reconstructed Fort complex. A visitor's center with theater and bookstore is located inside the Gregg barracks. A separate display in the casement describes the archaeological excavation and the reconstruction of the Fort.

The draft internal GMP (NPS, 2002a) would expand interpretation at the Willett Center to emphasize the relationship between the Fort and Oriskany Battlefield, the Treaties of Fort Stanwix, and related contextual resources including linkages to the Northern Frontier. The experience of the Iroquois and the Oneida territory would also be incorporated in the center's exhibits.

Oriskany Battlefield State Historic Park

The Oriskany Battlefield State Historic Park is located approximately six miles east of Fort Stanwix, midway to the New York State Thruway. There is a museum, interpretive signs and hiking available at the site. General Nicholas Herkimer fought the British and Indians in a battle here in August 1777, on his way to support American forces during the siege of Fort Stanwix.

A Special Resources Study was completed on the battlefield by the NPS in November 2001. The study was undertaken within the context of preparing a new general management plan for the Fort. It addressed the national significance of the battlefield and its suitability and feasibility for inclusion in the National Park system.

Erie Canal Village

This is the re-creation of a village that arose as a result of the building of the Erie Canal.

Other Attractions

Other historical and family attractions in the area include:
Oneida Carry's Lower Landing, is the remnant of a portage site maintained by the Rome Historical Society, south of Fort Stanwix NM. A skirmish was fought here between the lead elements of the British force that would besiege the Fort in 1777 and Continental troops (NPS, 2001).

The *Rome Historical Society Museum and Archives* is located one block north of Fort Stanwix. The Society contains exhibits and a library on local history, archives, a gift shop and an auditorium where public programs are held.

Fort Ricky, located south of Rome, is a children's zoo and water park.

Heritage (i.e. historic and cultural) resources in the region include (NPS, 2001):

The *Herkimer Home State Historic Site*, located approximately 50 miles east of Fort Stanwix. This site contains the home and gravesite of General Herkimer, who died at his home as a result of an injury he sustained at the Battle of Oriskany.

The *Old Erie Canal State Park* is a 36-mile stretch of the 363-mile Old Erie Canal, which has been designated a National Recreational Trail by the National Parks Service. Access to the trail is off of I-90, between Rome and Syracuse. The trail is used for hiking, horseback riding, bicycling, canoeing, fishing, cross-country skiing and snowmobiling. Interpretive signs and exhibits are maintained along the trail.

The *Oneida Nation Shako:wi Cultural Center* is located about 20 miles west of Rome. In includes historical and cultural exhibits. Other Native American cultural sites in the region include the National Kateri Tekakwitha Shrine, the excavated site of an Iroquois village, Fonda; and the Iroquois Indian Museum.

The *Steuben Memorial State Historic Park* is located approximately 20 miles northeast of Rome. It contains a memorial to a major Revolutionary War hero, Baron von Steuban.

There are two other national historic parks approximately 100 miles east and west and of Rome, Saratoga National Historic Park, and Women's Rights National Historic Park.

4.8.6.7 Other Recreation Attractions

The Turning Stone Casino is operated by the Oneida Indian Nation in Verona, New York, about twenty minutes west of Rome. The casino hosts national tours of well-known acts, has a 277-room hotel with conference center and spa, and RV park.

The NYS Department of Transportation administers three scenic byways that pass through Rome adjacent to Fort Stanwix on Black River and Erie Boulevards. The first is the Black River Trail, which runs for 111 miles along the western edge of the Adirondack wilderness. The second is the Central Adirondack Trail, which begins in Glen Falls and runs northwest through the Adirondack Mountains. The third is the Revolutionary Trail, which starts in Albany and continues west 158 miles through Rome and past Oriskany Battlefield on Rt. 69, to Port Ontario on Lake Ontario.

4.8.7 Fiscal Conditions

4.8.7.1 City Revenues

City revenues for 2002 (Table 4.8-12) are projected to be $28.2 million, a decrease of $2,472,441 or 8.0% from 2001. This decrease is primarily due to a 43% reduction in state aid, which is offset slightly by a 6% increase in property tax revenue. Of total revenues anticipated for 2002, $13.0 million is attributable to real property taxes, $6.8 million from non-property tax items, $4.0 million from state aid, and $4.4 million from various other sources.

Table 4.8-12. City of Rome Budget Summary			
	2000 Actual	2001 Estimated	2002 Budget
Total Revenues	$31,555,475	$30,730,598	$28,258,157
Total Appropriations	$29,828,203	$32,358,872	$34,183,157
Inside City District	$5,677,661	$6,070,904	$6,442,603
General City District	$24,150,542	$26,287,968	$27,740,554
Surplus/(Deficit)	$1,727,272	$(1,628,274)	$(5,925,000)

4.8.7.2 City Appropriations

Total appropriations for 2002 are expected to be $34.1 million, an increase of 5.6% from the prior year. This increase is the result of higher wages and equipment costs in various departments. The police department increased its budget by $251,451, due in large part to higher salaries and the purchase of new police vehicles. The budget for Special Items increased by $509,900, including $400,000 for contingency. The fire department's budget increase of $79,300 is mainly due to salary increases, offset by a reduction in equipment spending from the prior year. The budget for street maintenance also increased by $56,319 due to an increase in service contracts and repairs. The Parks and Recreation budget increased by $86,536, due mainly to an increase in salary and wages, land and buildings, and automobile purchases. The budget for bus operations increased by $111,804, again mostly for salaries, service contracts and equipment repairs. In addition, fringe benefits for all City employees increased by $524,606 due in large part to an increase in health insurance charges.

4.8.8 Business Development Plan Assessment

The following describes the various plans whose policies, goals, and objectives will come to bear on the proposed site for the visitor's center.

4.8.8.1 The Rome CBD Master Plan

The *Rome CBD Master Plan* was prepared for the City's Department of Planning and Community Development by a consultant team led by EDAW, Inc. The purpose of the project, which was completed in January 1996, was to provide a long-term strategy for the enhancement and redevelopment of the City's central business district (CBD). The boundaries of the study area are defined as Liberty Street to the north, the Mohawk River to the east, railroad tracks to the south beyond Freedom Mall, and George Street to the west. The Master Plan includes an overall physical plan for the CBD, a detailed business plan, an implementation plan, tools for implementing the components of the plan, and marketing suggestions for the downtown district.

The Master Plan envisions the CBD as "a vibrant office/retail/residential core surrounded by stable residential neighborhoods and a prosperous industrial/manufacturing base." Part of the vision expressed in the plan is to capitalize on the emerging tourism base generated from the area's historic amenities to increase retail sales dollars flowing into the community.

The plan lists a number of public improvements that would be used to stimulate private investment and enhance opportunities for job creation. These include:

- Reopening West Dominick Street to vehicular traffic;
- Creation of two new access streets between West Dominick Street and Erie Boulevard;
- Rebuilding Liberty Plaza as "a multi-purpose festival plaza with built-in retail and all-season activity" to bring people to the CBD;
- Redefinition of Erie Boulevard as a landscaped urban boulevard; and
- Integration of Fort Stanwix, Rome's "most important historic and tourist resource," into the CBD as the Town Green, creating a well-defined, easily-accessible green space in the heart of the CBD.

Since adoption of the plan, West Dominick Street has been reopened to traffic, the access streets have been created, and Liberty Plaza is in the process of being renovated.

Recommendations are also provided to stimulate business growth and address the need a greater level of economic activity within the CBD:

- Develop a marketing focus for core district economic development, with "local history" as an essential aspect of the district;
- Seek formal commitments of support from local banks;
- Develop highly visible seed projects in partnership with the City to initiate development, revitalize, and diversity business activity;
- Find innovative uses for vacant land and buildings;
- Develop and implement a district marketing campaign to attract new businesses to the area;
- Provide financial assistance to start-up and existing businesses; and
- Provide special assistance to owners and tenants of historic structures.

The CBD Master Plan also recommends expanding food, retail, and entertainment businesses along West Dominick Street, moving public agency office uses to upper-level locations wherever possible and clustering food and retail offerings to create a "destination district" that would attract tourism patronage.

4.8.8.2 City of Rome Economic Development Zone Program

In 1994, the City of Rome submitted a successful application to the State of New York for designation of an Economic Development Zone (EDZ). The boundaries of the proposed EDZ included one primary zone to address unemployment and poverty levels within two of the City's census tracts, and one subzone at Griffiss Air Force Base, a facility that was facing realignment under the federal Base Realignment and Closure Commission at the time.

In 1998, the State of New York approved a joint application from Oneida and Herkimer Counties that changed the boundaries of Rome EDZ. That application requested designation of a larger area at the former Griffiss Air Force Base as the primary zone and two smaller subzones, one in Oneida County and one in Herkimer County. This action restored 100 acres to the City of Rome for designation elsewhere in the City. Subsequently, the City of Rome's EDZ Administrative Board initiated a comprehensive review of all properties within the EDZ boundaries to eliminate areas with little to no potential for development and add areas just outside existing zone

boundaries with the greatest potential for new business development or expansion. Rome's CBD continues to be part of the primary zone.

The goals of the EDZ, as stated in the City's original application, include expanding existing businesses, redeveloping the Griffiss Air Force Base, and addressing social and economic conditions such as high unemployment and the need for additional child care services. Among the initiatives outlined in the plan are the following:

- Military and conversion assistance to create and expand businesses that would specifically utilize displaced workers affected by military cutbacks;
- Staff to work with existing businesses and industries within the zone and make them fully aware of opportunities under the program;
- Efforts to improve infrastructure and public lands within the zone;
- An expedited permit approval process for all construction and expansion projects; and
- Demolition and clearance of unusable buildings on all City-acquired properties within the zone

The plan includes a section that speaks directly to the prevention of displacement of residents from their neighborhoods, with assurance that "intrusive actions" would not "jeopardize the close-knit, cohesive character of Zone neighborhoods" and that business development and expansion would take place only on property already developed for commercial or industrial use.

4.8.8.3 City of Rome Consolidated Plan 2000-2004

The City of Rome's *Five Year Consolidated Plan 2000-2004* was completed in November 1999 to satisfy the requirements set by the U.S. Department of Housing and Urban Development to assist communities in identifying and achieving their long term needs and goals through the Community Development Block Grant (CDBG) program. The plan outlines a "blueprint for the future" with goals to aid the homeless, assist special populations, improve housing opportunities, and expand and diversify the economy.

Until several years ago, Rome's CDBG Entitlement funds were mainly dedicated to addressing housing and social service needs in the community. However, the realignment of Griffiss Air Force Base, Rome's largest employer, in 1995 had a significant impact on the City's economic structure, as many local businesses depended on the base. According to the Consolidated Plan, total population has decreased by approximately 10%, housing prices have dropped 30%, and school enrollment has decreased by 18%, necessitating redistricting and closure of some neighborhood schools. The base closure required a "renewed commitment to attaining greater diversity in the economy," resulting in a new and more complex set of housing and development issues and needs. Consequently, the City of Rome's *Consolidated Plan for FY 2000-2004* addresses the need to meet a broader spectrum of economic development needs through the disbursement of CDBG funds.

The overall goal regarding community development is to expand economic opportunities and create a more beneficial living environment. The plan notes that the City has developed several new master plans focusing on three areas of Rome -- Griffiss Air Force Base, the former General

Cable complex, and the Central Business District – that have "established a new paradigm for community development." Plan objectives include:

- Helping the EDZ's small neighborhood commercial districts, including the East Dominick Street business district, to flourish;
- Continuing to implement the master plans for Griffiss Business Park, East Rome Business Park, and the CBD;
- Increasing the network of family child care providers in the EDZ;
- Continuing to develop the Technology Transfer Campus on Griffiss Air Force Base;
- Assisting the development of five new technology spin-off companies; and
- Developing a master plan for the Erie Canalway in Rome as a conduit for the continued development of the City's tourism industry.

4.8.8.4 Rome Downtown Development Initiatives

In addition to those projects identified in one of the three existing City Plans, a number of other projects have been undertaken by the City's Planning and Community Development Office (Sorbello, 2002b). These initiatives include the following:

North James Street Park Rehabilitation – Three parks located along the North James Street corridor will be improved including landscaping, sidewalk improvements, and statue repair. Also included in this effort are facade improvement and retail development activities.

Improvements to Liberty Plaza, located in front of City Hall on West Dominick Street, are proposed for 2002. These improvements will include the replacement of infrastructure, accommodations for the permanent location of an existing Farmers Market that is currently held in the City Hall parking lot, the establishment of a concert staging and outdoor event programming area, the installation of café tables for lunch time and a water fountain.

According to Michael Caldwell, the park superintendent (Caldwell, 2002j), the NPS intends to complete a number of exterior Fort improvements including the enhancement of the existing ravelin (entryway), and reconstruction of the Necessary and Officers Headquarters.

4.9 Social Environment

The assessment of potential socioeconomic effects identifies those elements of the social environment that are susceptible to change and that may be affected by the proposed action or any of the proposed alternatives. Specifically, the assessment considers how these actions might affect individuals, institutions, neighborhoods, and the larger social and economic systems of the potentially affected community. The intent is to develop a meaningful characterization of the neighborhood, or communities within, adjacent, or immediately surrounding the proposed project in order to identify those aspects that are sensitive to the actions under consideration.

4.9.1 Context of the Assessment

The affected environment for socioeconomic impacts is represented by the geographic area surrounding the proposed site and each of the alternate sites for the location of the new visitors'

center. For purposes of characterizing the socioeconomic affected environment, the neighborhood surrounding the site is represented by the individual census blocks (2000 Decennial Census) that contain the site itself and those blocks that are immediately adjacent to it (see Fig. 4.9-1).

This area, along with the central business district of the City of Rome, represents the object of any direct effects associated with demographic, economic, and fiscal impacts resulting from the proposed action that could reasonably be expected to have some influence on the social community. Other, more indirect effects may also be considered for the City of Rome at large, Oneida County or for the Utica-Rome metropolitan area.

4.9.2 Demographic and Community Characteristics

4.9.2.1 Oneida County

The City of Rome is located in the urbanized, central portion of Oneida County. Incorporated in 1798, Oneida County includes a land area of approximately 1,213 square miles in the north central portion of the State of New York (Census, 2002). Located approximately 100 miles to the east of the state capital in Albany, the county has been the historic center of transportation routes (water, rail and highway) that strongly influenced the development of New York State and the larger northeast region (Oneida, 2000).

From the mid-nineteenth to the mid –twentieth century, Oneida County was both a major transportation center and a significant industrial center for the State of New York. With the migration of the textile industries to the south in the 1950s and the closure of Griffiss Air Force Base, and the subsequent loss of over 5000 jobs, in the late 1980s, the county has experienced significant losses to both its population and economy in the latter half of the twentieth century (Oneida, 2000).

With a 2000, population of 235,469 (Census, 2001b), the county has experienced a 6.1 percent decrease in population size over the past decade. County residence patterns include a broad range of communities and community types, ranging from small villages with populations of less than 200 to the larger urban environment represented by the Utica-Rome MSA. The average population density within the county is 194.1 persons per square mile (Census, 2002).

The county includes a total of 26 towns and nineteen villages, as well as three incorporated cities. Utica, the largest city in the county by population, with 60,651 residents is also the county seat (Census, 2001a). Rome is the second largest city in the county by population. Approximately 95,601 residents, or 41 percent of the total county population, or, live in its two largest cities, Utica and Rome.

In 2000, the minority population of Oneida County accounted for approximately 9.8 percent of its total population, or about 23,055 persons. The minority composition of Oneida's population is substantially lower than that for the State of New York, which is 32.1 percent minority (Census, 2001b). The median age of the resident population is 38.2 years (Census, 2001b). Persons 35 to 44 years old comprise the largest single age cohort, representing 15.6 percent of

the population. Persons 65 and over comprise approximately 16.5 percent of the population. Children under the age of 19 make up approximately 26.7 percent of the population.

Of the population as a whole, an estimated 15.1 percent, or 33,339, persons were living at or below poverty in 1997; a level comparable to the 15.6 percent poverty level for the state as a whole (Census, 2002). The median household money income for county residents in 1997 of $34,668 was approximately $1,701 less than that for the State of New York. Per capita income for 1999 was $23,910 (BEA, 2000).

Oneida County supports a total of 90,496 individual households, with an average of 2.43 persons per household (Census, 2001b). The county had a total of 102,803 housing units in 2000, of which 67.2 percent were owner occupied units (Census, 2001b). Vacant units accounted for 12 percent of the total housing stock, or 12,307 units. For the calendar year 2000, a total of 281 new housing units were authorized by permit. Sales figures for the year, show a median price of $64,000 on sales of 1915 units (ORPS, 2001).

4.9.2.2 Utica -Rome MSA

In 2000, the Utica Rome Metropolitan Area, of which the city of Rome is a part, contained a resident population of 299,896, living in a total of 116,230 households (Census, 2001a). Minority populations accounted for 18.5 percent of the total population, or 24,451 persons. The 1999 per capita income for residents of the MSA was estimated at $23,225 (BEA, 2000). Median family income for the MSA in 1998 was $37,700. Of the total population, an estimated 15.7 percent was living at or below the poverty level in 2001 (Census, 2001d).

The Utica Rome MSA ranks third highest among MSAs losing population over the past ten years. During the previous decade, the MSA lost approximately 16,737 or 5.3 percent of its population. Only the Pittsburgh and the Buffalo-Niagara Falls MSAs have experienced larger population losses. (Census, 2001c). According to the Claritas Data Services, the Utica-Rome MSA population is expected to continue to decline to 295,299 by 2006. Many of those leaving the area are persons between the ages of 25 and 44. From 1990 to 2001, the MSA lost nearly 12,000 individuals in this age group, a decline of 12.6 percent. Projections indicate that this group is expected to decline by an additional 7.3 percent by 2006.

