



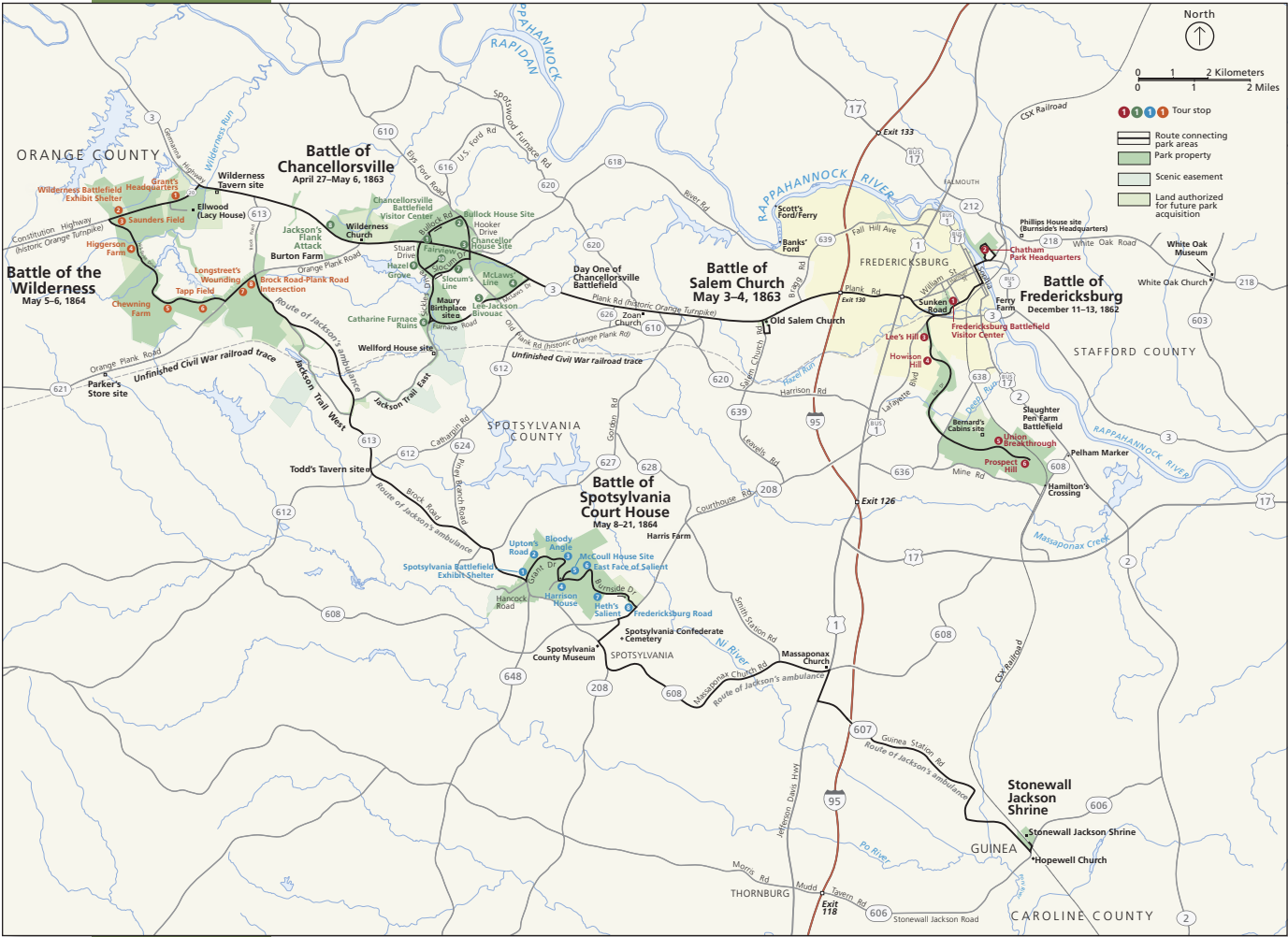
Foundation Document

Fredericksburg and Spotsylvania National Military Park

Virginia

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Mission of the National Park Service

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

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

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

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

The national park system continues to grow and comprises more than 400 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.



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

Introduction

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

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

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



Part 1: Core Components

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

Brief Description of the Park

Fredericksburg and Spotsylvania National Military Park (established as Fredericksburg and Spotsylvania County Battlefields Memorial National Military Park) commemorates and interprets four major battles of the American Civil War: Fredericksburg, Chancellorsville, the Wilderness, and Spotsylvania Court House. Located midway between Washington, D.C., and Richmond, Virginia, along the Rappahannock River, the Fredericksburg area became the most fought-over ground of the war, resulting in more than 100,000 casualties and devastation to the local communities.

The mission of Fredericksburg and Spotsylvania National Military Park is to “protect the historic resources associated with the four major Civil War battles fought near Fredericksburg, to convey the significance of these events in the continuum of history, to provide a setting for contemplation, and to inspire in the community and nation a commitment to preserve these places for future generations.” The park was authorized by an act of Congress on February 14, 1927 (44 Stat. 1091). By Executive Order 6166 in 1933, the park was transferred from the War Department to the Department of the Interior to be administered by the National Park Service (NPS). The Fredericksburg National Cemetery, which is also administered by the National Park Service, was established in 1865 to honor the Federal soldiers who died in the service of their country.





Battle of Fredericksburg

The Union Army commanded by Gen. Ambrose E. Burnside arrived on Stafford Heights overlooking Fredericksburg in mid-November 1862. Not until December 11, however, did the Federals cross the Rappahannock River. By that time Confederate Gen. Robert E. Lee's forces were firmly posted on the high ground west of the city. On December 13, Burnside ordered two attacks. An assault led by Union Gen. George G. Meade against Gen. Thomas "Stonewall" Jackson's corps at Prospect Hill achieved temporary success before Confederate reserves drove the Federals back to their original position. The second attack was launched against the heart of Lee's defenses at Marye's Heights west of Fredericksburg. Confederate artillery on the heights and infantry behind a stone wall slaughtered the Union soldiers. When the day ended, Lee had won his most one-sided victory of the war.

Battle of Chancellorsville

Following the Fredericksburg debacle, President Abraham Lincoln replaced Burnside with Gen. Joseph Hooker. On April 27, 1863, the new commander marched most of his army upstream, crossed the Rappahannock and Rapidan rivers at various fords, and within three days was at the Chancellorsville crossroads. Lee discovered this threat to his position and rushed westward, prompting Hooker to abandon the initiative and establish a defensive line, which was vulnerable on the right flank. Jackson exploited this weakness on May 2 by leading his corps on a risky 12-mile march around the Union army and destroying Hooker's right in a spectacular surprise attack. The day ended tragically for the Confederates when Jackson was unwittingly shot and mortally wounded by his own troops. For three more days, Lee pressed his advantage and eventually drove the Federals back across the river.

Battle of the Wilderness

The first of a year's worth of sustained combat between Lee and Union Gen. Ulysses S. Grant took place in the dense thickets and tangled undergrowth of the Wilderness on May 5–6, 1864. Along the Orange Turnpike, the armies grappled to a bloody stalemate over two days. To the south, on the Orange Plank Road, the Federals almost crushed Confederate Gen. A.P. Hill's troops on May 5, only to be thrown back by a dramatic counterattack the next day. Tactically the battle was a draw, but Grant broke the stalemate by marching his army south toward Spotsylvania Court House.