The Utica-Rome MSA contained a total of 134,829 housing units in 2000 (Census, 2001a). Of these, 14 percent were vacant. Owner occupied housing accounted for 79,126 units or approximately 68 percent of all units. Median value for all housing in the MSA is estimated as $77,095 (Census, 2001d). The National Association of Home Builders Housing Opportunity Index for the fourth quarter of 1998 indicates that 87.7 percent of all new homes sold in the Utica-Rome MSA were affordable for a median household family living in the metropolitan area. In 2000, a total of 87 permits for new housing construction were authorized in the MSA, representing a decrease of 6.5 percent from the previous year. Total permits for new housing in the first three quarters of 2001 were up 3.1 percent from the previous year, with 66 new permits authorized. No new housing permits for multi-family units have been issued in the past three years (Census, 2001).

4.9.2.3 City of Rome

Covering an area of approximately 72.66 square miles, Rome was once the largest city in the United States and is currently the second largest city by land area in the State of New York (Oneida, 2000). The City of Rome is central to major population centers throughout the Northeast, and lies within a single day's drive from Montreal, Boston, New York City, Buffalo, Cleveland, and Washington D.C (AFRL, 2001).

Rome is known as the "City of American History" because of its geographic significance as a major transportation link and the strategic importance of Ft. Stanwix, especially during the French and Indian War and the American Revolutionary War. In 1784, the treaty of Fort Stanwix ended the final phase of the American Revolution and opened the area to westward expansion (AFRL, 2001). The City of Rome itself, developed in the early 1800s along the area defined by Dominick and James Streets and surrounding the Fort Stanwix site (NPS, 2002).

From the mid nineteenth century through the close of World War II, the availability of good transportation stimulated the influx and growth of new industries, including knitting mills, canning factories, soap manufacturers, a locomotive works, iron works, and later copper mills and cable and wire manufacturers. At the peak of its industrial expansion, one tenth of all the copper in the United States was produced in Rome (Rome, 1999), earning the city the title of "Copper City" (AAFRL, 2001).

By the 1960s, the historic downtown district of Rome was replaced by new, larger urban blocks through a series of urban renewal projects. With the general economic decline common to many smaller industrial cities in the northeast during the latter half of the twentieth century, the central business district of Rome began to decline (NPS, 2002). Current plans for the city envision a renewed diversification of the business and commercial sectors of the city's economy and a redeveloped downtown core.

However, despite economic reversals and a declining population, the Rome community retains a quality of life that continues to be desirable for residents. In a 1992 study conducted for the City of Rome, 83.3 percent of respondents rated Rome as either a good or very good place to live and work (Palmer, 1992). Only eight percent of respondents gave the city a bad or very bad rating.

The city's 2000 population of 34,950 (Census, 2001a) represents a sharp decline (22 percent) from its 1990 population of 44,350 and is significantly lower than its peak population of 51,646 in 1950 (NPS, 2002). At least part of the population decline experienced during the mid 1990s can be attributed to the closure of Griffiss Air Force Base.

With an estimated minority population of 715, the city's minority composition of two percent is substantially lower than that for the surrounding county or the Utica-Rome MSA. With a median age of 38.2 years, the 35 to 44 year old age group represents the largest single age cohort in the Rome population. Persons 65 years of age and older account for approximately 17.2 percent of the population. Children 19 years old and under comprise 24.4 percent of the population (Census, 2001b).

In 2000, there were 13,653 individual households in the city with an average size of 2.3 persons per household. The City of Rome supported a total of 16,272 housing units in 2000 (Census, 2001a). Of these, 2,619 or 16.1 percent were vacant. Owner occupied housing accounted for 7,792 units or approximately 57.1 percent of all units

The proposed construction site is located on existing open land at the intersection of Black River Blvd. and N. James St, and within the boundaries of the Fort itself. Because the land area is currently open space and within the existing boundary a part of the Fort, there is no resident population in the immediate vicinity of the proposed site.

The surrounding neighborhood contains a resident population of 191. The neighborhood is represented by census blocks 1003, 1004,1005,1006,1027, 1041,1047 1048, and 1049 in census tract 218; block 2001 in tract 219; and block 5007 in tract 225. The populated areas closest to the site of the Willett Center are found in block 1027 to the north and west of the proposed site (bordered by W. Dominick, N. Jones, W. Liberty and S. George Streets), which contains 48 residents, and blocks 2001 and 5007 to the west of the site along the Ft. Stanwix boundary. The combined resident population of the two blocks is 97. The remaining population in the surrounding neighborhood is located in Blocks 1003, and 1004, both of which are separated from the proposed site by the Ft. Stanwix grounds.

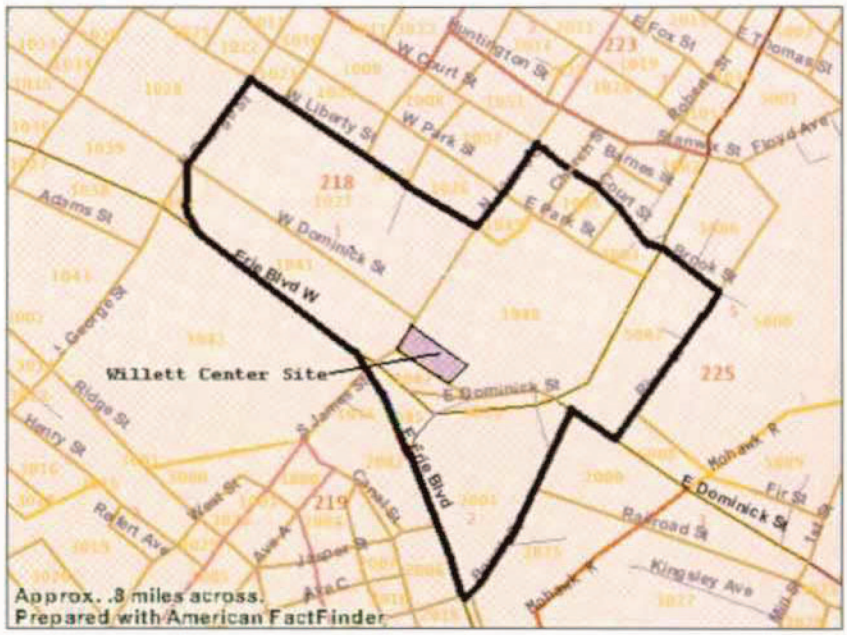


Fig. 4.9-1. Proposed Willett Center Site Neighborhood

Of the total population in the surrounding neighborhood, 26 residents, or 13.6 percent are minority. There are a total of 113 housing units, of which ten or 8.8 percent are vacant. The average household size is 2.4. Of the total 103 occupied units, 68 have one or more residents 60 years of age or older. Twenty of the units are owner occupied, while the remaining 83 are rental units.

4.10 Visual Resources

The Fort is the primary distinguishing view in the downtown and the first one to make an impression on visitors as they approach the downtown. The expansive views historically found at Fort Stanwix have been obscured by urban development. The immediate existing views and vistas, therefore, do not contribute to the historic significance of the site. Views to adjoining urban properties, notably St. Peter's and City Hall, are used for interpretive purposes to contrast "historic" and existing conditions. In the reconstruction of the fort, the grounds were kept open to suggest the historic views and vistas, except along the west and north edges where plantings were used to screen adjacent urban views. The views to the south and east down the embankment to the Mohawk River have also been lost due to urban development, and have small clusters of trees on the park boundary.



Fig 4.10-1. Fort Stanwix National Monument – view from south lawn area.

The Fort grounds are the principal landscaped open space in Rome's CBD. The Fort is only partly visible above the horizontal plane (Fig. 4.10-1) as one approaches the intersection of Black River Boulevard and North James Street.

The Fort complex's landscaping was reconstructed at the same time as the Fort. The outer edges of the Fort on the north, south, and west sides are composed of a berm followed by a ditch, a parapet, a low palisade fence, and a glacis. The glacis is the low, gently-sloping outermost earthwork, the other edges of which are almost imperceptible. It was graded after demolition of the buildings on the site and is fairly level with a gentle downgrade toward the south. In the reconstruction of Fort Stanwix, the elevation of the Fort entries, parade grounds and earthworks of the Fort complex were set at historic levels. The scarp and counterscarp form sloping sides of

an 8-foot deep ditch surrounding the rampart walls on the north, west, and south sides. The glacis rises at a 40-degree angle to a height of six feet at its parapet. From the crest of the parapet the earth gradually slopes down to the original ground level with an approximate distance of 75 feet.



Fig. 4.10-2. View looking Northeast from the Corner of Erie Blvd. and N. James St. (Black River Blvd. traffic in background)

The property has an appearance typical of relatively undeveloped urban parks and open space – neither wild nor built-up (Fig. 4.10-2). The site outside the glacis is primarily lawn, with deciduous trees lining North James Street and a mixture of evergreen and deciduous trees and shrubs north of the Fort to screen the facility management building and residences north of the site. The lawn area is mechanically mowed to maintain a neat appearance. The Fort site is surrounded by small-scale urban development: a church, a parking lot, a parking garage (Fig. 4-10-3), a bank, and 1-2 family homes.



Fig. 4.10-3. View Looking East from the Fort to the James Street Parking Garage

4.11 Noise Environment

The loudest sounds that can be detected comfortably by the human ear have intensities that are 1 trillion (1,000,000,000,000) times larger than those of sounds that can just be detected. Because of this vast range, any attempt to represent the intensity of sound using a linear scale becomes very unwieldy. As a result, a logarithmic unit known as the decibel (dB) is used to represent the intensity of a sound. Such a representation is called a sound level.

Although the dB scale accurately reflects the sound pressure level of a given sound, it does not accurately reflect the sound exposure levels heard by a human observer. This is because the human ear is progressively reduced in sensitivity to sounds in the lower and upper ranges of the

human audible frequency spectrum (approximately 10 Hz to 20,000 Hz). To more accurately assess the loudness of sounds as heard by the human ear, sound levels are measured on the A-weighted decibel (dBA) scale. This sound level scale is progressively reduced in sensitivity to very low and very high pitched sounds, and therefore, mimics a human's sense of hearing (see Fig. 4.11-1).

Normal speech has a sound level of approximately 60 dBA. Sound levels above about 120 dBA begin to be felt inside the human ear as discomfort, and eventually pain at still higher levels (DOD, 1978). Sound level examples are presented in Table 4.11-1.

Table 4.11-1. Common Noise Levels and Their Effects on the Human Ear

Source	Decibel Level (dBA)	Exposure Concern
Soft Whisper	30	Normal safe levels.
Quiet Office	40	
Average Home	50	
Conversational Speech	66	
Busy Traffic	75	May affect hearing in some individuals depending on sensitivity, exposure length, etc.
Noisy Restaurant	80	
Average Factory	80 to 90	
Pneumatic Drill	100	Continued exposure to noise over 90 dB may eventually cause hearing impairment.
Automobile Horn	120	

Source: DOD, 1978

To accurately assess the impacts of noise exposure on an entire community, dBA sound levels are commonly expressed with a measure that describes the cumulative effects of noise levels over time. The most commonly employed cumulative noise measure for environmental analysis is the Day-Night Sound Level (Ldn). This measure (expressed in dBA) describes the cumulative noise exposure expected from all major noise sources over a 24-hour period. Using the Ldn system, 10 dBA is added to the assessment of sound produced by activities occurring between 10 p.m. and 7 a.m. This addition places greater weight on the noise produced by nighttime activities due to the higher sensitivity of communities to noise during these hours.

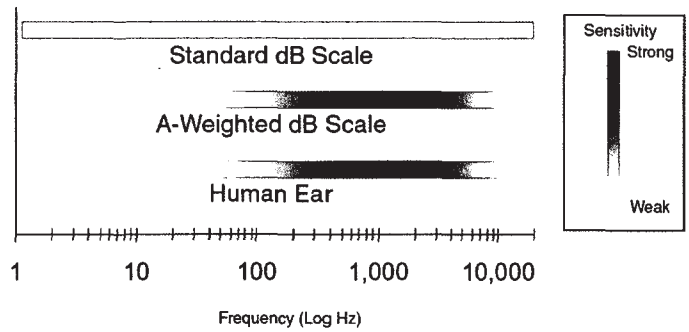


Fig. 4.11-1. Sensitivity of the Standard dB and A-weighted (dBA) Scales and the Human Ear

Certain facilities, communities, and land uses are more sensitive to a given level of noise than others. Such "sensitive receptors" include schools, churches, hospitals, retirement homes, campgrounds, wilderness areas, hiking trails, and certain species of threatened or endangered wildlife. Impacts from noise production are generally assessed with respect to changes in noise levels experienced at sensitive receptors.

Different types of sensitive receptors vary in their acceptance of noise disturbance. As a result, noise impacts for different receptors are often assessed using different noise level standards. Recommended land use and associated noise levels are illustrated in Table 4.11-2.

Although ambient noise levels have not been measured in the vicinity of the proposed Willett Center sites, the existing acoustic environment can be inferred based on noise levels typically associated with particular land uses in the nearby area. Fort Stanwix is located in a predominantly urban environment, and is surrounding by two major, heavily traveled thoroughfares. Major sources of noise in the area include traffic and sirens from fire trucks exiting the City of Rome Central Fire Station.

Table 4.11-2. Recommended Land Use-Based Noise Levels

Land Use Category	Noise Levels (Ldn)*			
	Clearly Acceptable	**Normally Acceptable**	**Normally Unacceptable**	**Clearly Unacceptable**
Residential	< 60	60-65	65-75	> 75
Commercial, Retail	< 65	65-75	75-80	> 85
Commercial, Wholesale	< 70	70-80	80-85	> 85
Manufacturing	< 55	55-70	70-80	> 80
Agriculture, Farming	< 75	> 75	N/A	N/A
Natural Recreation Areas	< 60	60-75	75-85	> 85
Hospitals	< 60	60-65	65-75	> 75
Schools	< 60	60-65	65-75	> 75
Libraries	< 60	60-65	65-75	> 75
Churches	< 60	60-65	65-75	> 75
Nursing Homes	< 60	60-65	65-75	> 75
Playgrounds	< 55	55-65	65-75	> 75

*Noise levels depicted here are consistent with provisions of the Federal Noise Control Act of 1972 (42 USC 4901-4918). Source: HUD, 1991

Sound levels vary depending on the receiver's distance from a noise source. Thus, the relative effects of sound sources would vary depending on a receiver's acoustic vantage point and the noise source. In addition, various features of the terrain may add an additional level of sound attenuation. The presence of buildings, standing vegetation (depending on the density and height of the vegetation), and even grass has the potential to reduce noise experienced by an observer.

Chapter 5
Environmental Consequences

This chapter describes the impacts analysis methods and discusses the impacts of construction and operation of the Willett Center under the Proposed Action as well as the impacts of the No Action alternative.

5.1 Methodology

5.1.1 General Approach

5.1.1.1 Definitions

The direct and indirect impacts of the alternatives were evaluated according to their context and intensity. Both beneficial and adverse impacts were addressed. The discussions of impacts use the following terminology to characterize the effects. Impact intensity levels used in the analysis for each specific impact issue analyzed are defined in Table 5-1.

Duration of Impact:

Temporary or *Intermittent* – The impact would occur during certain portions of the site preparation and construction phases only. *Example:* Construction equipment noise impacts.
Short-term – The impact would occur during most or all of the site preparation and construction phases and may extend for some limited time beyond the construction phase. *Example:* Minor traffic disruption.
Long-term – The impact would extend well past the construction phase or would occur only during the operations phase, but generally on the order of a number of years, or during the lifetime of the project. *Example:* Increased Fort Stanwix visitation.

Extent of Impact:
Localized – Impacts would occur only on the project site or its immediate surroundings or neighborhood. *Example:* Construction equipment noise impacts.
City or Community- Impacts would affect the City of Rome or a major portion of one or more of its communities. *Example:* Minor traffic disruption.
County or Regional – Impacts would occur on a countywide or regional level, extending well beyond the immediate project site. *Example:* Minor increases in tourist traffic.

Intensity of Impact:
Negligible – Minimal or virtually no impact would occur.
Minor – Change in a resource area occurs, but no substantial resource impact results.
Moderate – Noticeable change in a resource occurs, but the integrity of the resource remains intact.
Major – Substantial impact or change in a resource area that is easily defined, noticeable, and measurable.

Table 5.1-1. Impact Intensity Definitions by Resource

Affected Resource	Negligible	Minor	Moderate	Major
Air Quality	Negligible: Emissions would be less than 50 tons/year for each pollutant.	Minor: Emissions would be less than 100 tons/year for each pollutant.	Moderate: Emissions would be greater than or equal to 100 tons/year for any criteria pollutant.	Major: Emissions levels would be greater than or equal to 250 tons/year for any pollutant
Cultural Resources **ARCHEOLOGICAL RESOURCES**	Impact is at the lowest levels of detection - barely measurable with no perceptible consequences, either adverse or beneficial, to archeological resources. For purposes of Section 106, the determination of effect would be *no adverse effect.*	**Adverse impact** - disturbance of a site(s) results in little, if any, loss of significance or integrity and the National Register eligibility of the site(s) is unaffected. For purposes of Section 106, the determination of effect would be *no adverse effect.* **Beneficial impact** – maintenance and preservation of a site(s). For purposes of Section 106, the determination of effect would be *no adverse effect.*	**Adverse impact** - disturbance of a site(s) does not diminish the significance or integrity of the site(s) to the extent that its National Register eligibility is jeopardized. For purposes of Section 106, the determination of effect would be *adverse effect.* **Beneficial impact** – stabilization of a site(s). For purposes of Section 106, the determination of effect would be *no adverse effect.*	**Adverse impact** – disturbance of a site(s) diminishes the significance and integrity of the site(s) to the extent that it is no longer eligible to be listed in the National Register. For purposes of Section 106, the determination of effect would be *adverse effect.* **Beneficial impact** – active intervention to preserve a site(s). For purposes of Section 106, the determination of effect would be *no adverse effect.*
Cultural Resources **MUSEUM COLLECTIONS**	Impact is at the lowest levels of detection – barely measurable with no perceptible consequences, either adverse or beneficial, to museum collections.	**Adverse impact** - would affect the integrity of few items in the museum collection but would not degrade the usefulness of the collection for future research and interpretation. **Beneficial impact** - would stabilize the current condition of the collection or its constituent components to minimize degradation.	**Adverse impact** - would affect the integrity of many items in the museum collection and diminish the usefulness of the collection for future research and interpretation. **Beneficial impact** - would improve the condition of the collection or its constituent parts from the threat of degradation.	**Adverse impact** - would affect the integrity of most items in the museum collection and destroy the usefulness of the collection for future research and interpretation. **Beneficial impact** - would secure the condition of the collection as a whole or its constituent components from the threat of further degradation.