Battle of Spotsylvania Court House

On the night of May 7–8, 1864, both armies raced for the vital intersection at Spotsylvania Court House that controlled the shortest route to Richmond. Lee arrived first, entrenched, and successfully withstood a series of Union attacks. On the morning of May 12, two Federal corps charged from the woods opposite a vulnerable section of the Confederate line known as the “Mule Shoe Salient.” Thanks in part to thick fog and wet Confederate powder, the initial Union advance overwhelmed the Southerners. Confederate reinforcements counterattacked, and for the next 20 hours this sector witnessed the most intense hand-to-hand combat of the war. The site of this desperate fighting came to be called the “Bloody Angle” and earned Lee enough time to build new earthworks, which he held until Grant sidled south once again on May 21.

The park today encompasses well over 8,000 acres spread over 145 square miles in four counties and one independent city. The park preserves, protects, and interprets the cultural resources of four major battles of the American Civil War. The park features two visitor centers, natural and landscape features, and five historic structures: Chatham, Ellwood, Salem Church, Innis House, and the plantation outbuilding at Guinea Station where General Jackson died.



Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Fredericksburg and Spotsylvania National Military Park was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The park was established on February 14, 1927, and transferred from the War Department to the National Park Service on August 10, 1933 (see appendix B for enabling legislation). The purpose statement lays the foundation for understanding what is most important about the park.

The purposes of FREDERICKSBURG AND SPOTSYLVANIA NATIONAL MILITARY PARK are

- *to preserve and protect the cultural resources associated with the Civil War battlefields of Fredericksburg, Chancellorsville, the Wilderness, and Spotsylvania Court House*
- *to interpret and commemorate the battlefields and related sites in the larger context of the Civil War and American history, including the causes and consequences of the war and its effect on the American people, especially on the American South*
- *to manage natural resources to preserve the setting and environment in order to support visitor understanding and appreciation of the battlefields and related sites*



Park Significance

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

The following significance statements have been identified for Fredericksburg and Spotsylvania National Military Park. (Please note that the sequence of the statements does not reflect the level of significance.)

1. Fredericksburg, Virginia, and the surrounding area was the scene of four major Civil War battles: Fredericksburg, Chancellorsville, the Wilderness, and Spotsylvania Court House. Within a 17-mile radius of the city, there were more than 100,000 casualties, reflecting the war's tragic cost.
2. The assemblage of battlefields, historic landscapes, and related sites at the park commemorate major Civil War events that occurred between December 1862 and May 1864, providing an outstanding opportunity for visitors to learn about the social, political, and military aspects of the war over time. The sites and the associated events represent the transformation of the war into a conflagration that affected soldiers, civilians, and entire communities. They illustrate the progression of the war from great Confederate successes under General Lee and significant Union defeats, to the start of the final campaign that would lead to the surrender of Lee's forces at Appomattox Court House and victory for the Union Army under General Grant. Individually, the battles have their own significance:
 - The Battle of Fredericksburg was fought December 11–15, 1862. The Union Army's most lopsided defeat profoundly affected both the local civilian population and Northern public opinion on the eve of the Emancipation Proclamation.
 - The Battle of Chancellorsville was fought April 30 to May 6, 1863. Lee's greatest victory emboldened him to invade the North in the hope of ending the war.
 - The Battle of the Wilderness was fought May 5–7, 1864. The first meeting between Lee and Grant resulted in a bloody stalemate, but spelled the beginning of the end for the Confederacy.
 - The Battle of Spotsylvania Court House was fought May 8–21, 1864. Best known for the intensity and duration of the struggle, it underscored the desperate determination of both sides.
3. The national military park contains nationally significant historic properties present at the time of the battles, including the plantation landscapes and structures of Chatham used by the Union Army as a headquarters and hospital; the rural plantation of Ellwood used by the Union Army as a headquarters and by both sides as a hospital; Salem Church, a shelter for civilian refugees from Fredericksburg in 1862 and a focal point of battle in 1863; the Innis House and Sunken Road; and the plantation remnant at Guinea Station, containing the outbuilding in which Confederate Gen. Stonewall Jackson died in 1863 with far-reaching consequences for the Confederacy.
4. The Fredericksburg National Cemetery holds the remains of more than 15,000 Union soldiers who died in battle or from illness or disease. The identity of more than 85% of those burials is unknown. It is one of the nation's largest Civil War-related national cemeteries.



Fundamental Resources and Values

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

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

The following fundamental resources and values have been identified for Fredericksburg and Spotsylvania National Military Park:

- **Battlefield Landscapes.** Remnant and recreated patterns of forest and fields, woodlots, homesteads, fences and fence lines, and tree lines contribute to the battlefield landscape, and are integral to understanding the battles.
- **Battlefield Archeology.** Archeological remains are preserved throughout each of the battlefield units. They document the actions of the combatants, from individuals to companies to corps to entire armies, and are essential to the current and future understanding of the battles.
- **Civil War Historic Structures and Landscapes.** Historic structures present during the time of the battle include Chatham, the Innis House, Ellwood, the plantation outbuilding at Guinea Station (which is also referred to as "Stonewall Jackson Shrine"), Salem Church, ruins and archeological remains of structures present during the battles, and related landscapes, spatial organizations, and features.

- **Earthen Fortifications.** The remains of logworks, earthworks, and gun emplacements associated with the battles of Fredericksburg, Chancellorsville, the Wilderness, and Spotsylvania Court House are included among the primary cultural resources of the park. The park includes 41.7 miles of earthen fortifications.
- **Historic Roads, Traces, and Trails.** Roads, traces, and trails that played critical roles in the battles include Jackson Trail East and West, Orange Plank Road, Orange Turnpike, Germanna Plank Road, the Mountain Road Trace, Brock Road, the Unfinished Railroad, and the Sunken Road.
- **Museum and Research Collections.** Historic and archeological artifacts and archival material associated with the battles of Fredericksburg, Chancellorsville, the Wilderness, and Spotsylvania Court House, as well as objects relating to a broader understanding of the Civil War are part of the museum collection and contribute to the national significance of the park.
- **Commemorative Landscape.** Fredericksburg National Cemetery, family cemeteries (Chancellorsville and Willis Cemeteries), and veteran-related and post-Civil War monuments and memorials contribute to the commemorative landscape.
- **Natural Quiet, Light, and the Lack of Modern Visual Intrusions.** Natural quiet, light, and the lack of modern visual intrusions are key components of the battlefields and provide the setting for visitors to understand and to appreciate the battles and the Civil War and their meanings.
- **Park Setting.** Geography, topography, viewsheds, and various landscape features of the region help visitors understand why this area became the focal point for four major battles.



Other Important Resources and Values

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

The following other important resources and values have been identified for Fredericksburg and Spotsylvania National Military Park:

- **Viewsheds and Adjacent Lands.** Landscapes and scenic views, particularly from the park to the City of Fredericksburg and of adjacent rural agricultural landscapes, are available from the park.
- **Passive Recreation.** Preserved open spaces allow for passive recreation in a natural setting.



Interpretive Themes

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

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

The following interpretive themes have been identified for Fredericksburg and Spotsylvania National Military Park:

Parkwide Themes

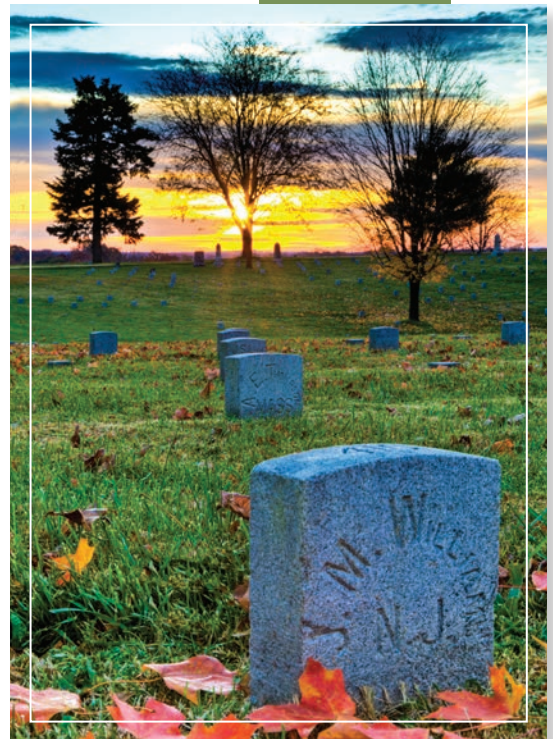
- Located midway between the Federal and Confederate capitals, the Fredericksburg area was fated to become the scene of some of the bitterest and bloodiest fighting of the Civil War.
- More than any other battlefield area, the park illustrates the ebb and flow of victory and defeat throughout the war, from Lee's most lopsided victory at Fredericksburg to the beginning of the end of the Confederacy at the Wilderness.
- Town and country, slavery and freedom, the civilian sites of the park reflect the antebellum political, social, and economic realities of the South that illustrate the root causes of the war and the intensifying impact of the war itself on the civilian population and slavery.

Battle of Fredericksburg

- The Battle of Fredericksburg was General Lee's most decisive victory and marked the nadir of Union fortunes in the war.
- The Union experience at Fredericksburg represents a human disaster unprecedented in American warfare up to that time.
- At Fredericksburg, for the first time on a large scale, civilians found themselves caught up in the fearful swirl of war.

Battle of Chancellorsville

- The Battle of Chancellorsville represents Robert E. Lee's and Stonewall Jackson's most brilliant victory and is studied throughout the world.
- The confidence gained by the Confederate Army at Chancellorsville impelled Lee to invade the North to force a quick end to the war.



Battle of the Wilderness

- The Battle of the Wilderness was the beginning of the end for the Confederacy.
- The tangled dense vegetation of the Wilderness provided a confused, deadly setting for battle.

Battle of Spotsylvania Court House

- The intensity and horror of the Civil War reached its peak at Spotsylvania Court House.
- At Spotsylvania, Ulysses S. Grant exhibited the determination that led to a war of attrition in the final year of the Civil War.

Chatham Plantation

- Chatham exemplifies the transformation of a Virginia plantation through 200 years: from a Colonial plantation built on slavery, through the torment of war and destruction, to a painful post-war recovery and, finally, as a retreat for the wealthy whose fortunes were made elsewhere.

Ellwood Plantation

- The story of Ellwood and its occupants reflects the close relationship between landscape, slavery, and economics and the severe impact of the Civil War on local residents and their homeplaces.

Stonewall Jackson Shrine

- Thomas “Stonewall” Jackson’s symbolic significance extended and extends well beyond the victories he won on the field.



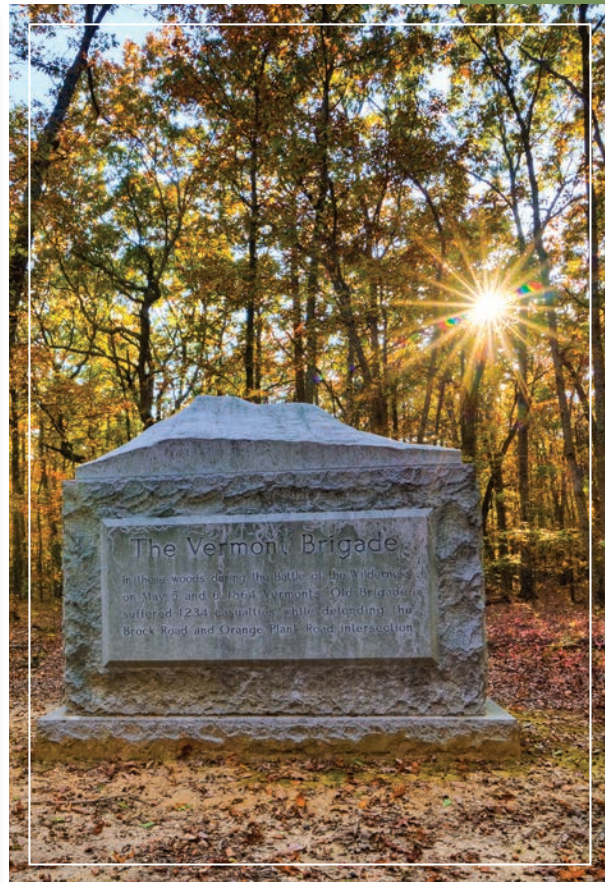
Part 2: Dynamic Components

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

Special Mandates and Administrative Commitments

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

Fredericksburg and Spotsylvania National Military Park does not have any special mandates or administrative commitments.



Assessment of Planning and Data Needs

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

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

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

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

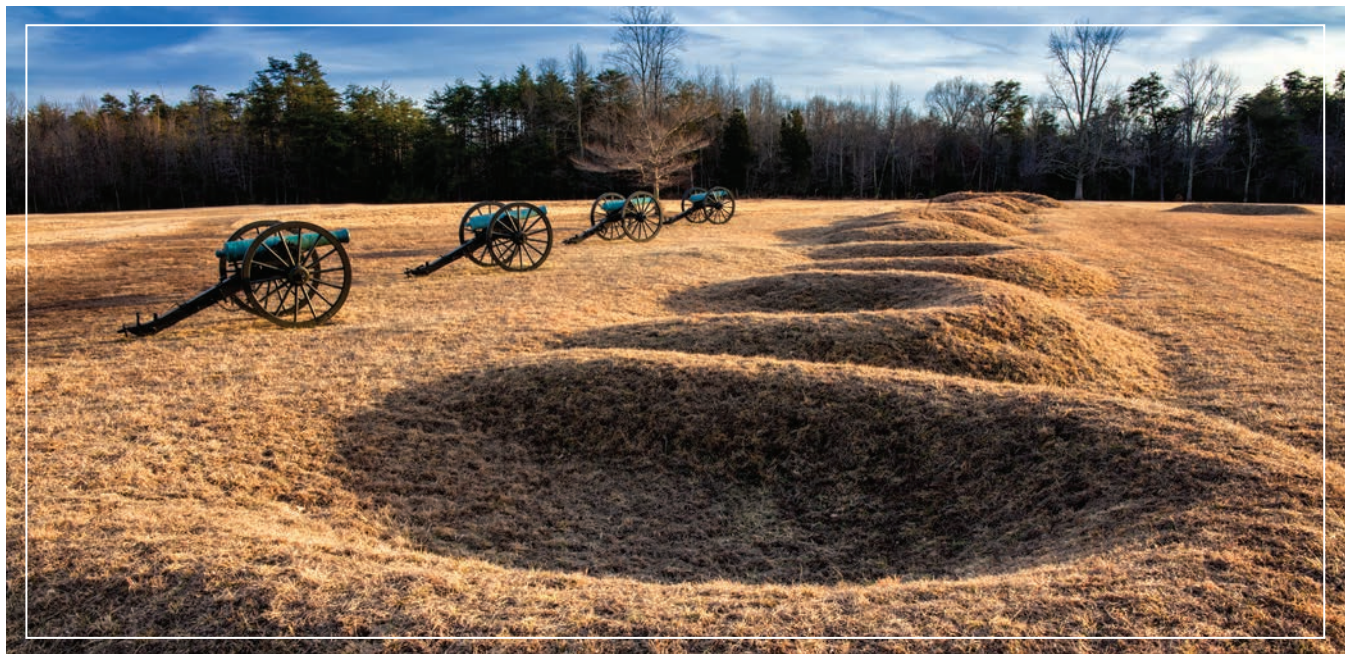
Analysis of Fundamental Resources and Values

The fundamental resource or value analysis table includes current conditions, potential threats and trends, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value.