Table 5.1-1. Impact Intensity Definitions by Resource

Affected Resource	Negligible	Minor	Moderate	Major
Visitor use and experience	Visitors would not be affected or changes in visitor use and/or experience would be below or at the level of detection. Any effects would be short-term. The visitor would not likely be aware of the effects associated with the alternative.	Changes in visitor use and/or experience would be detectable, although the changes would be slight and likely short-term. The visitor would be aware of the effects associated with the alternative, but the effects would be slight.	Changes in visitor use and/or experience would be readily apparent and likely long-term. The visitor would be aware of the effects associated with the alternative and would likely be able to express an opinion about the changes.	Changes in visitor use and/or experience would be readily apparent and have important long-term consequences. The visitor would be aware of the effects associated with the alternative and would likely express a strong opinion about the changes.
Public safety	Public safety would not be affected, or the effects would be at low levels of detection and would not have an appreciable effect on the public safety.	The effect would be detectable and would likely be short-term, but would not have an appreciable effect on public safety. If mitigation were needed, it would be relatively simple and would likely be successful.	The effects would be readily apparent and long-term, and would result in substantial, noticeable effects to public safety at and near the site. Mitigation measures would probably be necessary and would likely be successful.	The effects would be readily apparent and long-term, and would result in substantial, noticeable effects to public safety locally beyond the site. Extensive mitigation measures would be needed, and their success would not be guaranteed.
Traffic and Parking	No effects would occur or the effects to traffic or parking would be below or at the level of detection. The effect would be slight and no long-term effects to traffic or parking would occur.	The effects to traffic or parking would be detectable, although short-term. Any effects would be small and if mitigation were needed to offset potential adverse effects, it would be simple and successful.	The effects to traffic or parking would be readily apparent and likely long-term. Any effects would result in changes to traffic or parking on a local scale. If mitigation is needed to offset potential adverse effects, it could be extensive, but would likely be successful.	The effects to traffic or parking would be readily apparent, long-term, and would cause substantial changes to traffic or parking citywide. Mitigation measures to offset potential adverse effects would be extensive and their success could not be guaranteed.

Affected Resource	*Table 5.1-1. Impact Intensity Definitions by Resource*			
	Negligible	**Minor**	**Moderate**	**Major**
Local Land Use and Planning	No effects would occur or the effects to local land uses or planning would be below or at the level of detection. The effect would be slight and no long-term effects to local land uses or planning would occur.	The effects to local land uses or planning would be detectable, although short-term. Any effects would be small and if mitigation were needed to offset potential adverse effects, it would be simple and successful.	The effects to local land uses or planning would be readily apparent and likely long-term. Any effects would result in changes to local land uses or planning on a business district or neighborhood scale. If mitigation is needed to offset potential adverse effects, it could be extensive, but would likely be successful.	The effects to local land uses or planning would be readily apparent, long-term, and would cause substantial changes to local land uses or citywide planning. Mitigation measures to offset potential adverse effects would be extensive and their success could not be guaranteed.
Economic effects	No effects would occur or the effects to local economic conditions would be below or at the level of detection. The effect would be slight and no long-term effects to local economic conditions would occur.	The effects to local economic conditions would be detectable, although short-term. Any effects would be small and if mitigation were needed to offset potential adverse effects, it would be simple and successful.	The effects to local economic conditions would be readily apparent and likely long-term. Any effects would result in changes to local economic conditions on a local scale. If mitigation is needed to offset potential adverse effects, it could be extensive, but would likely be successful.	The effects to local economic conditions would be readily apparent, long-term, and would cause substantial changes to local economic conditions in the region. Mitigation measures to offset potential adverse effects would be extensive and their success could not be guaranteed.
Social effects	No effects would occur or the effects to social conditions would be below or at the level of detection. The effect would be slight and no long-term effects to social conditions would occur.	The effects to social conditions would be detectable, although short-term. Any effects would be small and if mitigation were needed to offset potential adverse effects, it would be simple and successful.	The effects to social conditions would be readily apparent and likely long-term. Any effects would result in changes to social conditions on a local scale. If mitigation is needed to offset potential adverse effects, it could be extensive, but would likely be successful.	The effects to social conditions would be readily apparent, long-term, and would cause substantial changes to social conditions in the region. Mitigation measures to offset potential adverse effects would be extensive and their success could not be guaranteed.

Table 5.1-1. Impact Intensity Definitions by Resource

Affected Resource	Negligible	Minor	Moderate	Major
Visual Impacts	No effects would occur or the effects to visual resources would be below or at the level of detection. The effect would be slight and no long-term effects to visual resources would occur.	The effects to visual resources would be detectable, although short-term. Any effects would be small and if mitigation were needed to offset potential adverse effects, it would be simple and successful.	The effects to visual resources would be readily apparent and likely long-term. If mitigation is needed to offset potential adverse effects, it could be extensive, but would likely be successful.	The effects to visual resources would be readily apparent, long-term, and would cause substantial changes. Mitigation measures to offset potential adverse effects would be extensive and their success could not be guaranteed.
Noise Impacts	No effects would occur or the incremental noise effects would be below or at the level of detection. The effect would be slight and no long-term noise effects would occur.	The noise effects would be detectable, although short-term. Noise source levels may be high and may be annoying to Park staff and visitors but distance to sensitive receptors and intervening noise attenuating factors (terrain, structure walls) would prevent noise from exceeding the normally acceptable range for the location (60dB to 65 dB for residences, nursing homes, and churches) Any disturbance effects would be intermittent and if mitigation were needed to offset potential adverse effects, it would be simple and successful.	The noise effects would be readily apparent, disruptive, and may be short or long-term. Noise would be a definite annoyance and may be disruptive to activities of Park staff and visitors. Noise source levels would be high enough, even considering distance to sensitive receptors and intervening noise attenuating factors (terrain, structure walls) to make noise levels in the normally unacceptable range for the location (65dB to 75dB for residences, nursing homes, and churches). If mitigation is needed to offset potential adverse effects, it could be extensive, but would likely be successful.	The noise effects would be readily apparent, may be short or long-term, and would cause substantial changes. Noise would be pervasive and disruptive to activities of Park staff and visitors and would likely cause visitors to leave the site. Noise source levels would be high enough, even considering distance to sensitive receptors and intervening noise attenuating factors (terrain, walls), to make noise levels for receptors in the clearly unacceptable range for the location (greater than 75dB for residences, nursing homes, and churches). Mitigation measures to offset potential adverse effects would be extensive and their success could not be guaranteed.

5.1.1.2 Cumulative Impacts

A cumulative impact is an impact on the natural or human environment, which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of which agency, organization, or person undertakes such other actions (40 CFR 1508.7). Cumulative impacts can result from individually minor and insignificant, but collectively significant actions, taking place over a period of time.

Cumulative impacts were assessed by considering the potential impacts of the Willett Center alternatives with the potential impacts of projects that can reasonably be expected to occur within the geographic context of the Proposed Action during the same timeframe. Other construction projects occurring or projected to occur at Fort Stanwix or nearby within the City of Rome include:

- Reconstruction of unbuilt portions of the Fort, including the northwest bombproof, the northeast bombproof, the headquarters, the guardhouse, the ravelin, the bake house in the southwest bombproof, the necessary, and the sally port and its redoubt.
- Upgrade of the Fort pathways to accommodate the needs of the handicapped.
- Improvement and expansion of directional and informational signage directing visitors to public parking garage on the corner of James and Liberty Streets.
- Work with the State of New York, Oneida County, and the City of Rome to complete a multi-use recreational trail that links Oriskany Battlefield to the fort.
- Construction of an indoor recreation complex by the City of Rome on the south side of W. Dominick St. across from City Hall.

5.1.1.3 Impairment of Park Resources

The study team analyzed whether impacts would result in an impairment of park resources based on guidelines set forth in NPS Management Policies. Impairment occurs when an impact degrades or harms the integrity of park resources or values, including opportunities that would otherwise normally be available for the enjoyment of those resources or values had the impact not occurred. Under the NPS Organic Act and the General Authorities Act, impairment of park resources is prohibited.

NPS Management Policies outline the conditions under which an impact would be likely to result in an impairment of park resources. According to the Policies, an impact would likely create an impairment to the extent that the conservation of the affected resource or value is:

1) essential to fulfill a purpose established in the enabling legislation or proclamation of the park (see EA Chapter 2, Section 2.2);
2) key to the integrity (natural or cultural) of the park or its opportunities, or identified as a goal in the general management plan for the park. If an impact is an unavoidable result of an action required to maintain or restore the integrity of park resources or values, and cannot be reasonably mitigated, the impact would be less likely to constitute an impairment of park resources.

5.1.2 Air Quality Impacts

The air quality attainment status of the Rome region was reviewed and the effects of construction and operation emissions were characterized.

5.1.3 Cultural Resources

Cultural resources impacts were addressed based on the Federal and State requirements for protection of cultural resources, the findings of the 2001 and 2002 archeological studies and the likelihood the area proposed for building the Willett Center contained archeological resources, the potential for damage to resources during construction, and the surveys and evaluations to be done to identify and determine the significance of any archeological resources found before construction begins.

In order for an **archeological resource** to be eligible for the National Register of Historic Places it must meet one or more of the following criteria of significance: A) associated with events that have made a significant contribution to the broad patterns of our history; B) associated with the lives of persons significant in our past; C) embody the distinctive characteristics of a type, period, or method of construction, or represent the work of a master, or possess high artistic value, or represent a significant and distinguishable entity whose components may lack individual distinction; D) have yielded, or may be likely to yield, information important in prehistory or history. In addition, the archeological resource must possess integrity of location, design, setting, materials, workmanship, feeling, association (*National Register Bulletin, Guidelines for Evaluating and Registering Archeological Properties*). For purposes of analyzing impacts to archeological resources either listed in or eligible to be listed in the National Register, the thresholds of change for intensity of an impact are defined in Table 5-1.

Museum collections (historic artifacts, natural specimens, and archival and manuscript material) may be threatened by fire, theft, vandalism, natural disasters, and careless acts. The preservation of museum collections is an ongoing process of preventative conservation, supplemented by conservation treatment when necessary. The primary goal is preservation of artifacts in as stable condition as possible to prevent damage and minimize deterioration. For purposes of analyzing potential impacts, the thresholds of change for the intensity of an impact are defined in Table 5.1.

5.1.4 Visitor Use and Experience

Visitor use and experience was addressed based on current visitation trends, expectation for increased visitation to Fort Stanwix, any adverse effects that might occur during Willett Center construction, and what improvements would be seen when the Center begins operations.

5.1.5 Public Safety

Public safety was addressed in terms of the degree to which street crossings represent a substantive safety concern and what measures might be taken to alleviate those concerns.

5.1.6 Traffic and Parking

Traffic and parking impacts were evaluated in terms of construction effects on traffic and long-term effects of the Willett Center on traffic flow and parking availability and access. Bus and passenger vehicle access to the Center was part of the analysis as well as the interaction of these with downtown business traffic and parking.

5.1.7 Local Land Use Planning

Land use and planning impacts were addressed in terms the degree the proposed Center is consistent with the Rome Central Business District plan and other relevant plans.

5.1.8 Local Economy

Willett Center construction and operation job and revenue effects on the local economy and on the city's finances were characterized using economic models and estimates of expenditures in Rome for construction jobs and materials and for new Park staff salaries.

5.1.9 Social Impacts

Social impacts were based on either quantitative or qualitative change in some aspect or characteristic of the social environment. Any resulting impacts were then evaluated as to whether they may have a significant adverse or beneficial consequence for the local community.

5.1.10 Visual Impacts

Temporary and long-term changes to the aesthetic characteristics of the Park were evaluated. The primary aesthetic impacts would be temporary disruption of Fort vistas during construction and permanent disruption of those vistas during operation.

5.1.11 Noise Impacts

Noise impacts were addressed in terms of the potential for construction noise to disturb park visitors and nearby sensitive receptors, such as the downtown Senior Center and St. Peter's Church.

5.2 Air Quality Impacts

Impacts on air quality resulting from the Proposed Action could be temporary or longer term. Temporary effects would be those associated with construction of the interpretive center. Long-term effects would be those associated with the operation of the proposed interpretive center. These latter effects result would result from vehicular emissions as a consequence of driving trips generated by projected visitors and staff to and from the interpretive center and Park.

5.2.1 Impacts of the Proposed Action

5.2.1.1 Willett Center Construction

Air emissions estimates were made by first making assumptions as to which equipment would be used during construction and for how long. Once these assumptions were made, the following models and emission factors developed by the U.S. EPA were used to estimate the amount of emissions that would be generated:

- Non-road Emissions Model (EPA, 1999a);
- Mobile Source Observation Database (EPA, 1999b); and
- AP-42, Compilation of Air Pollutant Emission Factors, Volume II Mobile Sources (EPA, 1998).

Equipment needed for the construction of the interpretive center would likely include one or more graders, scrapers, dozers, front end loaders, backhoes, compactors, several kinds of trucks (cement, highway, dump, service), gasoline pumps, and small tools. Asphalt and cement would be trucked to the site from existing plants. Construction would occur approximately eight hours per day, during daylight hours only, for approximately 12 months in total. Table 5.2-1 lists the equipment assumed to be used during construction and assumptions as to hours of use.

Table 5.2-1. Equipment Assumptions For Air Emissions Analysis

Equipment Type	Rating	Total Hours	Total Days
Loader, Front End, Crawler	1.5 cubic yard	480	60
Loader/Backhoe (LD/BH), Crawler	1 cubic yard	1280	160
Highway Truck	15,000 GVW	480	60
Service Truck	¾ ton	1280	160
Cement Truck	¾ ton	1280	160
Scraper	300 hp	480	60
Dozer	175 hp	480	60
Grader	176 hp	480	60
Compactor	Ingersoll-Rand	480	60
Small Tools	Generic	1280	160
Pump, Gasoline 4-stroke	6 hp	240	30
*Based on an eight-hour day			

Using this equipment, along with the projected hours of use, air emissions levels were determined. The results are shown in Table 5.2-2.

Table 5.2-2. Equipment Emissions (in tons) During Willett Center Construction

Carbon Monoxide (CO)	Nitrogen Oxides (NOx)	Sulfur Dioxide (SO_2)	Particulate Matter (PM_{10})	Volatile Organic Compounds (VOCs)
3.12	4.5	1.18	0.52	0.7

As shown by the above table, none of the criteria pollutants even remotely approach the *de minimus* threshold levels of 100 tons. As stated previously, NOx and VOCs are ozone precursors, and the combination of these two pollutants should be below the *de minimus* threshold levels of 100 tons in order not to create excessive levels of ozone. Using the above

stated scenario, the total emissions from this equipment set would be 4.5 tons of NOx and 0.7 tons of VOCs. Their sum is well below the 100-ton standard. Additionally, with the virtual elimination of leaded fuels in this country, it would be improbable that there would be any measurable level of lead produced by this action. In sum, the daily and total emissions from equipment used during construction would not be high enough to significantly deteriorate the air quality of the region.

In addition to tailpipe emissions from heavy equipment, the temporary disturbance of approximately 1 acre of ground surface during excavation and grading activities for the visitor center could potentially cause fugitive dust emissions. Utilizing measures like sprinkling to keep the disturbed area damp, or approved chemical treatment, would minimize any fugitive dust emissions.

5.2.1.2 Willett Center Operation

Estimates of long-term air emissions from vehicles used by visitors traveling to the Willett Center, as well as by staff commuting daily to work, were made by using the same traffic projections shown in Section 4.2.9, Transportation, of this EA. The traffic projections were based on projected annual visitation and on the trip generation methodology used in the *Institute of Transportation Engineers Trip Generation, 6th Edition* (ITE, 1997). The average daily number of vehicle trips generated by visitation and commuting to the interpretive center is estimated to be approximately 180 trips.

It is assumed that half of the vehicles projected to visit the center would be sedans and the other half would be sports utility vehicles (SUVs). It is also assumed that the mean length of one round trip would be 20 miles, at an average velocity of 30 mph, for a total travel time of 40 minutes. In addition, two trips per day by school buses carrying students to the interpretive center are assumed, with the same mean distance and travel time. Under these assumptions, annual emissions from the operation of the proposed interpretive center are presented in Table 5.2-3.

Table 5.2-3. Annual Emissions (in tons) From Traffic Generated by Willett Center Operations

Carbon Monoxide (CO)	Nitrogen Oxides (NOx)	Sulfur Dioxide (SO_2)	Particulate Matter (PM_{10})	Volatile Organic Compounds (VOCs)
3.30	1.04	0.53	0.24	0.44

As with construction-related emissions, none of the criteria pollutants even remotely approach the *de minimus* threshold levels of 100 tons. Therefore, the Proposed Action would have only minor, localized, long-term adverse impacts on air quality, well below the threshold of significance. There would be no impairment of Park resources. These findings apply to Willett Center construction and operation regardless of which of the alternative sites is chosen. The No Action alternative would see negligible increases in air pollutants from other Fort activities but there would be no Willett Center construction or operation effects.

5.2.1.3 Cumulative Impacts

As indicated in Section 4.2, the region in which the Proposed Action is located is in attainment of the NAAQS. There are, however, other construction projects projected or likely to occur in Rome and other locations within the same attainment region. These construction projects would be expected to generate similar levels of emissions during the construction phase as the Willett Center construction, assuming similar types and quantities of equipment are used. Assuming as many as 20 similar projects would occur during the same construction period as the Proposed Action, the total level of emissions generated during construction would still be below the *de minimus* threshold of 100 tons.

Further, these other projects are expected to have a negligible impact on air quality during their operations phase as well, since they would not likely result in an substantial influx of new traffic or visitors into the area. Therefore, although there would be slightly higher cumulative impacts on air quality in the short-term than in the longer-term, these impacts would be minor. There would be no significant cumulative impacts on air quality as a result of the Proposed Action.