Fundamental Resource or Value	Battlefield Landscapes
Related Significance Statements	Statements 1, 2, and 3
Importance of the Resource	<p>The pattern of forest, fields and human habitation were critical to how the four battles were conducted and remain critical to understanding the battlefields. Much of the Chancellorsville and Wilderness battlefields were truly wilderness, except for small open areas of farmland. Much of the Battlefield of Fredericksburg was fought in the outskirts of a major town.</p>
Current Conditions, Trends, and Potential Threats	<ul style="list-style-type: none"> • Fredericksburg National Cemetery • Fredericksburg Battlefield-South • Chancellorsville Battlefield • Spotsylvania Battlefield • Wilderness Battlefield • Chatham • Ellwood • Sunken Road / Marye's Heights <p>The condition of the battlefield landscapes in the park varies greatly. In some places, the landscapes are very similar to their historic condition. In others, the landscapes have been extensively altered, either from old field and forest succession or from human activity. Some open landscapes are now being reclaimed by forest cover. The park's natural resources are managed to ensure ecological integrity, where possible, while also retaining cultural landscapes. In some areas, park management has allowed vegetation to grow in historically open areas in order to buffer key interpretive areas from modern development outside the park. Agricultural activities and prescribed burns of park open areas have helped to maintain the historic character of park landscapes.</p> <p>The 1986 general management plan called for historic scene restoration of certain park landscapes, including the reestablishment of more than 300 acres of historic open areas and the reforestation of more than 100 acres of nonhistoric openings with native plant species. Through implementation of the general management plan, fields were reestablished at the Spotsylvania Court House Battlefield and Wilderness Battlefield, parts of the western edge of Wilderness Battlefield were reforested, and boundaries were screened with plantings at Chatham and Salem Church.</p> <p>The findings from ongoing and anticipated cultural landscape inventories and cultural landscape reports will provide additional baseline information and documentation regarding the historic pattern of forest and field, which will impact future landscape management and decisions regarding landscape treatment.</p> <p>At current staffing levels, more open landscapes within the park boundary will become forested and none reclaimed. In addition, more development along the park boundaries will force park management to allow more forest screening to protect viewsheds. Elements of battlefield landscapes are outside park boundaries, and are therefore, outside park control. Many of those landscapes are in danger of destruction.</p> <p>The 1986 general management plan calls for the removal of nonhistoric structures from the park. Over time, the park will continue to acquire lands and structures within the authorized boundary and will work to rehabilitate the scene to its historic condition, which will include the removal of nonhistoric structures.</p>

Fundamental Resource or Value	Battlefield Landscapes
Stakeholders and Public Interest	<p>Some of the local stakeholders include:</p> <ul style="list-style-type: none"> • Civil War Trust • Central Virginia Battlefields Trust • National Trust for Historic Preservation • National Parks Conservation Association • Piedmont Environmental Council • Virginia Department of Historic Resources • Friends of Chatham
Identified Planning and/or Data Needs	<ul style="list-style-type: none"> • Cultural landscape inventories and reports (data need). • Natural resource condition assessment (data need). • Trail management plan (planning need). • Resource stewardship strategy (planning need). • Boundary adjustment study (planning need).
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • National Historic Preservation Act of 1966, as amended (16 USC 470) • Advisory Council on Historic Preservation's implementing regulations regarding the "Protection of Historic Properties" (36 CFR 800) • Executive Order 11514 "Protection and Enhancement of Environmental Quality" • Executive Order 12088, "Federal Compliance with Pollution Control Standards" <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies 2006</i>—Cultural Landscapes 5.3.5.2; Boundary Adjustments 3.5; Ecosystem Management 1.5, 4, 4.1, 4.1.4, and 4.4.1 • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 77: <i>Natural Resource Protection</i> • <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i> (1996)



Fundamental Resource or Value	Battlefield Archeology
Related Significance Statements	Statements 1 and 2
Importance of the Resource	Archeological resources provide tangible connections with the park story and help park staff understand and interpret the park story more accurately.
Current Conditions, Trends, and Potential Threats	<p>The Archeological Sites Management Information System (ASMIS) is the National Park Service's database for the basic registration and management of park prehistoric and historic archeological resources. There are 186 ASMIS records for archeological resources at the park, with multiple site types, in a range of conditions. For example, the conditions of the 34 multicomponent historical sites range from good to fair.</p> <p>In situ archeological remains of the battles are present throughout the park and are threatened by unauthorized excavation. The park has the highest incidence of archeological looting in the region with one of the latest events resulting in the excavation of 475 holes dug into an area of intact earthworks. House sites are equally at risk, with foundation stones being recently looted. Few are accessible and interpreted to the public.</p> <p>The accelerated development of adjacent land and resulting congestion, combined with the dispersed layout of the park, makes it increasing more difficult to patrol park lands and prevent looting. Additional growth and increasing population has also led to increasing incidents of looting on park lands, with more people close to the resources and other open areas no longer available.</p>
Stakeholders and Public Interest	<p>Some of the key stakeholders include:</p> <ul style="list-style-type: none"> • Civil War Trust • Central Virginia Battlefields Trust • National Trust for Historic Preservation • National Parks Conservation Association • Piedmont Environmental Council • Virginia Department of Historic Resources
Identified Planning and/or Data Needs	<ul style="list-style-type: none"> • Archeological overview and assessments (data need). • Natural resource condition assessment (data need). • Trail management plan (planning need). • Resource stewardship strategy (planning need). • Earthworks management plan (planning need).
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • National Historic Preservation Act of 1966, as amended (16 USC 470) • Archaeological Resources Protection Act of 1979, (16 USC 470aa) <p>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies</i> 2006—Archeological Resources 5.3.5.1 • Director's Order 28: <i>Cultural Resource Management</i> • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i>



Fundamental Resource or Value	Civil War Historic Structures and Landscapes
Related Significance Statements	Statements 1, 2 and 3
Importance of the Resource	Few historic structures remain from the time of the battle. Those that do survive provide important landmarks on the battlefields and aid visitors in understanding both the military and civilian experience. Structures on the battlefields served as headquarters, hospitals, and places of refuge. They also illustrate civilian life in the Rappahannock Valley region.
Current Conditions, Trends, and Potential Threats	<p>Fredericksburg Standing buildings (and associated environs)</p> <ul style="list-style-type: none">• Chatham (house, kitchen, and laundry)• Innis House <p>Chancellorsville Standing buildings (and associated environs)</p> <ul style="list-style-type: none">• Salem Church• Stonewall Jackson Shrine (Fairfield Plantation / Chandler Office) <p>The Wilderness Standing buildings (and associated environs)</p> <ul style="list-style-type: none">• Ellwood

Fundamental Resource or Value	Civil War Historic Structures and Landscapes
<p>Current Conditions, Trends, and Potential Threats (continued)</p>	<p>According to the NPS Facility Condition Index (FCI), a system of rating of the overall condition and importance of park resources, the park contains five historic buildings with the highest level of importance. The Asset Priority Index (API) is a measure of an asset's value relative to a park's primary purpose and significance. An API of 100 indicates an asset most important and most relevant. Each of the five following historic structures has a score of 100.</p> <p>Chatham is a 2-story, brick, colonial Virginia Georgian-styled manor house with attached dependencies, constructed in 1768. The house was a major Union headquarters and hospital during the Civil War. The exterior landscape was later updated in the 1920s by landscape architect Ellen Shipman. Today, visitors are invited to view films, indoor and outdoor exhibits, and volunteers are available to lead tours and answer questions. It also functions as park headquarters. Chatham is ranked in good condition according to the List of Classified Structures, and the associated outbuildings range in condition from fair to good.</p> <p>Innis House (ca. 1859) is a small, frame, 2-story house, facing west onto the Sunken Road with board and batten siding. It stood during the Fredericksburg battle and there is visible bullet damage to the interior and exterior. The building is open on a very limited basis but can be viewed from the outside during self-guided or ranger/historian led walking tours of the Sunken Road. The Innis House is ranked in good condition on the List of Classified Structures.</p> <p>Salem Church was built in 1844 and is located on the south side of Virginia State Route 3, about 4 miles west of downtown Fredericksburg. The brick, gable-roofed church shows bullet and shell damage. The church was used as a hospital by both sides and served as a civilian refugee center during the Battle of Fredericksburg. Commercial and residential development are encroaching on the church along Route 3. The grounds are open daily. Salem Church is in good condition according to the List of Classified Structures.</p> <p>Stonewall Jackson Shrine is where Confederate Gen. Stonewall Jackson died in 1863. It is a 1-½ story, 2-bay, frame dwelling/office constructed in 1828, but largely reconstructed. The building was rehabilitated in 1927 and 1962. The building is open seasonally and the grounds are open daily. The structure is ranked in good condition on the List of Classified Structures.</p> <p>Ellwood is a 2-story, Georgian-influenced Virginia plantation manor house of timber-frame construction dating ca. 1790. Ellwood was used as a hospital by the Confederates during the Chancellorsville Campaign and as a headquarters and hospital by the Union during the Wilderness Campaign. Stonewall Jackson's arm is buried in the family cemetery. The Friends of Wilderness Battlefield have completed a fund-raising campaign that resulted in restoration work at Ellwood. The building and grounds are open seasonally. Ellwood is ranked in fair condition on the List of Classified Structures.</p> <p>None of the park's major historic structures would be open to the public on a regular basis were it not for the efforts of volunteers. Salem Church and the Innis House are open for a few special events and on a very limited basis in the summer, depending on staffing levels. No increase in staffing is expected in the immediate future.</p> <p>Some of the park's historic structures, such as Ellwood, the Stonewall Jackson Shrine, and Chatham are functioning as park offices and/or visitor use areas. Adaptive use allows a building to functionally evolve and the benefits for continued use of a historic building may be significant; however, additional foot traffic in these historic structures can present park managers with challenges in ensuring their maintenance and protection.</p> <p>The three ruins that are included in the List of Classified Structures include Catharine Furnace Ruins, Landrum House Ruins, and Wilderness Tavern Ruins. All are rated in fair condition.</p>

Fundamental Resource or Value	Civil War Historic Structures and Landscapes
Stakeholders and Public Interest	<p>Public interest in the historic structures is high, particularly at Ellwood where the Friends of Wilderness Battlefield maintain the grounds, interpret the site, and raise funds for restoration. There is also demonstrated interest at Chatham where the structure is kept open entirely by volunteers.</p> <ul style="list-style-type: none"> • Civil War Trust • Central Virginia Battlefields Trust • Friends of Wilderness Battlefield • National Trust for Historic Preservation • National Parks Conservation Association • Piedmont Environmental Council • Virginia Department of Historic Resources • Friends of Chatham
Identified Planning and/or Data Needs	<ul style="list-style-type: none"> • Cultural landscape inventories and reports (data need). • Historic structure report (data need). • Parkwide visitor and administrative facilities plan (planning need).
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • National Historic Preservation Act of 1966, as amended (16 USC 470) • Advisory Council on Historic Preservation’s implementing regulations regarding the “Protection of Historic Properties” (36 CFR 800) <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006—Historic and Prehistoric Structures 5.3.5.4 • Director’s Order 28: <i>Cultural Resource Management</i> • <i>The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation</i> • <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties</i> • Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008)



Fundamental Resource or Value	Earthen Fortifications
Related Significance Statements	Statements 1 and 2
Importance of the Resource	<p>The earthen fortifications of the battlefields are fundamental to the park's purpose of commemorating the battles and preserving these resources. They appear on each of the battlefields. Their original construction ranged from small rudimentary lines of dirt mounds scraped from the earth to protect a soldier lying down to large log-reinforced trenches that soldiers could stand up in. The park is specifically charged with the preservation of the earthworks in its enabling legislation.</p>
Current Conditions, Trends, and Potential Threats	<p>The condition of the earthen fortifications varies widely. Some are in very good condition. Others are on the verge of being reclaimed by the forest. The 32 earthen fortifications that are identified in the List of Classified Structures range in condition from good (6), to fair (18), to poor (8).</p> <p>The park's inability to keep large trees from growing on the earthworks has resulted in large root ball holes where mature trees have fallen. In addition, trees near the earthworks cause damage by falling on top of them. The damage caused by natural forces poses the most significant risk to the earthen fortifications.</p> <p>Earthworks are subject to erosion from natural forces, such as wind and water, but also from foot and motorized vehicle traffic. As the area population has increased and more housing has been built along the park boundaries, earthworks have suffered more and more from human activity. Social trails and dirt bikes contribute to the degradation of the earthworks. Some earthworks have suffered from looting (475 holes were found in a 2007 incident at Spotsylvania Court House).</p> <p>The lack of an agreed upon NPS treatment plan regarding earthworks maintenance standards is, and will continue to be, a hindrance in caring for these resources. The lack of required earthworks maintenance means that large trees will continue to grow on and around the earthworks. Unless funding is available for effective patrolling and preservation treatment, more and more earthworks will be permanently lost due to human activity and natural forest succession.</p>
Stakeholders and Public Interest	<p>There is keen interest among the public that these most basic and very visible resources are well cared for. Some of the key stakeholders include:</p> <ul style="list-style-type: none"> • Civil War Trust • Central Virginia Battlefields Trust • National Trust for Historic Preservation • National Parks Conservation Association • Piedmont Environmental Council • Virginia Department of Historic Resources
Identified Planning and/or Data Needs	<ul style="list-style-type: none"> • Earthworks management plan (planning need). • Trail management plan (planning need).
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • National Historic Preservation Act of 1966, as amended (16 USC 470) • Archaeological Resources Protection Act of 1979, (16 USC 470aa) <p>NPS Policy-level Guidance (NPS <i>Management Policies 2006</i> and Director's Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies 2006</i>—Earthworks 5.3.5.1. • Director's Order 28: <i>Cultural Resource Management</i> • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i> • Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008)