5.2.1.4 Conclusion

Temporary impacts on air quality resulting from the construction phase of the Proposed Action would be minor and localized. Long-term impacts from operation of the Willett Center would also be minor and localized. There would be no significant cumulative impacts on air from the Proposed Action and no impairment of the Park's resources resulting from the Proposed Action.

5.2.2 Impacts of No Action

There would be no construction or increased visitation under the No Action alternative and therefore no impacts to air quality under this alternative. There would be no cumulative impacts and no impairment of Park resources.

5.3 Cultural Resources Impacts

5.3.1 Results of the Archeological Investigation

An archeological investigation of the Fort grounds site was undertaken in conjunction with preparation of this environmental assessment. The study reviewed historic mapped information to determine the presence of areas of the sites historically undisturbed by map-documented structures. The detailed results are presented in ***the Phase 1A Archeological Investigation for the Proposed Willett Center: Fort Stanwix National Monument, Rome, New York*** (NPS, 2002b). A Phase I-B investigation, in which trenches were excavated to test for the presence of archeological resources (sites, features or objects), found archeological remains both north and south of Fort Stanwix National Monument. Potentially important archeological resources were found in the northern portion of the fort grounds. Construction of the Willett Center is no longer being considered in this area due to the results of the 2002 archeological testing. The area to the southwest of the fort was, however, found to contain few undisturbed archeological resources. This area had been heavily impacted by urban renewal efforts of the early 1970s. Because of the

limited potential for National Register eligible *in situ* resources, this area has been proposed for construction of the Willett Center. Additional archeological testing and evaluation are, however, planned for this area in 2003 to assess specific construction-related impacts. Any archeological sites within the project area that could be affected by center construction will be identified and evaluated by the National Park Service in consultation with the New York State Historic Preservation Officer (NYSHPO). Affected Indian nations will be consulted as well. If National Register eligible archeological resources are found, and should those resources be potentially impacted by construction of the Willett Center, a Memorandum of Agreement (MOA) to resolve any adverse effects to such resources would be negotiated and signed between the park and the NY SHPO in accordance with 36 CFR 800.6 (b)(1)(iv). The MOA would be signed before a Finding of No Significant Impact (FONSI) is signed.

5.3.2 Impacts of the Proposed Action

5.3.2.1 Willett Center Construction and Operation

Under the Proposed Action, there is a potential for impacts (damage or destruction) to archeological and/or ethnographic resources during construction of the Willett Center. Preliminary archeological testing has indicated that limited archeological remains are present within the proposed construction area. Before center construction is begun, additional archeological testing and evaluation will be done. Any archeological sites within the project area that could be affected by center construction will be identified and evaluated by the National Park Service in consultation with the New York State Historic Preservation Officer (NYSHPO). Affected Indian nations will be consulted as well. A plan for protecting, or mitigating effects or impacts on, any archeological resources determined to be eligible for listing in the National Register of Historic Places will be developed in consultation with the appropriate parties. Fort Stanwix National Monument will continue to have dialogue with Indian nations to address any concerns they have with Willett Center development under the Proposed Action. Construction of the Willett Center would improve the situation for preservation of the Fort Stanwix National Monument museum collection.

5.3.2.2 Cumulative Impacts

None of the other actions planned for the Fort Stanwix site would likely affect archeological or potential ethnographic resources so there would be no cumulative impacts. In partnership with other regional entities, construction of the center would foster increased access to and appreciation of other cultural resources in the Mohawk Valley and Northern Frontier regions of New York. This would likely lead to increased efforts at recovery and protection of additional artifacts in the region as well as enhanced protection for those artifacts currently in collections.

5.3.2.3 Conclusion

Building the Willett Center under the Proposed Action will require additional archeological testing and evaluation prior to construction to assess specific construction-related archeological impacts. A plan for protecting, or mitigating effects or impacts on, any archeological resources determined to be eligible for listing in the National Register of Historic Places will be developed in consultation with the appropriate parties. The Willett Center would provide the collections

storage needed to adequately manage the current fort collection and any future additions. No impairment of the park's resources is expected to occur. The proposed action is expected to improve the situation in terms of cultural resources preservation and protection.

5.3.3 Impacts of No Action

No impacts to known or currently unidentified archeological or ethnographic resources would occur under No Action alternative. However, under No Action, the National Park Service would continue to store the valuable artifacts in its collection in the inadequate storage in the Fort. This could result in significant deterioration of the artifacts. The No Action alternative would constitute a continuing unacceptable situation in terms of protection of the Fort Stanwix archeological collection.

5.4 Visitor Use and Experience Impacts

5.4.1 Impacts of the Proposed Action

5.4.1.1 Willett Center Construction

There is a likelihood that construction of the Willett Center would add to measures already being taken to increase visitation above the current approximately 55,000 visitors. In 2002, visitation did increase, with an emphasis on proactive marketing, enhanced programming, diversified offerings, and more special events. The NPS expects visitation to continue to increase even if the Center is not built. The NPS goal is 100,000 visitors.

Characteristics of the Willett Center that are likely to help encourage increased visitation include the fact that the fort will be operated year-round. Currently the site is closed January through March. Second, researchers would be able to examine a properly archived historical collection. Third, this will be a new recreational attraction in the region. Fourth, in addition to serving as a visitors' center for the Fort, the Willett Center will provide information about the greater region, including the Northern Frontier, Erie Canalway and Mohawk Valley.

Recreational visitors would comprise the majority of future visitors to Fort Stanwix. They would be local and area residents, people traveling through or vacationing in central New York State, revolutionary war "buffs", and business visitors to the Rome area. In addition, the proper archiving of historical information, artifacts, and documents at the Willett Center should further opportunities for historic research and education programs and this should attract researchers and students interested in learning more about the American Revolution and the role Fort Stanwix and the Mohawk Valley played in its outcome. As noted by the NPS and NYS Office of Parks, Recreation and Historic Preservation, continued improvements to the Oriskany Battlefield facilities have attracted an increasing number of decedents, teachers and students and has become a significant market for this historic site.

Again, visitation growth due to Willett Center construction alone does not account for the potential to promote visitation through enhanced programming, direct marketing efforts,

collaboration with other regional attractions and Revolutionary War-era historic sites, or the implementation of other strategies that are already being developed by the NPS.

Factors likely to influence visitation over the next twelve years include regional economic conditions, continued changes in area population, local tourism trends and opportunities, and the intensity of marketing efforts.

Factors that are expected to positively influence Fort visitation include:

- Marketing Efforts – NPS has already begun an aggressive effort to broaden relationships with school districts, other historic sites, the Oneida Indian Nation, the County Tourism Bureau, the City of Rome and other potential partners in an effort to initiate marketing strategies that will begin to increase attendance. Furthermore, the Superintendents recognition of the importance of understanding the facility's market will likely lead to more effectively targeting potential visitors.
- Turning Stone Casino Visitation & Expansion – According to a TIA Study, adults traveling without children to historic sites often included gambling as an additional vacation activity. The Turning Stone Casino, with its rapidly growing 4 million annual visitors, may offer a tremendous opportunity for the NPS provided partnerships can be successfully created between the Fort, travel services, and the Oneida Nation.
- Oriskany Battlefield – continued facility improvements to this NYS operated historic site has resulted in a dramatic visitation increases. According to the NYS OPRHP, further improvements, including the development of a new Visitor Center will further enhance attendance. Furthermore, according to the NPS, the significance and proximity of other historic attractions typically augments attendance at both sites. The continued facility improvements and marketing efforts at underway at Oriskany and Fort Stanwix will provide additional support for increased visitation.
- Improving Regional Employment – According to the NYS Department of Labor, long-term unemployment rates have declined since the mid-1990's when the closing of the Griffiss Air Force Base led to high unemployment. Since then, improving national and state economies, along with the job creation of the Turning Stone Casino have lead to an improved local economic climate.

One factor is expected to negatively influence Fort visitation—the decline of market base. Over the past four decades, the Utica – Rome area has experienced a significant decline in population. According to Claritas Data Services, this decline is expected to continue at least until 2006. An analysis of population and Fort visitation trends indicated a strong relationship between the two. As a result, the projected continued decline in market size is expected to negatively impact Fort attendance. However, as noted above, the a continued stabilization of the region's employment base and additional growth of Oneida County's largest employer (Turning Stone Casino), may lead to the slowing or alleviation of this trend.

5.4.1.2 Impacts to Fort Stanwix Interpretation

Construction of the Willett Center would enhance NPS ability to provide greater depth and breadth of interpretation of Fort Stanwix and of the region. The interpretive emphasis at the fort would continue to highlight the siege of Fort Stanwix and fort life but would expand to serve as a

gateway interpretive center for the Northern Frontier and Mohawk Valley region. The park would continue to emphasize the scope of the archeological collection and would feature artifacts from the Revolutionary War era to late 19th century Rome.

Under the Preferred alternative, the park would have additional, more flexible program space. Park staff would use the Willett Center for interpretive talks and as a staging area for school tours. This would eliminate the conflicting presentation within the fort itself of modern offices accommodated within an 18th century fort.

The park would expand interpretive services, including:

- Offering year-round interpretive and educational programming
- Incorporating diverse cultural, ethnic, and regional groups into NPS public programs
- Working with traditionally associated groups and other potential partners, the park would develop visual media (films) to update the story of the fort and its historical role.
- Developing curriculum-based education programs with local schools, ensuring children receive quality educational experiences at Fort Stanwix during their elementary and high school years.

5.4.1.3 Impacts to Visitor Experience

Visitor's experience of Fort Stanwix would benefit from Willett Center construction. The Willett Center would offer:

- Expanded interpretation of Fort Stanwix and the region
- Year round interpretive programming
- Expanded visitor facilities including a bookstore
- Expanded facilities for community use including a meeting space
- An opportunity for revamping of the existing Fort Stanwix buildings to provide interpretive rather than support functions
- Continued availability of the Fort's green space for events

5.4.1.4 Cumulative Impacts

Construction of the Willett Center would add to other measures being taken by NPS to upgrade the Fort and grounds to enhance the visitor's experience of the site. Construction of the Willett Center would also add to other measures being taken in the region to increase Rome and area visitation, to enhance recreational and education opportunities in Upstate New York, and to promote appreciation of the Region's historic and cultural sites.

5.4.1.5 Conclusion

Visitation is likely to increase when the Willett Center is built. However, if the regional population continues to decline according to the recent trend, the decline would tend to offset some of the expected increase. Regardless of future visitation levels, the visitor's experience would be markedly improved with expanded facilities and services and a broader and richer interpretive program.

5.4.2 Impacts of No Action

5.4.2.1 Visitation Projection without the Willett Center

Based upon historic attendance, growth trend analysis was conducted to project Fort Stanwix 2002 to 2014 visitation. This forecast assumes the "status quo": that the NPS will continue to operate Fort Stanwix without a new visitor's center and that no new marketing initiatives are pursued. The analysis indicated a visitation range of between 36,000 to 51,000 visitors by 2014.

The growth projection analysis does not account for the potential to promote visitation through visitor's center programming, direct marketing efforts, collaboration with other regional attractions and Revolutionary War-era historic sites, or the implementation of other strategies that are being developed by the NPS under its General Management Plan (NPS, 2002a).

5.4.2.2 Impacts to Fort Stanwix Interpretation

The interpretive emphasis at the fort would continue to highlight the siege of Fort Stanwix and fort life with limited allusions to the Burgoyne Campaign and other related regional sites and activities. The park museum would continue to emphasize the scope of the archeological collection and would feature artifacts from the Revolutionary War era to late 19th century Rome.

Under the No Action alternative, the park would continue to have a limited amount of education and flexible program space. Park staff would continue to use the theater for interpretive talks and as a staging area for school tours. Some administrative functions would continue to be housed at the fort and would continue to present an anachronistic feeling to the visiting public who have come to experience an 18th century fort. The park would expand visitor access to the fort as additional fort structures become available for interpretive use and as resources permit.

The park would continue to:

- offer interpretive and educational programming seasonally that emphasizes military life within the fort utilizing techniques such as costumed interpretation, black powder demonstrations, and static exhibits.
- incorporate diverse cultural, ethnic, and regional groups into public programs conducted by the NPS.
- maintain existing content and locations of wayside interpretive exhibits; replace as needed.
- work with traditionally-associated groups and other potential partners, the park would develop visual media (films) to update the story of the fort and its historical role.
- develop curriculum-based education programs with local schools, ensuring children receive quality educational experiences at Fort Stanwix during their elementary and high school years.

5.4.2.3 Impacts to Visitor Experience

Visitor's experience of Fort Stanwix would not change from current experience. NPS would continue with its limited interpretation of the Fort hampered by the multipurpose facilities.

The Center would continue to be closed during the winter months. Visitor services would not be expanded to include a bookstore or expanded facilities for community use. And there would be continued availability of the Fort's green space for special events.

5.4.2.4 Cumulative Impacts

Without construction of the Willett Center, NPS would not add to other measures being taken in the region to increase Rome and area visitation, to enhance recreational and education opportunities in Upstate New York, and to promote appreciation of the Region's historic and cultural sites.

5.4.2.5 Conclusion

Under No Action, visitation would likely continue to decrease and visitor's experience would continue to be only marginally improved with other trail improvements on the Fort grounds but without the Willet Center to offer a broader and richer interpretive program.

5.5 Public Safety Impacts

Visitor movement to and from the Willett Center, particularly crossing W. Dominick Street and N. James Street raises concerns about public safety. Specific concerns include the safety of the elderly, handicapped, school groups, and families with small children.

- Construction and operation of the Willett Center may affect public health and safety.
- Increased used of parking garage could exacerbate any ADA non-compliance issues.
- Increased visitation could increase affect on-site accessibility.
- Increased visitation could burden the capacity of the local police and fire departments.
- Increased safety risk to children at school bus stop.

5.5.1. Impacts of Proposed Action

5.5.1.1. Willett Center Construction

The National Park Service complies with the federal Occupational Safety and Health Administration regulations concerning public health and safety during construction. Access to the construction site would be restricted, warning signs would be erected, and there would be coordination with local public agencies and emergency services. Pedestrian access to the site would be maintained during construction. A fence would be erected south of the path. The areas to be disturbed will be minimized.

5.5.1.2. Willett Center Operation

The extent of compliance of the James Street garage with the ADA will be examined and curative measures taken if appropriate.

An agreement between the NPS and the City of Rome fire and police departments is currently being developed to provide emergency services to the Marius Willett Center.

The draft General Management Plan indicates that one of the management goals is to construct a fully accessible Willett Center and provide accessible parking spaces near the center and Fort (NPS, 2002a). This accessibility extends to making sure that all of the access from the parking garage to the Willett Center, park grounds, and Fort entrance are ADA compliant. The Willett Center will be built to comply with the Uniform Federal Accessibility Standards, American with Disability Act, and the Accessibility Guidelines for Buildings and Facilities.

Pedestrian access to the Willett Center and Fort grounds, especially at street crossings, would be well marked and configured to provide safe access from the parking garage (NPS, 2002a). This could entail filling in the crosswalk demarcations between the north and south sides of West Dominick Street, the east and west sides of North James Streets. Pedestrian crosswalk signals may also be warranted. Mitigating measures could include a NPS request to the city to crosshatch the sidewalks and/or install 'Yield to pedestrians in crosswalk' signs. Traffic calming measures could also mitigate any effects of increased pedestrian traffic. The NPS would work with the city to adequately address these issues. Taking any or all of these measures would improve the safety of public access to the Fort from James Street. Nevertheless, the expected increase in the number of street crossings due to the increased number of visitors to the Fort could offset some of the benefits of crossing improvements.

An increase in visitation may result in more handicapped persons visiting the site. The visitor's center will be ADA compliant. The Fort grounds would also be examined for ADA compliance and corrective actions made as part of the Proposed Action. Handicapped persons would be provided clear direction to appropriate parking locations.

With regard to the safety of children at the school bus stop in front of St. Peter's Church on North James Street, additional traffic attributed to Alternative 1 would not be present in the morning when the children are picked up. There might be some additional traffic in the afternoon, when the children are dropped off. The bus stop is located one block north of the parking garage. Most traffic visiting the Fort and using the parking garage would be traveling north on N. James St. to enter the garage then south on N. James St. to leave the area and so would not be driving by the bus stop. There is expected to be little impact on the safety of the children using the bus stop.

5.5.1.3 Cumulative Impacts

Other construction projects may occur in the vicinity of the proposed Willett Center while it is under construction. They could have cumulative temporary impacts on noise, visual, traffic and pedestrian safety.

Improvements are proposed to Liberty Plaza, located in front of City Hall on West Dominick Street. These improvements will include the replacement of infrastructure, accommodations for the permanent location of an existing Farmers Market that is currently held in the City Hall

parking lot, the establishment of a concert staging and outdoor event programming area, the installation of café tables for lunchtime and a water fountain (Sorbello, 2002).

Improvements are also proposed to three parks located along the North James Street corridor. They are to be improved by the City with landscaping, sidewalk improvements, and statue repair. Also included in this effort are facade improvement and retail development activities (Sorbello, 2002).

No other traffic generating uses are expected to occur in the area other than the proposed project. If there are days when construction traffic is markedly increased, it might be necessary to have a policemen guiding traffic, since this would be occurring in an urban, congested area. The City is in charge of the improvements and would take necessary measures to protect public safety. Given these measures, there should be only minor cumulative impacts caused by construction of the Willett Center.

5.5.1.4. Conclusion

Any necessary public safety measures would be taken to protect pedestrians while crossing the street from the WillettCenter to the Fort grounds. The NPS has indicated it will work with the City to ensure the safety of pedestrians and children during construction. The short-term and long-term impacts are expected to be minor and localized.

5.5.2 Impacts of No Action

Under No Action, no construction would occur so there would be no public health or safety impacts under this alternative. There would be no changes in the Fort's operation or access so there would be no public health or safety impacts. No construction would occur so there are no potential public health and safety impacts and no cumulative impacts would be caused by the project. No impacts to Park resources would occur under the No Action alternative.