Fundamental Resource or Value	Historic Roads, Traces, and Trails
Related Significance Statements	Statements 1 and 2
Importance of the Resource	Road networks were extremely important to how the battles were fought and their outcomes. Because of the thick vegetation in the northwestern part of Spotsylvania County, armies were largely confined to roads at both Chancellorsville and the Wilderness. Understanding the road networks is key to understanding all four battles.
Current Conditions, Trends, and Potential Threats	<p>Fredericksburg</p> <p>Roads</p> <ul style="list-style-type: none"> • Orange Turnpike (Virginia State Route 3) • Mine Road (Virginia State Route 636) • Lansdowne Road (Virginia State Route 638) <p>Traces</p> <ul style="list-style-type: none"> • Sunken Road / Stone Wall Military Road • Military Road <p>Railroads</p> <ul style="list-style-type: none"> • Richmond, Fredericksburg and Potomac Railroad <p>Chancellorsville</p> <p>Roads</p> <ul style="list-style-type: none"> • Orange Plank Road (Virginia State Route 621) • Orange Turnpike (Virginia State Route 3) • Brock Road (Virginia State Route 613) • River Road (Virginia State Route 618) • Ely's Ford Road (Virginia State Route 610) • Bullock Road • Furnace Road <p>Traces</p> <ul style="list-style-type: none"> • Mountain Road Trace • Historic Road Trace to Fairview <p>Trails</p> <ul style="list-style-type: none"> • Jackson Trail East and West <p>Railroads</p> <ul style="list-style-type: none"> • Unfinished Railroad <p>The Wilderness</p> <p>Roads</p> <ul style="list-style-type: none"> • Orange Plank Road (Virginia State Route 621) • Orange Turnpike (Virginia State Route 20) • Germanna Plank Road (Virginia State Route 3) • Brock Road (Virginia State Route 613) <p>Traces</p> <ul style="list-style-type: none"> • Orange Plank Road • Culpeper Mine Road <p>Railroads</p> <ul style="list-style-type: none"> • Unfinished Railroad

Fundamental Resource or Value	Historic Roads, Traces, and Trails
<p>Current Conditions, Trends, and Potential Threats (continued)</p>	<p>Spotsylvania Court House</p> <p>Roads</p> <ul style="list-style-type: none"> • Court House Road (Virginia State Route 208) • Brock Road (Virginia State Route 613) • Hancock Road <p>Traces</p> <ul style="list-style-type: none"> • Upton's Road Trace <p>Virginia State Route 3, historically known as the Orange Turnpike, passes through the park and connects the Fredericksburg, Chancellorsville, and Wilderness battlefields. From Fredericksburg west, along the Plank Road for about 3 miles is dense commercial strip development that turns to a more rural, historic landscape approaching Chancellorsville.</p> <p>The Sunken Road runs from Lafayette Boulevard north to Hanover Street and is a historic road, which through years of use wore down to a bed below ground level. Since adoption of the last general management plan, the Sunken Road has been closed to vehicular traffic and rehabilitated for pedestrian use. Portions of the wall were reconstructed, first in the 1930s by Civilian Conservation Corps crews and again in 2004. It is ranked in good condition on the List of Classified Structures.</p> <p>The Mountain Road trace was a minor trail through the tangled wilderness and was the site where in 1863 General Jackson was accidentally shot by his own troops. A segment was cleared of vegetation in the late 1990s and opened for pedestrian use and interpretation; however, much of the trace remains wooded.</p> <p>Jackson Trail is now maintained as a gravel road to approximate its Civil War appearance when General Jackson used it to flank the Union army. As development has increased, so has traffic. Pressure to pave the trail already exists and will increase as development along the road continues. Development also threatens to destroy the air of isolation and mystery that the road can portray because the National Park Service owns little beyond the roadway. It is ranked in good condition on the List of Classified Structures.</p> <p>Portions of Germanna Plank Road functioned as a primary thoroughfare on the Wilderness Battlefield; however, only a segment of it survives as a trace today. It is ranked in good condition on the List of Classified Structures.</p> <p>Brock Road is a historic roadway and county thoroughfare that connects Spotsylvania Court House to the Wilderness and Chancellorsville. The Unfinished Railroad is a pre-Civil War railroad right-of-way that was under construction at the time of the war and later abandoned, with its completion following the Civil War in the 20th century. Spotsylvania Greenways Initiative and Spotsylvania County are sponsoring a proposal to turn the railroad right-of-way into a recreational trail.</p> <p>The road network generally follows the same patterns as during the Civil War. Managing roadways that function as both historic resources and as commuter routes is a challenge for park management. Additionally, park managers work to ensure that there is a safe and efficient transportation network that accommodates all visitors to the park, including walkers, bikers, and automobile traffic. Over time, changes to roads have included straightening, widening, or other improvements. With development increasing throughout the region, there will be continued pressure to widen existing roadways, particularly Routes 3 and 20. Widening will have the effect of obliterating battlefield features and making historic landscapes unintelligible. Some roads are now just traces in the woods. Some are becoming overgrown and may disappear with time.</p>

Fundamental Resource or Value	Historic Roads, Traces, and Trails
Stakeholders and Public Interest	<p>Some of the key stakeholders include:</p> <ul style="list-style-type: none"> • Civil War Trust • Central Virginia Battlefields Trust • National Trust for Historic Preservation • National Parks Conservation Association • Piedmont Environmental Council • Virginia Department of Historic Resources • East Coast Greenway Alliance
Identified Planning and/or Data Needs	<ul style="list-style-type: none"> • Trail management plan (planning need). • Comprehensive road management plan (planning need).
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • National Historic Preservation Act of 1966, as amended (16 USC 470) • Advisory Council on Historic Preservation’s implementing regulations regarding the “Protection of Historic Properties” (36 CFR 800) <p>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies</i> 2006—Cultural Landscapes 5.3.5.2; Historic and Prehistoric Structures 5.3.5.4 • Director’s Order 28: <i>Cultural Resource Management</i> • <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i> (1996)



Fundamental Resource or Value	Museum and Research Collections
Related Significance Statements	Statements 2 and 3
Importance of the Resource	<p>The artifacts and archival materials associated with the park are important in helping scholars understand the Civil War and park stories and in helping visitors make connections with those involved in those stories. The history collections are largely military and tell the stories associated with the major battles surrounding Fredericksburg. The collections also tell the expanded stories associated with antebellum life during the period of 1862–65. They derive their importance, in large part, because of their association with the resources that the park is obligated to protect.</p>
Current Conditions, Trends, and Potential Threats	<p>The park museum collection consists of historic materials that include archeological materials recovered from the battlefield and historic sites; historic military items such as weapons and uniforms; and objects and manuscripts associated with persons or events relevant to the park's mission. The museum collections include more than 77,000 items, encompassing the areas of history, archeology, and archives. The museum collection is a significant body of objects and historical documents that relate to the original establishing legislation in 1927. Park managers consider the museum collection to be in fair condition.</p> <p>The park includes two visitor centers with museums and three historic structures that contain furnishings and exhibits (Chatham, Ellwood, and Stonewall Jackson Shrine). The relatively small size of the display area for the park allows for only a small portion of the collection to be displayed at a given time. In 2015, the park opened a new collection storage facility, allowing for the consolidation of most, but not all, of the museum collection. Secondary sites will have to be maintained. Still, the park faces an extended process to bring archives and collections up to museum standards.</p> <p>There is currently a significant backlog of uncatalogued collections items, with findings from recent archeological excavations making up a large portion of this backlog.</p> <p>The collection also includes nonarchival research, which consists of materials that have been gathered over nearly a century in order to interpret and manage the battlefields. The collection includes some 40 site-specific formal reports; 10,000 photographs; a library of some 5,200 volumes (including many rare books); approximately 50 cubic feet of administrative files; and 546 volumes of photocopied documents (the "Bound Volumes"). The collection of nonarchival research resources has never been gathered into one location or catalogued.</p>
Stakeholders and Public Interest	<p>Students, researchers, and visitors are interested in seeing artifacts on display related to the battlefields. There are more than 100 requests each year for rare books, architectural plans and drawings, documents, and general information that can be found only in the park's archives.</p> <ul style="list-style-type: none"> • Civil War Trust • Central Virginia Battlefields Trust • National Trust for Historic Preservation • National Parks Conservation Association • Virginia Department of Historic Resources
Identified Planning and/or Data Needs	<ul style="list-style-type: none"> • Parkwide visitor and administrative facilities plan (planning need).
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Archaeological Resources Protection Act of 1979, (16 USC 470aa) • National Historic Preservation Act of 1966, as amended (16 USC 470) • Archeological and Historic Preservation Act <p>NPS Policy-level Guidance (NPS <i>Management Policies 2006</i> and Director's Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies 2006</i>—Museum Collection 5.3.5.5 • Director's Order 28: <i>Cultural Resource Management</i> • NPS <i>Museum Handbook</i>

Fundamental Resource or Value	Commemorative Landscape
Related Significance Statements	Statements 1 and 4
Importance of the Resource	The commemorative landscape preserves tangible reminders of efforts to memorialize battle events and revered individuals and groups, first by the government, veterans, and those who experienced the Civil War, and later by individuals and organizations in succeeding generations. These resources also preserve tangible connections to families who lived and worked on the lands that became battlefields.
Current Conditions, Trends, and Potential Threats	<p>Fredericksburg</p> <p>Cemeteries</p> <ul style="list-style-type: none"> • Fredericksburg National Cemetery • Willis Family Cemetery <p>Monuments and Memorials</p> <ul style="list-style-type: none"> • 127th Pennsylvania Monument • 5th Corps Monument • 7th Michigan Monument • Calvin Coolidge Monument • Colonel Moesch Monument • Humphreys Division Monument • Lee's Command Post Monument • Martha Stephens Monument • Parkers Virginia Battery Monument • Pyramid Monument • Richard Kirkland Monument • Stonewall Jackson Command Post Monument • Thomas Cobb Monument • Pontoon Bridge Monument <p>Chancellorsville</p> <p>Cemeteries</p> <ul style="list-style-type: none"> • Chancellor Family Cemetery <p>Monuments and Memorials</p> <ul style="list-style-type: none"> • 114th Pennsylvania Monument • 27th Indiana Left Flank Monument • 27th Indiana Right Flank Monument • General Frank Paxton Monument • Jackson Monument • Lee-Jackson Bivouac Monument • Maury Birthplace Monument • Stonewall Jackson Rock • Unknown US Soldier Monument • 15th New Jersey Monument (Salem Church) • 23rd New Jersey Monument (Salem Church) • Salem Church Monument (Salem Church) • James Power Smith Monument to Stonewall Jackson (Stonewall Jackson Shrine)

Fundamental Resource or Value	Commemorative Landscape
<p>Current Conditions, Trends, and Potential Threats (continued)</p>	<p>The Wilderness</p> <p>Cemeteries</p> <ul style="list-style-type: none"> • Lacy Family Cemetery (Ellwood) <p>Monuments and Memorials</p> <ul style="list-style-type: none"> • 12th New Jersey Monument • 140th New York Monument • Alexander Hays Monument • James Nance Monument • Lee to the Rear Monument • Stonewall Jackson's Arm Monument • Texas Monument • Vermont Monument • Wadsworth Monument <p>Spotsylvania Court House</p> <p>Monuments and Memorials</p> <ul style="list-style-type: none"> • 15th New Jersey Monument • 17th Michigan Monument • 49th New York Monument • 126th Ohio Monument • Edward Stuart Memorial • General John Sedgwick Monument • Maryland Brigade Monument • Mollus Monument • McGowan's South Carolina Brigade Monument • Ramseur's Brigade Monument • Upton's Brigade Monument <p>The Fredericksburg National Cemetery was established in 1865 by the War Department as a 12-acre national cemetery after the Civil War ended. The cemetery occupies the summit of Marye's Heights and the east face of the hill that has been terraced with small arch-topped stone markers on each level. It contains more than 15,000 (mostly unidentified) Union dead from battlefields throughout central Virginia. The Fredericksburg National Cemetery resources that are included in the List of Classified Structures include the gates and wall (good condition), grave markers (fair condition), roads (good condition), and steps (good condition). According to the FCI, the Fredericksburg National Cemetery grounds are in good condition overall and have an API of 100 (indicating that it is a resource of highest importance and most relevant to a park's mission).</p> <p>Most trees and shrubs in the Fredericksburg National Cemetery have long since reached maturity, and some trees have encroached on graves and will disturb those graves if they fall. As trees and shrubs die and are removed, the cemetery landscape's original appearance is diminished. Currently, the Fredericksburg National Cemetery does not have a completed cultural landscape report to provide management guidance.</p> <p>Ellwood Cemetery is the Jones-Lacy family burial ground, established ca. 1807 and used through 1878, and reputedly the site of the burial of Stonewall Jackson's amputated arm. Chancellor Family Cemetery, ca. 1830, also known as Fairview Cemetery, includes grave markers made of limestone and marks the sites of burials. Willis Family Cemetery is adjacent to the Fredericksburg National Cemetery and comprises a variety of headstones and monuments marking the location of at least 35 burials. The cemeteries are small and maintained in good condition.</p>

Fundamental Resource or Value	Commemorative Landscape
Current Conditions, Trends, and Potential Threats (continued)	Monuments and memorials represent efforts by veterans and their descendants to commemorate actions of the participants in the four battles. Monuments are made of a variety of materials, from stone to bronze, and represent a period of dedication spanning 1876–2006. The 34 monuments and memorials that are included in the List of Classified Structures range in condition from good (21), to fair (11), to poor (2).
Stakeholders and Public Interest	<p>Students, researchers, and descendants of Civil War soldiers have an interest in the commemorative landscape of the park. Descendants and family members have a special interest in the cemeteries in the park.</p> <ul style="list-style-type: none"> • Descendants' family members • Civil War Trust • Central Virginia Battlefields Trust • National Trust for Historic Preservation • National Parks Conservation Association • Piedmont Environmental Council • Virginia Department of Historic Resources
Identified Planning and/or Data Needs	<ul style="list-style-type: none"> • Cultural landscape inventories and reports (data need). • Resource stewardship strategy (planning need).
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • National Cemeteries Act of 1973 (38 USC Part II 24) • National Historic Preservation Act of 1966, as amended (16 USC 470) • Advisory Council on Historic Preservation's implementing regulations regarding the "Protection of Historic Properties" (36 CFR 800) <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies</i> 2006—Cultural Landscapes 5.3.5.2; Boundary Adjustments 3.5; Cemeteries and Burials 8.6.10 • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 61: <i>Management of National Cemeteries</i> • <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i> (1996)





Fundamental Resource or Value	Natural Quiet, Light, and the Lack of Modern Visual Intrusions
Related Significance Statements	Statements 1 and 2
Importance of the Resource	The battlefields were created as places of reverence and contemplation.
Current Conditions, Trends, and Potential Threats	The Fredericksburg and Spotsylvania National Military Park offers opportunities for quiet reflection and contemplation. Traffic noise and visual intrusions both inside and outside the park have increased in recent years because of intense development. Recreational use has also increased, resulting in more vehicles on the road, competition among user groups for parking spaces, and more recreational users on roads and trails. These trends are expected to continue.
Stakeholders and Public Interest	<p>Some of the key stakeholders include:</p> <ul style="list-style-type: none"> • Civil War Trust • Central Virginia Battlefields Trust • National Trust for Historic Preservation • National Parks Conservation Association • Piedmont Environmental Council • Virginia Department of Historic Resources
Identified Planning and/or Data Needs	<ul style="list-style-type: none"> • Cultural landscape inventories and reports (data need). • Comprehensive road management plan (planning need). • Natural resource condition assessment (data need).
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” <p>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies</i> 2006—Soundscape Management 4.9, Lightscape Management 4.10, Cultural Soundscape Management 5.3.1.7 • Director’s Order 47: <i>Soundscape Preservation and Noise Management</i>