5.6 Traffic and Parking Impacts

Traffic and parking impacts were evaluated in terms of construction effects on downtown traffic and long-term effects from the operation of the Willett Center on traffic flow and parking availability. Pedestrian access concerns for visitors after they have parked are discussed under Public Safety Impacts.

Potential traffic and parking impacts from the construction and operation of the Willett Center include:

- Possible traffic congestion during construction.
- Possible longer-term traffic congestion from cars, recreational vehicles and buses due to increased visitation.
- Possible insufficient parking availability in the CBD to accommodate Fort visitors.
- Possible insufficient bus/RV parking.
- Possible changes in vehicular circulation.

5.6.1 Impacts of Proposed Action

5.6.1.1. Traffic Congestion During Construction

The primary construction entrance would be off of North James Street, half way between West Dominick Street and Erie Boulevard. The construction site would be fenced off from the main pedestrian access path to the Fort entrance. The NPS would attempt to minimize traffic disruptions by minimizing deliveries during rush hour.

The NPS would follow the New York State and federal requirements for construction traffic safety, including those outlined in Chapter 6 of the Manual Uniform Traffic Control Devices (MUTCD, 2000). Work would be coordinated with City of Rome officials and would seek to minimize disruptions to traffic on adjacent streets.

5.6.1.2. Traffic Congestion Due to Increased Visitation.

North James is the street that would be most affected by increased visitation. There would only be one turn, into the parking garage, once the visitor has turned. The visitor would immediately notice the Willett Center. Signs on the street would indicate where parking can be found (straight ahead).

Most visitation should occur on the weekends and during the summer. During the weekdays, visitors are likely to arrive during business hours, but not during the rush hour, since neither the Fort nor the Center would be open. This should help to minimize traffic congestion. Local residents who desire to avoid any additional traffic on North James could take numerous alternate routes. Customers of Rome Savings Bank could have the option of accessing the bank lot from Liberty Street or from the north side of the bank building.

Based on standards in the New York Manual of Uniform Traffic Control, installation of a traffic signal could be supported based on preliminary information on the existing level of traffic at the intersection of North James and West Dominick Streets (Parking Memo, 2002). An increase in traffic from increased visitation would add further support for signal installation. Pedestrian volume can also trigger the installation of a traffic signal but this might be more difficult to support with existing visitation levels.

Traffic Calming
The combination of mainly physical measures that reduce the negative effects of motor vehicle use, alter driver behavior and improve conditions for non-motorized street users.
Source: (ITE, 2002)

The use of traffic calming measures to slow traffic is also being considered. Two of the measures being considered to slow traffic are:

1) Paving of crosswalks with a different material than the road pavement, e.g. bricks.
2) Paving of crosswalks with a different material than the road pavement, coupled with the raising of the intersection by six inches so that the road surface is flush with the curb. There would be an incline on the south side of the intersection of West Dominick and/or Liberty and North James Streets would be a decline on the north side of the intersection. Bollards would be installed on the sidewalk to replace the edge of the curb.

The EA section on mitigation provides further information on traffic calming measures.

5.6.1.3. Parking Availability

The existing parking situation is not changing for visitors to the Fort since they already have to park off-site. There is an ample supply of parking in the CBD, even if the North James Street parking lot site is developed. The impact on downtown parking availability and supply is expected to be negligible. The North James Street parking lot currently receives little use (RPA, 2002a). Cars would have the option of parking there or on West Dominick Street or in the James Street parking garage, to which there will be clear directional signals.

5.6.1.4. Bus/RV Parking Availability

Buses would discharge passengers at the existing, but improved bus drop-off point (EYP, 2002). Vehicular parking would occur off-site at the North James Street parking lot across the street, or at the James Street garage. The former can accommodate bus and RV parking. If the former is developed, buses and RVs might park in the Freedom Mall parking lot.

5.6.1.5. Traffic Circulation

Vehicular circulation to the site would not change from current access. Vehicles would be turning north on North James Street and then securing parking, just as they do in the No Action alternative. Improved signage planned by the NPS would lead to simpler traffic patterns and improved vehicular circulation in the area surrounding the Fort.

5.6.1.6 Cumulative Impacts

There are no parking or transportation infrastructure improvements planned in the immediate area and no other projects that would likely cause any long-term traffic or parking impacts. Some local construction projects may add to temporary, minor traffic congestion at times during the construction of the Center. Some of the planned improvements in signage should improve circulation around the Fort, making parking locations more identifiable. There are three bike paths under development but they are not expected to impact vehicular traffic or parking. Parking is adequate to accommodate the anticipated increase in Fort Stanwix visitation as well as future downtown improvements if the Willett Center is built.

5.6.1.7 Conclusion

The impact of the project on traffic and parking is expected to be minor. There is sufficient capacity in the road infrastructure and ample parking availability.

5.6.2 Impacts of No Action

There would be no change from the status quo and, therefore, no impact to or benefit to the Park's resources under the no Action alternative.

5.7 Local Land Use Planning Impacts

The potential land use impacts from the construction and operation of the Willett Center are:

- Possible temporary land use changes during construction
- Possible loss of municipal land use control from establishment or expansion of the park boundary
- Possible incompatibility of the use with surrounding land uses
- Possible changes in land value around the project area
- Possible conflicts with city zoning, comprehensive planning, or other regulatory land use control mechanisms at the Federal, regional, State or local level
- Possible conflict with potential proposed future development.
- Possible permanent displacement or alteration of existing land uses.

5.7.1 Impacts of Proposed Action

5.7.1.1. Land Use Impacts of Construction Activities

The land use in the area would remain commercial during construction. There should not be any temporary impacts on land use from construction activity.

5.7.1.2. Establishment of Park Boundary

Regardless of whether or not a visitors' center is built, the General Management Plan for Fort Stanwix is likely to recommend formal establishment of the park boundaries. This would be a separate process apart from development of the Willett Center, and would be an unconnected action.

5.7.1.3. Compatibility of Use with Surrounding Land Uses

The Willett Center would be a combination of an educational and research facility, museum, and recreational attraction. This type of use is compatible with and complementary to the retail, office and commercial uses in the CBD. It would decrease, however, the amount of open space in the CBD. The unofficial designation of the Fort grounds as the 'town green' would be affected to a minor extent since there would be less open lawn space in the downtown area. Apart from the building itself, the new Center's landscaping trees and other plants would continue to provide green space.

5.7.1.4. Changes in Land Value Around the Project Area

The Willett Center is expected to bring more people into the CBD. This could increase foot traffic to area businesses, and may lead to an increase in rental rates and land values. As there are only commercial uses in the area, any impact is expected to be minimal and beneficial.

5.7.1.5. Conflicts with Zoning, Comprehensive Planning, or Other Land Use Controls

The visitor center would be a permitted use under the Rome City Code. Since the Center would be on Fort grounds, the site would technically not be subject to zoning regulations. Regardless, the intended use is compatible with the city's land use ordinances.

5.7.1.6. Conflict with Potential Proposed Future Development

The proposed use would be compatible with recommendations in the Rome CBD Master Plan The City's plan to integrate the Fort into the CBD as the "town green." There would most likely be a positive impact on future development in the CBD if the Willett Center is constructed because the Center would enhance the cityscape, serve as a year round community attraction, and increase tourist visitation to the downtown area.

5.7.1.7. Permanent Displacement or Alteration of Existing Land Use

The Fort Stanwix site supports the objectives of the CBD Master Plan. However, constructing a visitor center on the Fort grounds would eliminate some of the open lawn space. This impact is expected to be minor and limited in extent.

5.7.1.8. Cumulative Impacts

No other local projects are anticipated to impact land use in the downtown Rome area.

5.7.1.9. Conclusion

There would be no land use changes or conflicts with zoning or land use planning caused by construction of the Willett Center on the Fort grounds and no impairment of the Park's resources would occur. The project will reduce some of the lawn space in the downtown area but this would be a minor effect. All of the other land use related impacts are expected to be beneficial.

5.7.2 Alternative 2: Impacts of No Action

5.7.2.1. Land Use Impacts of Construction Activities

There would be no construction under this alternative, so there would be no impact.

5.7.2.2. Establishment of Park Boundary

Regardless of whether a visitors' center is built, the General Management Plan for Fort Stanwix is likely to recommend formal establishment of the park boundaries. This would be a separate process from development of the Willett Center, and would be an unconnected action.

5.7.2.3. Compatibility of Use with Surrounding Land Uses

There would be no change in land use and no impact under this alternative.

5.7.2.4. Changes in Land Value Around the Project Area

Under No Action, visitation would likely decline, given current trends. Declining visitation could have a slightly negative impact on surrounding land values. This effect is likely to be limited in extent and minor in intensity.

5.7.2.5. Conflicts with Zoning, Comprehensive Planning, or Other Land Use Controls

There would be no change in land uses so no issue of consistency with existing land use ordinances.

5.7.2.6. Conflict with Potential Proposed Future Development

There would be no impact since nothing would be constructed.

5.7.2.7. Permanent Displacement or Alteration of Existing Land Use

There would be no displacement or alteration of existing land use and, therefore, no impact.

5.7.2.8. Cumulative Impacts

There are not expected to be any cumulative impacts.

5.7.2.9. Conclusion

Taking No Action would not affect land uses, zoning, or land use planning in the CBD. Although no impairment of Park resources would occur under No Action, without the Willett Center the NPS would not be able to achieve the fullest beneficial use of the Fort Stanwix NM consistent with protection of Park resources including the Park's museum collection.

5.8 Economic Impacts

5.8.1 Impacts of Proposed Action

The potential economics impacts from the construction and operation of the Marinus Willett Center are:

- Creation of short-term construction-related employment
- Generation of short-term local income and revenue from increased construction-related employment
- Creation of permanent employment due to expanded Park operations
- Generation of long-term local income and revenue from increased permanent employment
- An increase in retail sales tax revenues for the City of Rome
- An increase in bed sales tax revenues for Oneida County
- An increase in income and employment in Rome from increased development potential associated with the completed project
- An increase in recreational-based revenues in the area

5.8.1.1. Economic Impacts Due to Construction

Economic impact analysis estimates direct, indirect and induced effects of dollars from outside the region ("new dollars"), in this case Federal and State funds, being spent in the community. New money can be used to pay local wages to local workers and buy goods from local businesses. When an industry produces a good or service, it pays wages and benefits to workers and it pays to purchase inputs from its own supplier industries. These wages, benefits, and industry expenditures are the direct effects of the new money. When the supplier industries in turn increase their production to meet demand, the wages and benefits it pays its workers and the price it pays for its input goods and services are the indirect effects of the new money. When the workers from both these businesses in turn spend their wages in the community to buy food, go to movies, purchase a car, etc., the result are induced effects of the new money. Adding the effect categories together one can estimate the total economic effect of new money on a local economy. The economic impact of the new spending is a function of the diversity of the local economy, and how much is imported. The text box below explains the importance of local production in determining the local economic impact of a policy.

Capture Rate

When you purchase an item, some of the price goes to the producer of the good. For instance, when you purchase a car, some of the price you pay, say 60%, is returned to the assembly plant, which is usually located in a different state or country. Some of the price you pay, say 30%, becomes corporate profits and is held in out-of state banks and securities. The capture rate (also known as the ***regional purchase coefficient*** is the portion of the production that is 'captured' by local producers. Thus, an increase in demand for an item with a high capture rate tends to have a larger local economic impact than for an item with a low capture rate.

Lodging, food and beverage, recreation and personal and business services tend to have high capture rates. These businesses are labor intensive and many of the supplies are locally purchased.

The value-added components are important to consider when examining economic impact. The value-added is the value added to a product from local production. For instance, when a box of cereal is purchased in a supermarket, the supermarket only receives a portion of the price as profit. The actual costs to produce the cereal (e.g. the costs of the wheat, sugar, and other ingredients and the cereal company employee wages) were already expended by the time the supermarket puts the cereal box on the store shelf. When a consumer purchases the cereal, these costs go to the manufacturer, not the supermarket owner. What the supermarket owner gets to keep is the value-added by his or her employees (i.e. storage costs, employee wages for stockers and cashiers). This value-added is also used to pay rent on the supermarket building and to pay federal, state and local taxes. The components of value added are described in the text box.

Value-Added Components

There are four components of value-added:

1) Employee compensation: The before tax payroll costs (wages and salaries), including non-cash benefits and compensation.
2) Proprietary income: The before-tax income received by self-employed individuals.
3) Other property type income: The before-tax payments for rent, royalties and dividends.
4) Indirect business taxes: This component includes sales taxes, property taxes, fees, licenses and sales taxes paid by businesses. It does not include income or profit taxes.

When the term 'labor income' or 'labor compensation' is used in this report, it refers to the addition of employee compensation and proprietary income. Source: (Lindall and Olson, 2000)

To estimate the economic impacts from construction of the Willett Center, an economic impact model, IMPLAN, was used (MIG, 2002). The IMPLAN structural model was compiled

by aggregating information by zip code for the City of Rome. This means that only the impacts on the City of Rome's economy are estimated. Since zip codes do not always coincide with municipal boundaries, the actual affected geographic area is somewhat larger than just the City of Rome. For instance, the 2000 Rome population was 34,950 while the population of the IMPLAN area is 53,093.

The magnitude of the construction spending impacts depends largely on who is awarded the construction contract. The contract is awarded competitively and local and non-local firms would bid. There is no requirement for local content of the materials or labor. The higher the percentage of local suppliers, materials and labor, the higher the local benefits. The percent local content will also determine whether new jobs are created or merely existing workers used.

It is unlikely that a large portion of construction contracts will be awarded to Rome-based firms, simply due to the city's small size and the competitive nature of the construction industry. It is highly probable that the general contractor will not be locally based (in the City of Rome) but that some of the subcontractors will be. Hence, to estimate the impact on the City of Rome's economy, the percentage of the construction work awarded to local contractors is estimated to range from 2 - 10%. However, construction workers are likely to purchase food at local restaurants and shop in local stores on their way home from work. Depending on the origin of the firm, contractors might even have some of the employees stay in the community for days or weeks at a time, renting hotel rooms. Hence, a conservative estimate of local economic impacts would be that 2% of the construction expenditure is spent in the local economy, a moderate estimate would be 10%, and an upper end estimate would be 25%.

The cost to construct the project, including site improvements, building and interpretive exhibits, is estimated to be approximately $4,480,000. Of this total, $325,000 is allocated to Furniture, Fixtures and Equipment (FFE) and $100,000 to A/V Equipment. Both of these items are likely to be provided by specialty contractors located outside of Rome and the region. For purposes of estimating economic impacts, these costs are excluded . Of the remaining cost of $4,055,000, 12 percent is allocated to utilities and site improvements and 88 percent to the building itself. Included in these allocations are contingencies and construction management costs. A portion of the funding would be used to conduct archaeological investigations of the site, which would employ a nominal amount of local labor and purchases of some local materials.

Based on the IMPLAN analysis, the construction related economic benefits to the City of Rome's economy would be minimal (see Table 5.8-1). The number of jobs created temporarily within the city is estimated to be less than 10 in both scenarios. The existing labor pool should be able to meet this demand. It is unlikely that new jobs would be created in the city.

These impacts would represent less than a 1% increase in labor income, employment, indirect business taxes and other property type income. The increase in the number of jobs, income and revenue would be temporary, localized and minor. Even if the scale of analysis were increased to incorporate all of Oneida County and the Mohawk Valley region, the beneficial impacts on employment and labor income would be minor.

Table 5.8-1 Estimated Effects of Marinus Willett Center Construction Spending on Local Economy (in 1999 dollars)			
Construction Cost	$4,055,000		
	Percentage of Work Going to Local Contractors		
	2.0	10.0	25.0
Labor Income*	$42,000	$209,500	$473,500
No. Jobs (FTE)	1-2	6-7	14-15
Indirect Business Taxes**	$2,500	$12,500	$28,500
Other Property Type Income***	$8,500	$42,000	$94,600
Total Value Added	$53,000	$264,000	$596,600

* Labor income: Employee compensation plus proprietary income.
**Indirect Business Taxes: Excise taxes, utility taxes, other fines, fees and royalties to federal, state and local government.
***Rental income, business transfer payments (e.g. insurance, corporate gifts, interest)

The economic impacts of the center's construction are expected to be minor in magnitude, local and regional in extent, of short-term duration and beneficial.

5.8.1.2. Recreation Impacts Due to Construction

There would be some minor temporary impact on recreational activities at the Fort while the center is under construction. The main access walk to the Fort entrance from North James Street would still be usable, but a fence would be erected just south of it to restrict access to the construction area.

The construction period is estimated to last approximately one year. The Fort is closed from January through March, so this reduces the time of potential impact to nine months. Visitation is slow from April to early May and steadily increases until mid-June when visitation normally peaks. Led by school groups, on-site attendance in these two months accounts for one third of the park's annual tally. From mid-June to mid-August, family and tour groups dominate with 100-300 visitors each day. From mid-August through September, daily visitation drops below 100. In October, fall foliage and school groups boost total monthly visitation, particularly mid-month, to around 1,000. November and December are slow; some days have no visitation, although November has been a popular month for re-enactment groups.

Hence, any measurable impacts are likely to occur between May and October. Pedestrian access to the Fort entrance is likely to be inconvenienced. There may also be construction noise that affects the quiet contemplation of the Fort.
Construction of the center would also affect public gatherings that occur on the Fort grounds. This is the location of community concerts, America Days, and First Amendment gatherings. There should be no problem with sufficient space to safely hold these events on a smaller area near the construction site, but views may be obstructed, lawn space for sitting reduced, and access somewhat more difficult.

Historical re-enactors who use the Fort grounds would also be impacted by restricted access to the grounds. Public visibility and access to pedestrian paths are not as important to re-enactors as they are to visitors, since neither of these attributes are necessary to stage war or were extant historically.

The economic impacts of these minor disruptions of recreation activities during the center's construction are expected to be negligible.

5.8.1.3. Economic Impacts Due to Long Term Operation

There are five primary economic impacts of the interpretive center's operation: 1) creation of long term employment at the center; 2) generation of employment and income in the community from the center's operating costs; 3) generation of employment and income in the community from visitor spending; 4) revitalization of business activity in the CBD; 5) change in net revenues to taxing districts (i.e., the fiscal impact).

5.8.1.3.1. Creation of Long Term Employment at the Visitor's Center

Although plans have not been finalized, operation of the interpretive center should add approximately 15 year-round and seasonal workers, equivalent to approximately 10 full time equivalent (FTE) positions. Eight of these positions will be comprised of laborers and visitor use assistants with annual wages in the $20,000 - $25,000 range. One new position would be a curator, at an annual wage of $45 - $50,000. A museum technician would earn in the $30 - $35,000 range. Most of the laborers and visitor use assistants would be seasonal positions and would most likely be local hires, while the curator would not. The benefits package would increase the effective pay by approximately one-third.

The number of new jobs created at the center is an insignificant portion of the number of the 21,000+ jobs in the City of Rome.

Generation of Employment and Income in the Community from the Center's Operating Costs

The center's operation, including the ten FTEs, would require a total cost of approximately $410,000 annually, including the value of benefits. Using IMPLAN, it is estimated that this increase in spending would generate an additional 3 – 4 jobs to the local economy. All total, operation of the center would add 13 – 14 jobs to the local economy and labor income of about $395,000. This is a negligible increase in the $618 million labor income in the City of Rome.

5.8.1.3.2. Generation of Employment and Income in the Community from Visitor Spending

Visitor Spending

Visitation projections for Fort Stanwix are detailed in Section 5.4 on Visitor Use and Experience. The MGM2 model established for the National Park Service provides a number of ways to establish spending profiles for a historic park (MGM2, 2001; MGM2, 2000). The spending profile gives the average amount spent within a set of 12 spending categories for a given subgroup, or segment, of visitors on a party-night basis. A party-night is defined as one party staying one night in the area. A party is defined as all of the people traveling in a single vehicle or staying in a single room or campsite (MGM2, 2000). A party is defined as two people for this analysis.

To develop spending estimates for Fort Stanwix, generic profiles or spending were developed from visitor surveys at similar national parks. The generic spending profiles represent averages across a range of parks, reflecting low, medium, and high spending patterns at different historic sites and parks. The historic site spending profiles were used since they are most appropriate to Historic Monuments, which are more likely to be located in cities.

In selecting the low and medium spending levels for evaluation, several factors were considered including local prices, opportunities for spending both inside and outside the Fort, and the characteristics and types of visitors (including income levels). Higher spending profiles are generally associated with more affluent visitors and park activities or programs requiring additional expenditures (for example, special gear for caving or rock climbing).

Ultimately, three spending profiles were used for Fort Stanwix:

- A generic historic park, low spending profile,
- A generic historic park, medium spending profile, and
- An adjusted spending profile, based on the generic historic park, medium-spending profile.

The adjusted spending profile assumes the current distribution of business types within the CBD. It is a conservative estimate because it assumes that no new businesses would open. If more tourist-related businesses were to open up in the CBD, it is highly probable that the spending profile would have to be adjusted up.
All three profiles estimate the average spending per day for local day users, non-local day users, overnight visitors staying in motels, and overnight visitors staying with friends and relatives, based on visitation data previously described. Spending categories include lodging, food, transportation, admissions and fees, and other retail spending. In all scenarios, the highest levels of spending are generated by overnight visitors staying in motels due to the additional cost of lodging.

Total direct spending was calculated for each level of visitation based on the estimates previously derived from the visitor data. These profiles are on a per-party rather than per-person basis, so an adjustment had to be made to account for an assumed average party size of two persons for each of the visitor subgroups. A summary of the spending levels for each profile, based on 1999 visitation levels, is shown in Table 5.8-2.

Table 5.8-2. 1999 Summary of Spending Profiles for Fort Stanwix Visitors (in 2002 dollars)

	Generic Profile, Low Spending Level		Generic Profile, Medium Spending Level		Adjusted Medium Spending Profile	
Type of Visitor	Average Spending Per Day	Total Spending	Average Spending Per Day	Total Spending	Average Spending Per Day	Total Spending
Local Day User	$16.56	$147,249	$23.69	$210,649	$20.50	$182,315
Non-Local Day User	$36.19	$158,331	$51.73	$226,319	$43.99	$192,452
Overnight Visitors in Motels	$96.43	$54,435	$137.74	$77,754	$119.85	$67,654
Overnight Visitors Staying with Friends/Relatives	$35.01	$9,890	$50.00	$14,125	$41.89	$11,834
Total, All Categories	-	$369,906	-	$528,847	-	$454,255

As indicated by the table, the total direct spending based on 1999 visitation levels ranges from $369,906 (Generic Profile, Low Spending) to $528,847 (Generic Profile, Medium Spending). Based on characteristics of the three proposed visitor center locations and the proximity of retail establishments, it is believed that the Adjusted Medium Spending Profile reflects the North James Street.

Spending by visitors to the center in the region would have beneficial economic and fiscal impacts for the City. Once a person has visited the Center it is much more likely that he or she will visit other heritage tourism sites in the region, spending money on services that have a high capture rate (i.e. food and beverage, and lodging). The average length of stay at the Willett Center is expected to be two hours, so it is uncertain whether or not visitors will remain in the City of Rome, or will go to other attractions outside the City. For non-resident visitors, there is a possibility that they will lodge in Rome. Since they might be visiting other attractions, it is also possible that they will stay elsewhere in the region. The most likely expenditure in the city is purchase of a meal. This meal would tend to be lunch for most visitors, although it could be dinner for attendees at special events. School children that visit the site are not likely to eat in a local restaurant, but bring a bag lunch. If the person visiting the park is a local resident, any spending on the visit to the park is not new money to the area and will not be counted as new spending attributable to the Fort.

These projections are considered to be conservative in that they do not include any change in the distribution of visitors by visitor types. If the Fort were to become more widely known and more visitors came from outside the 50-mile region, the number of overnight visitors could increase. The projections also do not include any impacts felt outside the City of Rome, especially in Oneida County. The economic impacts of visitor spending are projected for a stabilized year visitation level of 29,000, and in 1999 dollars (See Table 5.8-3):

Table 5.8-3 Estimated Total Annual Economic Impact of Non-resident Visitor Spending in City of Rome, in 1999 dollars

Jobs	2.9
Labor Income	$49,903
Value Added	$79,170

In addition to these economic benefits, revenue would accrue to the state from the increased collection of sales tax. However, it is not possible to forecast how much of this money would be new to the state, and how much would be money spent by New York residents on other taxable items in New York State. The assumption is that money spent on traveling to Rome from other parts of the state is disposable income and it is likely to be spent on some type of taxable good.

5.8.1.3.3. Revitalization of Business Activity in the CBD

Fourteen Rome business owners were surveyed as part of the CBD business inventory process and were asked how they thought the addition of the visitor center would impact their business, or downtown in general. Of those:

- 6 (43%) said it would increase their sales.
- 3 (21%) said it might increase pedestrian traffic to the area, but would not significantly affect their sales.
- 5 (36%) thought it would have no significant impact on their particular business.

Many of these businesses provide goods and services to Fort visitors, and are in the Lodging and Eating Establishment industries. Several of the businesses surveyed felt that the most significant

impact of the visitor center would be to increase the availability of information about the Rome area and area businesses.

To determine how other communities with urban visitor's centers have fostered business development, telephone surveys were conducted with seven historic sites that maintain visitor's centers. Three of the sites are operated by the National Park Service: the Harpers Ferry National Historical Park, the Salem Maritime National Historic Site, and the Springfield Armory National Historic Site. The Fort Mifflin National Historic Landmark and Stage Fort Park and Welcoming Center are both owned by municipalities; however, the gift shop at Fort Mifflin is operated by a non-profit organization, and the center at Stage Fort Park is operated by the Gloucester Office of Tourism. The Oriskany Battlefield State Historic Site is owned and operated by New York State. The Lexington Visitor's Center is owned and operated by the Lexington Chamber of Commerce.

Most of the visitor's centers surveyed are located either on the historic property itself, or in close proximity. The only exception is the Salem Maritime NHS visitor's center, located approximately ten minutes from the monument. The majority of the centers receive event-planning support from the communities in which they are located. Often the collaboration involves park management and private organizations operating within the municipality, such as the local tourism office or convention and visitor organization. Such is the case with both the Stage Fort Park and Welcoming Center and Harpers Ferry NHP. These centers have obviously developed cooperative relationships between the park and municipal or private entities that prove beneficial to business retention and development. Many visitor's centers affiliated with historic sites also contribute to the local economy by making direct referrals to local restaurants, shops, and accommodations and/or providing brochures about the community.

Regardless of their affiliation, it would appear that one way an historic site could garner more community support is to be included in the municipality's long-range development plan. This would foster formal avenues of communication between administrators of the site, municipal leaders, and the public. However, this seldom seems to happen, as evidenced by the interviews.

The development of the Willett Center would likely increase sales at existing CBD businesses and attract new ones to the area. CBD business owners surveyed for this report indicated that development of the Willett Center would significantly and positively affect their business. None of the business owners believed that there would be any negative impacts resulting from the visitor's center. The retail establishments, however, particularly those on West Dominick Street, noted that special events held at the Fort have actually caused a slowdown in business, due to people participating in the event rather than shopping.

5.8.1.3.4. Fiscal Impact

For the purpose of estimating the fiscal impacts of building the Willett Center it was assumed that the city would receive increased revenues associated with the construction and operation of a Kentucky Fried Chicken on the North James Street site and that city revenue losses would be limited to the elimination of water and sewer fees at the existing KFC site.

Based upon the business inventory, business survey results, and projected Fort attendance and direct visitor spending, the fiscal impact on the City of Rome and all taxing jurisdictions from operation of the Willett Center was determined for the ten-year period 2005 to 2014. The analysis included all municipal property tax, sales tax, and public service fee revenues and is based on information provided by the City Assessor and Treasurer, including:

- Direct and indirect City sales tax revenue (2%)
- Direct and indirect County sales tax revenue (2%)
- County Bed Tax revenue (3%)
- Water and sewer fees
- Garbage collection fees
- Property tax revenue

The following additional analytical assumptions were made:

- Bed tax revenues were based on the assumption that 4% of annual in-Fort visitors stay overnight. These overnight visitors spend an average of $65 per night and Oneida County receives 3% of these monies.
- The water and sewer fees collected were estimates obtained by the City Treasurer totaling $1,900 in 2005 and growing at 3% per year.
- It was assumed that the additional metered parking revenue would remain the same.
- The long-term annual inflation rate of 3% is used to project future revenues and expenditures.
- Revenues attributable to building the Willett Center were limited to sales taxes, bed tax revenues, and water and sewer charges. There were no assumed losses of revenues or municipal expenses associated with the proposed use.
- Sales tax revenues generated directly and indirectly as a result of visitor spending were estimated based on the Historic Site, Medium Spending Profile described earlier in this report, given the proximity of the site to the CBD.

The tax rates used were $18.40 per $1,000 of assessed valuation City, $7.28 per $1,000 County, and $21.78 per $1,000 school.
The fiscal impacts are summarized in Table 5.8-4.

Table 5.8-4. Summary of Fiscal Impact of Developing the Willett Center on the Fort Stanwix Grounds Site (2005-2014)

Revenues	
Subtotal, Additions	$742,536
Subtotal, Subtractions	$21,781
Total Revenue Change	$720,755
Expenses	
Subtotal, Additions	$0
Subtotal, Subtractions	$0
Total Expenses Change	$0
Impact on Total Local Finances	$720,755
Impact on City Finances	$296,326

This fiscal impact is considered to be long-term, regional (i.e. the county level) and localized (i.e. the city level), negligible (in comparison to total state and county revenues) and beneficial.

5.8.1.4. Recreation Impacts Due to Operation

Development of the Willett Center should have a beneficial impact on Rome and Mohawk Valley recreational attractions. Area residents and visitors would benefit from improved interpretation of local historic and cultural resources. The reader is referred to the discussion of visitation trends for a description of the causes of the increased visitation.

Besides serving as a visitors' center for the Fort, it will provide information about the greater region, including other attractions in Rome, the Mohawk Valley and the Northern Frontier. Moving the administrative and offices out of the Fort structure will improve the integrity of the Fort experience.

There Willett Center's location will continue to have adverse impacts on community gatherings, but less so than during construction. First amendment gatherings might still occur in front of the earth berm in front of the visitor's center, but in all likelihood they would not be permitted there because having protestors in front of a visitor's center is not a good way to make visitors feel comfortable. The space along Black River Boulevard south of the Fort entrance and the space on North James Street north of the Fort Entrance path are the most likely alternate locations for community gatherings and concerts.

Historical re-enactors who use the Fort grounds would also be adversely impacted by construction of the Willett Center on Fort grounds. No longer would the grounds be restricted solely to the Fort. There would be another building on site. The magnitude of this impact is expected to be negligible, however, since development already encroaches on the Fort grounds from all sides – it is in an urban location.

The recreation impacts of the center's operation are expected to be moderate to major in magnitude, local and regional in extent, of long-term duration and beneficial.

5.8.1.5. Cumulative Economic Impacts

Cumulative economic impacts are most likely to occur in the recreation industry. There are active preservation efforts underway in the region to preserve Revolutionary War sites and promote heritage tourism. These projects combine heritage tourism, local planning initiatives and historical interpretation. The cumulative effect should be to increase visitation to area attractions, including Fort Stanwix. The construction of the Willett Center, combined with the projects described below would benefit local residents and visitors with improved interpretation of local historic and cultural resources.

Northern Frontier

The Northern Frontier is a ten county area in north-central New York State, extending from Syracuse and Oswego on the west to Albany on the east. It parallels the New York Thruway and borders Adirondack Park. Rome is included in the region. The National Park Service recently completed a Special Resource Study on the region, discussing the region's import in the French and Indian wars, the Revolutionary War and the War of 1812 and documenting over 190 sites

that contribute to the historical significance of the region. The Marius Willett Center would interpret the history of the Northern Frontier, in addition to the Revolutionary War (O'Connell, 2002).

Erie Canal

The New York State Canal Corporation oversees the New York State canal system. In 1995 an advisory commission completed an economic development and land use plan for the system. The Canalway Trail includes the state-owned land along the canal system (Sloan, 2002). A Special Resources Study on the Eire Canal was completed by the National Park Service in 1998 (O-Connell, 2002). In December 2000, the Erie Canalway National Heritage Corridor was established by Congress to identify, preserve, promote, maintain, and interpret the historical, natural, cultural, scenic, and recreational resources of the 524 mile Erie Canalway. A Canalway Plan will be prepared over the next three years. The project is still in the start-up stage. The city of Rome and Fort Stanwix are included within the boundary of the heritage corridor.

Mohawk Valley Heritage Corridor

The Mohawk Valley Heritage Corridor, which was established by the New York State Legislature in 1994, stretches 130 miles from the Hudson River to Oneida Lake, and traverses eight counties. According to the Interpretive Plan, the Marinus Willett Center would be one of four gateway centers to the corridor (Mohawk Valley, 2001). The plan includes coordinated directional signage, touring guides, and tourism promoter (Mohawk Valley, 2001; Bliven, 2002). One of the signs has been installed at the Erie Canal Village. Installation of other signage in Rome is being discussed (Bliven, 2002).

Route 5 Bike Path

A statewide canal bike trail built between Oriskany and the village of Stanwix will be extended up Route 233 to Route 69/Erie Boulevard (Alarie, 2002).

North Country National Scenic Trail

This trail is a portion of the North Country Trail, a hiking trail that will eventually extend from the New York/Vermont border to North Dakota. Not all portions of the trail have been completed. Operation of the trail is coordinated by the National Park Service, in partnership with the Finger Lakes Trail Conference and the North Country Trail (NCT) Association in New York State. The proposed trail would extend the Finger Lakes Trail through Rome and the Adirondack Mountains. The current trail ends at the Delta Lake State Park north of Rome and picks up west of Rome in Canastota. The exact path through Rome is not yet known.

5.8.1.6. Conclusion

The economic impacts from construction and operation of the Willett Center on the Fort Stanwix grounds are tabulated in Table 5.8-5. They do not include quantified benefits of revitalization of business in the CBD.

Table 5.8-5. Summary of Local Economic Impacts from Operation of the Marinus Willett Center on the Fort Grounds

	Jobs	Income*	Value Added**	% of Value Added
Short-Term Impact				
Construction***	6-7	$209,500	$264,000	100.0
Total	6-7	$209,500	$264,000	100.0
Long-Term Impacts****				
Visitor Spending	2-3	$49,903	$74,170	13.1
Operating Budget	18	$394,756	$493,044	86.9
Total	20-21	$444,659	$567,214	100.0

*Includes employee wages and benefits, and income received by self-employed persons.
**Includes employee wages and benefits, income received by self-employed persons, other property income (interest, rents, dividends and profits), and indirect business taxes (excise, sales and bed taxes).
***Assumes 10% of construction work goes to local contractors.
****These are projections for a stabilized year, in 1999 dollars.

It is assumed that the city would receive additional tax revenue from development of the North James Street parking lot site. The city would receive an additional $112,545 in revenue and the county would receive an additional $240,415.

Overall, the economic impacts of the Willett Center's operation are expected to be minor in magnitude, local and regional in extent, of long-term duration and beneficial.

5.8.2 Impacts of No Action

5.8.2.1. Economic Impacts Due to Construction

There would be no construction under the No Action alternative and, hence, no economic impacts from construction.

5.8.2.2. Recreation Impacts Due to Construction

There would be no construction and, hence, no recreation impacts from construction.

5.8.2.3. Economic Impacts Due to Long Term Operation

There would be no change in long-term employment or income since no additional employees would be needed and operating costs for the Fort are expected to continue at their current level. There would be a decline in visitor spending, and a nominal decline in sales and sales tax collected by the City and County. The number of jobs and labor income could also decline by a nominal amount.

Overall, the economic impacts are expected to be minor, long-term, localized and regional and adverse.

5.8.2.4. Recreational Impacts Due to Operation

Under Alternative 2, there would be no change in recreational facilities at the Fort, and visitation would likely continue to decline as described in Section 5.4. Thus, there would be no recreational impacts.

5.8.2.5. Cumulative Economic Impacts

There would be no cumulative economic impacts since there would be no project.

5.8.2.6. Conclusion of Economic Impacts

There would be no change in employment or income in the City of Rome under this alternative. Economic and fiscal conditions might even worsen, by an insignificant amount, given the decline projected in the number of Fort visitors. A decrease in visitation could adversely impact the businesses that derive a moderate portion of their customers from Fort visitors (e.g. Quality Inn, Downtown Café, and Dollar Tree). Declining sales at these businesses would mean lower sales tax collections by the City and County, and lower bed tax collections by the County.

5.9 Social Impacts

5.9.1 Impacts of Proposed Action

Social impacts were evaluated using a comparative method (Burdge, 1995; ICGPSA, 1995). The potential for social impact is based on comparing existing social conditions with those that would reasonably be expected to occur following implementation of the Proposed Action. That is, the likely changes that may be caused by the proposed action are compared with the social setting as it currently exists. An impact is defined as a change (either quantitative or qualitative) in some aspect or characteristic of the socioeconomic environment. Any resulting impacts identified are then evaluated as to whether they may have a significant adverse or beneficial consequence for the local community.
Impacts to the local population under this alternative would not be anticipated. The proposed location for the Willett center is open space on the existing Fort grounds. There are no residents on the immediate site. The nearby neighborhoods support a resident population of 191, all of which are separated from the actual site location by the monument grounds, roadways, or downtown commercial structures. Local populations would not be expected to experience any direct effects associated with the center outside of temporary construction related effects.

Because the site designated under this alternative is existing open space, the presence of the Willett Center would substantially alter the visual character of the surrounding area. However, the Fort grounds contain a number of existing structures, some located in the immediate area of the proposed center site. Construction of the center would not introduce a structure that was significantly out of character with the existing environment of the Fort Grounds. Since the Ft. Grounds are currently used as a tourist and recreational site for the community, the presence of additional pedestrian and vehicular traffic is also not out of character with current site uses.

The proposed project would have a generally beneficial impact for the local community, and specifically for the future redevelopment of the Central Business District of the City of Rome. The primary benefit to the community is the Willett Center's potential to contribute to the greater utilization of the resource presented by the Fort Stanwix National Monument as a recreation/tourist site and as a stimulus to existing redevelopment efforts in downtown Rome.

The closing of Griffiss Air Force Base, as well as other industry losses over the past two decades, has resulted in a general loss of population and a substantial reduction of economic activity in the city's central core. In addition to providing additional cultural resources to the local community through expanded exhibit areas, interpretative spaces and an education center, the proposed center also represents an enhanced public space that will serve to attract additional visitors to the monument and draw those visitors into the surrounding downtown core.

The presence of a diverse visitor population and the associated spending in the local community offers a unique stimulus to other commercial, retail or non-profit groups to relocate to the Central Business District or to continue existing operations in the area; thereby furthering the goals of the City of Rome CBD Master Plan and Consolidated Plan, 2000-2004.

Because the proposed project is not large in scope, a number of potentially adverse effects, normally associated with larger construction projects would not be anticipated. However, there would be some temporary changes during the construction period in the immediately surrounding neighborhood. These may include minor noise disturbance and the loss of access to certain areas during the construction period. Groundbreaking for the center is anticipated to occur sometime in 2003 with completion of the project expected to occur one year later. Although these temporary construction impacts cannot be avoided, they would be of relatively short duration and can be substantially mitigated during the construction process with little or no actual inconvenience to surrounding businesses or residents.

Also during construction, accommodation for a small number of temporary workers from outside the community may be necessary for short periods of time. The anticipated number of workers and the duration of their stay in the local community would not be expected to place any noticeable strain on local accommodations, services or resources. Per Diem and lodging expenditures by these workers also represents a potential beneficial effect on the economy of the Rome community.

5.9.2 Impacts of No Action

Under the No Action Alternative, no change in the existing social characteristics of the affected community or neighborhoods would be anticipated. There would be no effect, either beneficial or adverse, on the local population or the community setting and character of the area immediately surrounding the Ft. Stanwix monument. A potentially adverse effect may be associated with the loss of opportunity to optimize the use of the resources represented by the monument as a stimulus to future development of the downtown core of the City of Rome.

5.10 Visual Impacts

Both temporary and long-term changes to the aesthetic characteristics of the Park would be expected as a result of the Proposed Action.

5.10.1 Impacts of Proposed Action

5.10.1.1 Construction Impacts

Constructing the Willett Center on the Fort grounds would temporarily affect views of the Park. The construction site would encroach upon the clear sightline of the Fort from the intersection of North James Street and Erie Boulevard towards the Fort. Construction machinery will be highly visible from the intersection and to visitors walking to the Fort entrance, and pose a sharp contrast between the historic structure about to be entered and the modern day construction activity. The impact is expected to be short-term, localized, and minor.

5.10.1.2 Operation Impacts

Once the building has been constructed, the presence of the Willett Center would substantively change the current, predominantly open-space setting of the Park. The loss of lawn space and the newly installed landscaping trees and plants would somewhat restrict the open vistas from the grounds southwest of the Fort. Offsetting any of these minor impacts would be the benefits of a design that ties the Fort grounds more closely with the local Cityscape and that serves as a focal point for travelers entering downtown Rome. The visual impacts anticipated from operation of the Willett Center on the Fort grounds are expected to be localized, long-term, minor to moderate (depending on design) and both adverse and beneficial.

5.10.1.3 Cumulative Impacts

Because the Willett Center will enhance views of the Fort grounds and the downtown cityscape, it should be cumulatively beneficial when viewed in the context of existing buildings and other urban structures and streetscapes and would presumably serve as one of the local design benchmarks for future projects in that portion of downtown Rome.

5.10.1.4 Conclusion

Construction of the Center on the Fort grounds would add a modern element to what are primarily green space and a massive low profile wooden reconstruction, which now contrast sharply with the surrounding mix of modern business, residential and public structures. This modern element would more closely tie the Fort grounds to the downtown cityscape. The Center would likely serve as a keystone element for further downtown development, almost certainly for any development on the parking lot site directly across North James St. No impairment of Park resources would occur because of these visual changes.

5.10.2 Impacts of No Action

5.10.2.1 Construction Impacts

There would be no construction under this Alternative and, hence, no visual impacts.

5.10.2.2 Operation Impacts

There would be no alteration in the current operation of the Fort so visual resources would not be affected.

5.10.2.3 Cumulative Impacts

The No Action alternative would not have a cumulative impact on visual resources.

5.10.2.4 Conclusion

There are no impacts on the site's aesthetic resources under the No Action alternative.

5.11 Noise Impacts

5.11.1 Impacts of Proposed Action

Noise impacts resulting from the Proposed Action fall into two categories: 1) temporary impacts, or those associated with construction of the Willett Center, and 2) long-term impacts, or those associated with the operation of the center. These latter effects are primarily due to noise emanating from vehicles as a consequence of visitation to the center and the center's staffing.

5.11.1.1 Construction Impacts

Under the Proposed Action, noise generated from construction activities could cause temporary, minor impacts to visitors to Fort Stanwix, Park staff, nearby businesses, residences, and sensitive receptors, such as the church and senior citizens center. Noise levels at the source (construction equipment at the building site) may reach in excess of 90dB for short periods during the workday. The noise may be an annoyance to visitors and Park staff transiting to and from the Fort as they walk near the construction site, but noise levels would not likely be loud enough to disrupt activities within the Fort. The distances (400ft to 700 ft) to nearby businesses, residences, and sensitive receptors, as well as intervening terrain and the receptor structure's walls would attenuate the construction noise. These factors should diminish noise to the normally acceptable range (60dB to 65dB) for those receptors.

Since more visitors tend to visit Fort Stanwix on weekend days rather than on weekdays, noise impacts on visitors would be minimized by requiring that the use of high noise level construction equipment occur on weekdays only (Monday through Friday), and only during business hours. This would also eliminate impacts to church goers, weekend shoppers, and local residences on the weekends.

5.11.1.2 Operation Impacts

Once the center is in operation, there would be some additional traffic noise along streets used by visitors and staff who arrive by car or bus. However, given the existing ambient noise conditions along the busy commercial corridors surrounding Fort Stanwix, such an increase in long-term traffic noise is likely to be negligible to minor.

5.11.1.3 Cumulative Impacts

Cumulative impacts on noise could result from other noise-generating activities, such as other construction projects, occurring in the vicinity of the Willett Center that would increase noise levels to much higher levels than those identified as resulting from construction of the Willett Center alone. Since only the construction phase of the Willett Center is expected to generate high noise levels, for significant cumulative noise impacts to occur, other projects would have to be occurring at the same time as Willett Center construction. In addition, the other projects would need to be occurring within a radius of the Willett Center site small enough to affect the same receptors as noise generated from Willett Center construction.

Other projects that are currently occurring or projected to occur around Fort Stanwix are listed in Section 5.1 of this EA. Some of these projects are planned in the areas close to the Willett Center site, and could affect the same receptors as noise from Willett Center construction. However, very few of these projects would require the use of large equipment or activities that would generate high noise levels. The projects most likely to have cumulative noise impacts would be the projected improvements to Fort Stanwix requiring construction activities that are listed in its Master Plan. If such construction activities were to occur at the same time as Willett Center construction, it is possible that noise levels reaching nearby sensitive receptors and businesses would be disruptive. To reduce the potential for this impact, the NPS would plan Willett Center construction activities to occur at different times than high noise-generating construction projects in the immediate vicinity.

5.11.1.4 Conclusion

Construction of the Willett Center could result in temporary, minor noise impacts on visitors to Fort Stanwix, nearby businesses, surrounding residents, and nearby sensitive receptors. However, since the NPS would require that the use of high noise level construction equipment be restricted to weekdays only during business hours, adverse noise impacts associated with construction would be reduced in intensity. Negligible, localized, long-term noise impacts during the operational phase of the center would result from any increased traffic around the site due to increased visitation. Temporary construction noise and long-term traffic noise would not constitute an impairment of Park resources.

5.11.2 Impacts of No Action

Under Alternative 2, no construction would occur. No additional activities would occur to increase or decrease current noise levels; existing noise levels and patterns would continue.

Chapter 6
Consultation and Coordination

To ensure that the Park and its programs are coordinated with the programs and objectives of State, Federal, and local governments and private organizations, it is the Park's objective to continue to work with these agencies and organizations during the planning process.

6.1 Consultation and Coordination for the EA

Consultation and coordination have occurred with numerous agencies during the preparation of this EA. . Table 6-1 lists the agencies and organizations contacted for information, which assisted in identifying issues, developing alternatives, and analyzing impacts of the alternatives.

Table 6-1. Agencies and Organizations Contacted

Agency/Organization
NYS Congressional Delegation
City of Rome
The Oneida Nation
Oneida County
NYS Office of Parks, Recreation & Historic Preservation
US Housing and Urban Development Administration
Greater Rome Chamber of Commerce
State of New York Mohawk Valley Heritage Corridor
Northern Frontier Project, Inc.
Oneida County Convention and Visitors Bureau
Rome Historical Society
The Oneida County Economic Development Enterprises Corp.

6.2 Consultation and Coordination with Native Americans

6.2.1 Native American Interests Related to Fort Stanwix

Fort Stanwix National Monument has been identified as an ethnographic resource important to nations of the Iroquois Confederacy, particularly the Oneida Nation and possibly other Indian tribes (Bilharz and Rae, 1998) (Bilharz, 2002). Members of the Iroquois Nation, and other American Indian groups, served in and around Fort Stanwix during both the French and Indian and American Revolutionary Wars. The site is also important because the Oneida Indians in the 1750s gave permission to the British to build Fort Stanwix. The fort was the site of several treaty signings between the British and Indians, and later between the United States and Indians, that set precedents for land conveyances and Native American relations. In addition, the site is important to the members of other ethnic groups whose ancestors comprised the citizenry or soldiery that fought in the Mohawk Valley during the wars of colonization and independence.

The site of Fort Stanwix NM is also an ethnographic resource of substantial symbolic importance to the members of the Iroquois Confederacy, particularly the Oneida Indians in whose homeland it lies. For the Oneidas, who sustained trading and military relationships with the fort's occupants, the fort site itself is of primary significance. For other traditionally associated Indian tribes, Fort Stanwix is most significant in association with Oriskany Battlefield and the greater Mohawk Valley.

Current management practices at Fort Stanwix National Monument currently exceed minimum standards for ethnographic resource protection. A Place of Great Sadness: Mohawk Valley Battlefield Ethnography (Bilharz and Rae, 1998) which addresses the significance of Oriskany Battlefield to contemporary Iroquois descendants of the combatants, also links the battlefield site, currently under state and private ownership, to Fort Stanwix NM. The National Park Service has completed a supplemental investigation of Mississauga and other non-Iroquois associations with the park and Oriskany Battlefield (Bilharz, 2002). National Park Service-sponsored research has been augmented by information from the Oneida Nation of New York, which conducts its own studies. Aided by these information sources, the park is continuing consultations with Federally-recognized tribes in the United States to support the park's preservation, interpretive, and visitor outreach efforts.

The park has started to establish communication and relationship protocols with the various Iroquois nations, particularly the Oneida Nation in whose territory Fort Stanwix was built. Aided by these information sources, the park is continuing consultations with Federally-recognized tribes in the United States to support the park's preservation, interpretive, and visitor outreach efforts.

In May 2002, the National Park Service signed a formal General Agreement with the Oneida Nation of New York to promote mutual cooperation and assistance with resources protection, interpretation, and public relationships. This agreement supplements and reinforces agreements in place between the Oneida Nation and the United States and its Departments or Bureaus since

the early founding of the country, and seeks to keep and polish the "Covenant Chain" between the two nations.

Members of the Oneida Nation have been consulted, under the terms of the Native American Graves and Repatriation Act of 1993 to determine if any of the archeological collections at the fort are important to them. Consultations are continuing but no collections important to the Oneida have been identified to date.

Not all traditionally associated groups derive cultural significance directly from their progenitors' relationships to the 18th century fort. As known to date no present day residents of Rome trace their ancestry to the fort period (though others in the region may). Yet, recent public meetings underscore the strong sense of local "ownership" attached to the site as a central location within the City of Rome, irrespective of its national significance. As demonstrated by the history of interactions between the National Park Service and the local community, the establishment of Fort Stanwix National Monument and subsequent fort reconstruction substantially altered the physical and psychological landscape of downtown Rome especially for longtime residents. A study of community memory, which might include the memory of structures and activities located on and/or adjacent to the site prior to the fort's reconstruction, could establish the parameters of lost or remaining culturally significant resource(s) from the perspective of longtime Rome residents.

6.2.2 Required Consultation with Federally Recognized Indian Tribes

In 1993, President Clinton signed a memorandum for the Heads of Executive Departments and Agencies titled "Government-to-Government Relations with Native American Tribal Governments." The most important principle outlined in this memorandum states:

> Each executive department and agency shall consult, to the greatest extent practicable and to the extent permitted by law, with tribal governments prior to taking actions that affect federally recognized tribal governments. All such consultations are to be open and candid so that all interested parties may evaluate for themselves the potential impact of relevant proposals.

This was followed by Interior Secretary Babbitt's 1993 Order 3175, "Departmental Responsibilities for Indian Trust Resources" and the National Park Service's 1995 "Carrying Out the Government-to-Government Relationship with American Indians and Alaska Natives in the National Park Service".

This National Park Service guidance document defines the government-to-government relationship as based upon the sovereignty of Indian nations rooted in the Constitution, treaties, federal statutes and decisions of the Supreme Court. Since official relations between Federal agencies and American Indian tribes are to be conducted on a government-to-government basis, and since tribal governments have powers separate from those of State and local governments, the National Park Service will do the following:

1. Ensure that the national and field leadership interacts directly with tribal leaders.

2. Collaborate and cooperate with tribal governments and their representatives regarding National Park Service activities and programs.
3. Request tribal governments identify formal and informal points of contact to represent them.
4. Develop in consultation with tribal governments mutually acceptable protocols to guide activities conducted on a government-to-government basis.
5. Ensure that central office officials, field and program managers, and other key staff meet National Park Service commitments to carry out relations with Indian tribes.
6. Encourage tribal governments and their representatives to participate in National Park Service programs that affect tribes and work with tribes in activities associated with planning, interpreting, and protecting park resources.

In addition, this guidance states that the National Park Service will consult with the governments of American Indian groups on matters of mutual concern and interest. It states that the National Park Service will educate its employees in the principles of tribal sovereignty and the government-to-government relationship and that the active participation of tribal governments in this training will be sought. The National Park Service will also provide technical assistance, as feasible and appropriate, to tribes for activities of mutual concern and benefit. Lastly, the National Park Service guidance supports the development of partnership agreements with the governments of American Indian tribes to work together and exchange information of mutual interest for mutual benefit.

Finally, Section 8.5 of the Draft Management Policies of the National Park Service states:

> The Service will regularly and actively consult with traditionally associated native American individuals or groups regarding planning, management, and operational decisions that affect subsistence activities, sacred materials or places, or other ethnographic resources with which they are historically associated.

6.2.3 Communications with Federally Recognized Indian Tribes

At Fort Stanwix National Monument, prior to 1992, there were minimal contacts by the park superintendent with federally recognized Indian tribes. The first superintendent, Lee Hanson, maintained some contact with the Oneida Nation of New York. The second superintendent, Bill Jackson, expanded that contact to other tribes, and his main achievement was to commemorate the 200th anniversary of the Treaty of Fort Stanwix in 1984 and successfully gained the participation of a number of tribal chiefs. In 1992, however, there were no ongoing communications.

The historical record of the fort, the events that happened there, and of the National Park Service development of the park, clearly signaled a need to explore the fort's connection with the tribes. In 1993, the expanded economic activities of the Oneida Nation of New York as they opened the first casino in New York State further encouraged developing communications with Indian tribes. The National Park Service subsequently funded an ethnographic study to learn about the past, present, and future connections of the Iroquois tribes in the US and their counterparts in Canada with Fort Stanwix and Oriskany Battlefield. This study, completed in 1998, discussed

these connections, built very important bridges with nine federally recognized tribes and made recommendations pertinent to Fort Stanwix National Monument planning and operations.

The federally recognized tribes (reference to tribal names follows Bureau of Indian Affairs convention) that Fort Stanwix National Monument may communicate with concerning the Willett Center are:

- Cayuga Nation of New York
- Oneida Nation of New York
- Oneida Tribe of Wisconsin
- Onondaga Nation of New York
- St. Regis Band of Mohawk Indians of New York
- Seneca-Cayuga Tribe of Oklahoma
- Seneca Nation of New York
- Tonawanda Band of Seneca Indians of New York
- Tuscarora Nation of New York

Fort Stanwix National Monument staff also talk with associated Iroquois groups such as the Haudenosaunee Grand Council made up of the traditional leaders of the Iroquois tribes (except for the Oneida Nation of New York) and the Cornplanter Descendents Association. Park representatives also conduct occasional discussions with Canadian First Nations.

Consultation with Federally-recognized Indian tribes proceeds at the same levels as those with the NYSOPRHP. In the past three years, the consultations involved sending planning documents either before public release or as part of its release, followed up by communications to the tribal leadership with a request or offer to meet and discuss any issues. On several occasions, tribal leadership has requested consultation that was arranged. The Oneida Nation of New York, St. Regis Band of Mohawk Indians of New York, and the Onondaga Nation have been most active. The Onondaga Nation has also served to facilitate discussions with the Haudenosaunee Grand Council, and park representatives have met with the Council on two occasions.

In addition, Fort Stanwix National Monument has been proactive in openly supporting the Indian tribes with cooperative programs, technical assistance, and education. Fort Stanwix National Monument staff have ongoing discussions with the Oneida Nation of New York to formalize their government-to-government relationship and to achieve goals of the recently signed General Agreement.

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Appendix A
Acronyms and Abbreviations

AA	Antiquities Act
AADT	Average Annual Daily Traffic
ACHP	Advisory Council on Historic Preservation
ADA	Americans with Disabilities Act
AFRL	Air Force Research Laboratory
ARPA	Archaeological Resources Protection Act
BEA	Bureau of Economic Analysis
BRAC	Base Realignment and Closure
CAA	Clean Air Act
CBD	Central Business District
CEQ	Council on Environmental Quality
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CFR	Code of Federal Regulations
CIP	Comprehensive Interpretive Plan
CMP	Collection Management Plan
CO	Carbon Monoxide
COC	Chamber of Commerce
CDBG	Community Development Block Grant
CWA	Clean Water Act
DAR	Division of Air Quality
dB	Decibel
dBA	A-weighted Decibel
DO	Directors Orders
DOD	Department of Defense
DOI	Department of the Interior
EA	Environmental Assessment
EDZ	Economic Development Zone
EIS	Environmental Impact Statement
EPA	Environmental Protection Agency
ESA	Endangered Species Act
EYP	Einhorn Yaffee Prescott
FONSI	Finding of No Significant Impact
FOST	Fort Stanwix National Monument
FY	Fiscal Year
GMP	General Management Plan
HAS	Historic Sites Act
HUD	Department of Housing and Urban Development
ICGPSA	Interorganizational Committee on Guidelines and Principles for Social Impact Assessment
IDC	Rome Industrial Development Corporation
IMPLAN	Impact Analysis for Planning
ITE	Institute of Transportation Engineers

Ldn	Day-Night Level
MGM	Money Generation Model
MIG	Minnesota IMPLAN Group, Incorporated
MNCPPC	Maryland National Capital Park and Planning Commission
MSA	Metropolitan Statistical Area
MVHCC	Mohawk Valley Heritage Corridor Commission
NAAQS	National Ambient Air Quality Standards
NAGPRA	Native American Graves Protection and Repatriation Act
NEPA	National Environmental Policy Act
NHL	National Historic Landmark
NHPA	National Historic Preservation Act
NHP	National Historic Park
NHS	National Historic Site
NPS	National Park Service
NRCS	Natural Resources Conservation Service
NRHP	National Register of Historic Places
NYDSO	New York Disabilities Service Office
NYS	New York State
NYSDEC	New York State Department of Environmental Conservation
NYSDOL	New York State Department of Labor
NYSDTF	New York State Department of Taxation and Finance
NYSTEC	New York State Technology Enterprise Corporation
ORPS	New York State Office of Real Property Services
OSHA	Occupational Safety and Health Administration
P.L.	Public Law
PM	Particulate Matter
RCRA	Resource Conservation and Recovery Act
RHS	Rome Historical Society
RPA	Rome Parking Authority
RPTL	Real Property Tax Law
RV	Recreational Vehicle
SCS	Soil Conservation Service
SDWA	Safe Drinking Water Act
SHPO	State Historic Preservation Officer
SIP	State Implementation Plan
TIA	Travel Industry of America
USACE	United States Army Corps of Engineers
USC	United States Code
USDA	United States Department of Agriculture
USFWS	United States Fish and Wildlife Service
USGS	United States Geological Survey
VOC	Volatile Organic Compound

Appendix B
Glossary

A-weighted Decibel (dBA): The A-scale sound level is a quantity, in decibels, read from a standard sound-level meter with A-weighting circuitry. The A-scale weighting discriminates against the lower frequencies according to a relationship approximating the auditory sensitivity of the human ear. The A-scale sound level measures approximately the relative "noisiness" or "annoyance" of many common sounds.

Ambient Air: Any unconfined portion of the atmosphere; open air, surrounding air.

Ambient Air Quality Standards: Standards established on a State or Federal level that define the limits for airborne concentrations of designated "criteria" pollutants (e.g., nitrogen dioxide, sulfur dioxide, carbon monoxide, particulate matter, ozone, lead) to protect public health with an adequate margin of safety (primary standards) and to protect public welfare, including plant and animal life, visibility, and materials (secondary standards).

Archaeological Resources: Any material of human life or activities that is at least 100 years old, and that is of archaeological interest.

Attainment Area: An area considered to have air quality as good as or better than the National Ambient Air Quality Standards as defined in the Clean Air Act. An area may be an attainment area for one pollutant and a non-attainment area for others.

Average Annual Daily Traffic (AADT): Traffic volume reported as the daily number of vehicles in both directions on a segment of roadway, averaged over one full calendar year.

Carrying Capacity: The measure used by the NPS to ensure that the integrity of cultural and natural resources is not adversely impacted by visitors, and that the quality of the visitor experience is not diminished by inappropriate uses.

Cultural Resources: Any building, site, district, structure, object, data, or other material significant in history, architecture, archeology, or culture. Cultural resources include: historic properties as defined in the National Historic Preservation Act (NHPA), cultural items as defined in the Native American Graves Protection and Repatriation Act (NAGPRA), archeological resources as defined in the Archeological Resources Protection Act (ARPA), sacred sites as defined in Executive Order 13007, *Protection and Accommodation of Access To "Indian Sacred Sites,"* to which access is provided under the American Indian Religious Freedom Act (AIRFA), and collections.

Cumulative Impacts: Impacts on the environment which result from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions, regardless of which agency (Federal or non-Federal) or person undertakes such other actions; effects resulting from individually minor, but collectively significant, actions taking place over a period of time.

Day-Night Sound Level (Ldn): The average A-weighted sound level recorded during a 24-hour period, which includes 10 dB penalty to levels measured between 2200 and 0700 hours. This penalty compensates for generally lower background noise levels at night and the additional annoyance of nighttime noise events.

Decibels (dB): The unit of measurement of sound level calculated by taking ten times the common logarithm of the ratio of the magnitude of the particular sound pressure to the standard reference sound pressure of 20 micropascals and its derivatives.

Endangered Species: A species that is threatened with extinction throughout all or a significant portion of its range.

Fugitive Dust: Particulate matter composed of soil, uncontaminated from pollutants, resulting from industrial activity. Fugitive dust may include emissions from haul roads, wind erosion of exposed soil surfaces, and other activities in which soil is either moved or redistributed.

General Management Plan (GMP): A plan that sets forth the basic management philosophy and framework for decision-making at national parks.

Hazardous Materials: Solid or liquid materials which may cause or contribute to mortality or serious illness by virtue of physical and chemical characteristics, or pose a hazard to human health or the environment when improperly managed, disposed of, treated, stored, or transported.

Heritage Tourism: Traveling to experience the places and activities that authentically represent the stories and people of the past.

Historic Property: As defined by the NHPA, a historic property or historic resource is any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register of Historic Places (NRHP), including any artifacts, records, and remains that are related to and located in such properties. The term also includes properties of traditional religious and cultural importance (traditional cultural properties), which are eligible for inclusion in the NRHP as a result of their association with the cultural practices or beliefs of an Indian tribe or Native Hawaiian organization.

Management Prescriptions: these describe the specific resource conditions and visitor experiences that are to be achieved in a park and maintained over time.

Mitigation: A method or action to reduce or eliminate adverse program impacts.

National Historic Landmark (NHL): A special type of historic property designated because of its national importance in American history, architecture, archaeology, engineering, or culture. Section 800.10 of the Advisory Council on Historic Preservation's regulations (36 CRF 800), as well as Section 110(f) of the National Historic Preservation Act, specify special protections for NHLs.

Nonattainment Area: An area that has been designated by the U.S. Environmental Protection Agency and the appropriate state air quality agency as exceeding one or more National Ambient Air Quality Standards.

Pedestrian Signal Head: A pedestrian crossing signal used exclusively for controlling pedestrian traffic. These signal indications consist of the illuminated symbols of a walking person (symbolizing "WALK") and an upraised hand (symbolizing "DONT WALK") (MUCTD, 2000).

Prime Farmland: Soils best suited to producing food, feed, forage, fiber, and oilseed crops; favorable for economic production of sustained high yields of crops.

Sensitive Receptor: An area defined as sensitive to noise, such as a hospital, residential area, school, outdoor theater, and protected wildlife species.

Threatened Species: A species that is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.

Value Analysis: A team effort during which problem solving and decision making techniques bypass learned responses to produce alternative solutions achieving all required functions of the original design at the least cost over the life of the facility. Value analysis follows an established, organized job plan, and problem identification format that promotes objectivity and stimulates creativity.

Wetlands: Areas that are inundated or saturated with surface or groundwater at a frequency and duration sufficient to support a prevalence of vegetation typically adapted for life in saturated soil, including swamps, marshes, bogs, and other similar areas.

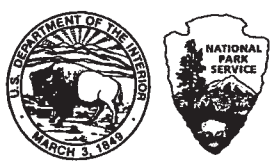
Appendix C
Relevant Laws and Regulations

The following table provides a summary of environmental and other laws relevant to this project. Complete text of these laws and regulations can be found in the law codes provided in the table for each law.

Relevant Law or Regulation	Summary
The National Environmental Policy Act (NEPA) (42 USC 4321-4370)	Requires Federal agencies to evaluate the environmental impacts of their actions and to integrate such evaluations into their decision-making processes.
Council on Environmental Quality (CEQ) Regulations	These regulations (40 CFR 1500-1508) implement NEPA and establish two different levels of environmental analysis: the environmental assessment (EA) and the environmental impact statement (EIS). An EA determines whether significant impacts may result from a proposed action. If significant impacts are identified, an EIS is required to provide the public with a detailed analysis of alternative actions, their impacts, and mitigation measures, if necessary.
The Clean Water Act (CWA) (33 USC 1251 et seq.)	Section 401, the state water quality certification process, gives states the authority to grant, deny, or condition the issuance of Federal permits that may result in a discharge to the waters of the United States based on compliance with water quality standards. Section 404 regulates the discharge of pollutants, including dredged or fill material, into navigable waters of the U.S. through a permit system jointly administered by the U.S. Environmental Protection Agency (EPA) and the U.S. Army Corps of Engineers (USACE). Nonpoint sources requirements control pesticide runoff, forestry operations, and parking lots/motor pools. Point sources require individual or group permits and must be monitored at the point at which they enter public waters, storm sewers, or natural waterways. Section 311 (j) requires facilities to prepare a Spill Prevention Control and Countermeasure Plan, containing minimum prevention facilities, restraints against drainage, an oil spill contingency plan, etc
The Clean Air Act (CAA) (42 USC 7401 et seq.)	Among its varied provisions, the CAA establishes standards for air quality in regard to the pollutants generated by internal combustion engines. These standards, known as the National Ambient Air Quality Standards (NAAQS), define the concentrations of these pollutants that are allowable in air to which the general public is exposed ("ambient air").
The Endangered Species Act (ESA) (16 USC 1531-1544)	Prohibits the harming of any species listed by the U. S. Fish and Wildlife Service (USFWS) as being either Threatened or Endangered. Harming such species includes not only directly injuring or killing them, but also disrupting the habitat on which they depend.
Migratory Bird Treaty Act (16 USC 703 et seq.)	Restricts the taking, possession, transportation, sale, purchase, importation, and exportation of migratory birds through permits issued by the USFWS.
National Emissions Standards for Hazardous Air Pollutants (NESHAP)	Places standards on all hazardous air pollutants and governs such areas as organic liquids, asbestos, polyurethane foam, and wastewater. NESHAP is implemented under U.S. EPA jurisdiction.
The Noise Control Act of 1972, as amended by the Quiet Communities Act of 1978 (42 USC 4901 et seq.)	Requires compliance with State and local noise laws and ordinances.

Relevant Law or Regulation	Summary
Americans With Disabilities Act (ADA) (42 USC 12101 et seq.)	Signed into law on July 26, 1990, the ADA prohibits discrimination on the basis of disability and contains requirements for new construction, for alterations or renovations to buildings and facilities, and for improving access to existing facilities.
Archaeological Resources Protection Act (ARPA) (16 USC 470a et seq.)	Ensures the protection and preservation of archeological resources on Federal lands.
National Historic Preservation Act (NHPA) (16 USC 470 et seq.)	Provides the framework for Federal review and protection of cultural resources, and ensures that they are considered during Federal project planning and execution. The implementing regulations for the Section 106 process (36 CFR Part 800) have been developed by the Advisory Council on Historic Preservation (ACHP). The Secretary of the Interior maintains a National Register of Historic Places (NRHP) and sets forth significance criteria for inclusion in the register. Cultural resources included in the NRHP, or determined eligible for inclusion, are considered "historic properties" for the purposes of consideration by Federal undertakings.
Native American Graves Protection and Repatriation Act (NAGPRA) (25 USC 3001 et seq.)	Protects Native American human remains, burials, and associated burial goods.
Historic Sites Act (HSA) (16 USC 461 et seq.)	Authorizes the establishment of national historic sites, the preservation of areas of national interest, and the designation and the preservation of national historic landmarks (NHLs). Provides procedures for designation, acquisition, administration, and protection of such sites.
Antiquities Act (AA) (16 USC 431 et seq.)	Authorizes the President to designate as national monuments any historic landmarks and historic and prehistoric sites, structures, and objects situated on Federal land. Establishes the requirement of a permit for the examination or excavation of such nationally important sites and establishes penalties for their destruction.
Safe Drinking Water Act (SDWA) (42 USC 300 et seq.)	Provides for the safety of drinking water throughout the U.S. by establishing and enforcing national drinking water quality standards. Protects public health by establishing safe limits (maximum containment limits) for contaminants based upon the quality of water at the tap, and prevents contamination of surface and ground sources of drinking water. The U.S. EPA is responsible for establishing the national standards; the States are responsible for enforcement of the standards
Resource Conservation and Recovery Act (RCRA) (42 USC 6901 et seq.)	Regulates all aspects of the handling of hazardous waste through RCRA permits issued by the U.S. EPA.
Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) (42 USC 9601 et seq.)	Provided broad Federal authority to respond directly to releases of hazardous materials that may endanger public health or the environment. Established prohibitions and requirements pertaining to closed and abandoned hazardous waste sites, provided for liability of persons responsible for releases of hazardous waste at these sites, and established a trust fund to provide for cleanup when a responsible party cannot be identified.

Relevant Law or Regulation	Summary
National Park Service Organic Act of 1916 (16 USC et seq.)	Established the NPS to manage national parks for the purposes of conserving the scenery, natural resources, historic objects, and wildlife within the parks, and providing for the enjoyment these resources in such manner that will leave them unimpaired for the enjoyment of future generations.
Federal Land Policy and Management Act (43 USC et seq.)	Declares that all public lands will be retained in federal ownership unless it is determined that a use other than public will better serve the interests of the nation. Requires that all public land be managed in a manner that will protect the quality of scientific, scenic, historical, ecological, and environmental aspects of the land. Requires that all public lands and their resources be inventoried periodically and systematically.
Executive Order 11514: Protection and Enhancement of Environmental Quality	Provides leadership for protecting and enhancing the quality of the Nation's environment to sustain and enrich human life.
Executive Order 11593: Protection and Enhancement of the Cultural Environment	Provides leadership for protecting, enhancing, and maintaining the quality of the Nation's historic and cultural environment.
Executive Order 12372: Intergovernmental Review of Federal Programs	Directs Federal agencies to consult with and solicit comments from state and local government officials whose jurisdictions would be affected by Federal actions.
Executive Order 12898: Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations	Requires Federal actions to achieve Environmental Justice by identifying and addressing disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority and low-income populations.
Executive Order 13007: Protection and Accommodation of Access To "Indian Sacred Sites"	Directs Federal agencies to consider Indian sacred sites in planning agency activities.
Executive Order 13045: Protection of Children from Environmental Health Risks and Safety Risks	Requires Federal actions and policies to identify and address disproportionately adverse risks to the health and safety of children.
Executive Order 11990: Protection of Wetlands	An overall wetlands policy for all agencies managing Federal lands, sponsoring Federal projects, or providing Federal funds to State or local projects. It requires Federal agencies to follow avoidance/ mitigation/ preservation procedures with public input before proposing new construction projects.
Executive Order 11988: Floodplain Management	Requires all Federal agencies to take action to reduce the risk of flood loss, to restore and preserve the natural and beneficial values served by floodplains, and to minimize the impact of floods on human safety, health, and welfare. Because many wetlands are located in floodplains, Executive Order 11988 has the secondary effect of protecting wetlands.



As the nation's principal conservation agency, the Department of the Interior has the 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 historical 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.

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