Fundamental Resource or Value	Park Setting
Related Significance Statements	Statements 1 and 2
Importance of the Resource	Fredericksburg's location midway between the Union and Confederate capital caused it to be a battleground. The rivers that flow east served as both obstacles and protectors. The ridges bordering the rivers served as defensive lines and platforms for artillery. The city's location at the fall line caused it to be an industrial center served by a network of transportation lines that proved vital to the armies.
Current Conditions, Trends, and Potential Threats	<p>The park is located in Virginia's urban corridor, which includes lands between suburban Washington, D.C., through Richmond. Part of Virginia's piedmont, the park begins along the banks of the Rappahannock River in Fredericksburg, and includes the dense woods of the Wilderness to the west and Guinea Station to the south.</p> <p>The Fredericksburg Battlefield is located within the historic City of Fredericksburg along the Rappahannock River. The Chancellorsville Battlefield is located in a landscape that is generally wooded with cleared areas of farmland. Roads of various time periods pass through the landscape, the largest being the four-lane Virginia State Route 3, which follows the path of the historic Orange Turnpike and Orange Plank Road. The Wilderness Battlefield is located in a combination of wood land and hilly farm land. Mid-20th century houses stand along Virginia State Route 20, and the battlefield abuts the edge of the 1970s era Wilderness Lake subdivision. The Spotsylvania Court House Battlefield is located in a landscape that is characterized by cleared farm lands with their associated buildings.</p> <p>Miles of suburban development and agricultural lands separate the five main units of the park. Landscape features are being transformed or hidden from view by commercial and residential developments and expanded highway networks. It is becoming more and more difficult for visitors to understand the "big picture" of the topography of the area. This trend is expected to continue. Runaway growth in the region is a threat to the landscape context.</p>
Stakeholders and Public Interest	<p>Some of the key stakeholders include:</p> <ul style="list-style-type: none"> • Central Virginia Battlefields Trust • National Trust for Historic Preservation • National Parks Conservation Association • Piedmont Environmental Council
Identified Planning and/or Data Needs	<ul style="list-style-type: none"> • Boundary adjustment study (underway).
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • None identified <p>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies</i> 2006—Cooperative Conservation 3.4





Analysis of Other Important Resources and Values

Other Important Resource or Value	Viewsheds and Adjacent Lands
Importance of the Resource	Scenic views of the Virginia piedmont, the Rappahannock River, and the City of Fredericksburg are significant in their own right. Many are important to understanding the narrative and significance of the various battles.
Current Conditions, Trends, and Potential Threats	<p>In 1993, the Civil War Sites Advisory Commission undertook a study of Civil War battlefields across the nation. This consisted of an inventory of core battlefield areas as well as larger study areas (where ancillary actions and maneuvers occurred) with an assessment of condition and integrity. The commission study revealed that not all key battlefield lands related to the park are included in the authorized boundary. Additionally, the park's land holdings tend to be linear and focused on the physical remnants of battle, mostly lines of earthworks. This is a legacy of the underlying presumption that shaped the park in the 1920s, that surrounding lands would remain in agricultural use, and thus there was no need to preserve anything but those features that were substantial and obvious to visitors, such as earthworks and trench lines.</p> <p>As such, significant battlefield landscapes, fields of battle, scenic views and viewsheds, and sites important to visitor understanding of the battles fall outside of park boundaries. In some cases these lands have been preserved by state agency, county or local government, or nonprofit organizations; in other cases, these lands remain in private ownership. Although some of these adjacent parcels will probably remain in agricultural use or undeveloped, many properties are being sold and developed. Scenic views and agricultural landscapes are being transformed or hidden by commercial and residential developments and expanded highway networks. Pressure for commercial, industrial, and residential development will continue along the Interstate 95 corridor from northern Virginia. In some cases, views are being blocked by the trees that have grown to maturity.</p>
Identified Planning and/or Data Needs	<ul style="list-style-type: none"> • Boundary adjustment study (underway). • Cultural landscape inventories and reports (data need).
Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none"> • None identified. <p>NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies</i> 2006—Cooperative Conservation 3.

Other Important Resource or Value	Passive Recreation
Importance of the Resource	At a time when open space is becoming less available to local residents, the battlefields provide a place to hike, jog, walk dogs, ride bikes, etc.
Current Conditions, Trends, and Potential Threats	<p>Chancellorsville</p> <ul style="list-style-type: none"> • Interpreted walking trails—Wounding of Jackson Trail, Hazel Grove Trail, Chancellorsville History Trail, Maury Birthplace Trail, McLaws’ Trail, and Salem Church Trail. • Park road shoulders. <p>Fredericksburg</p> <ul style="list-style-type: none"> • Interpreted walking trails—Sunken Road Walking Trail, Prospect Hill Trail, the Fredericksburg National Cemetery Trail, Bernard’s Cabin Trail, Lee Drive Trail, Lee Hill Trail, and Willis Hill Trail. • Park road shoulders. <p>The Wilderness</p> <ul style="list-style-type: none"> • Interpreted walking trails—Gordon Flank Attack Trail, the Widow Tapp Field Trail, the Chewning Plateau Trail, Vermont Monument Trail, Federal Line Trail, and Higgerson House Site Trail. • Park road shoulders. • Equestrian trail. <p>Spotsylvania Court House</p> <ul style="list-style-type: none"> • Interpreted walking trails—Bloody Angle Trail and Spotsylvania History Trail. • Park road shoulders. <p>All of the trails included in the FCI are considered in good condition, except for the National Cemetery Trail, which is in deteriorated condition.</p> <p>In addition to interpreted walking trails, visitors also use park road shoulders and some open areas for walking, jogging, biking, and horseback riding. The park currently sits in one of the fastest growing regions of the United States. Since 1960, the population of Spotsylvania County has increased nearly ten-fold. As local populations have grown and open spaces have dwindled, park managers have experienced increasing demand for recreational uses of the park’s open spaces. Concerns relate to the increasing demand for recreational uses of park lands include the protection of park natural and cultural resources, but also relate to safety, parking, and visitor experiences.</p> <p>Recently, there are starting to be more conflicts among user groups along roadways and in parking lots; these conflicts are currently most visible on weekends along Lee Drive. With additional construction along the park boundaries, park managers have found increasing numbers of social trails into the park and inappropriate uses. Requests for additional recreation infrastructure, such as parking lots and multi-use trails, are expected to increase.</p> <p>There are several initiatives in the Fredericksburg region aimed at providing additional recreational opportunities for residents through new trail development and enhanced linkages to existing open spaces and greenways. Organizers of these initiatives are interested in working with the park. Spotsylvania County has adopted a countywide trail plan that includes on-road and off-road elements and would like to connect local trails to the park. The park is working cooperatively with Spotsylvania and Stafford counties and the City of Fredericksburg on trails that will cross park property and/or connect the park to adjacent areas. Horse users are pressing for expanded use of the park.</p>
Identified Planning and/or Data Needs	<ul style="list-style-type: none"> • Trail management plan (planning need). • Parkwide visitor and administrative facilities plan (planning need).
Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none"> • None identified. <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006—Management of Recreational Use 8.2.2.1

Identification of Key Issues and Associated Planning and Data Needs

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

The following are key issues for Fredericksburg and Spotsylvania National Military Park and the associated planning and data needs to address them:

Resource Management.

Battlefield lands outside park boundaries — Recent development in the region continues to threaten significant battlefield lands outside of the park's boundary. Acres of significant battlefield lands related to the battles of Fredericksburg, Chancellorsville, the Wilderness, and Spotsylvania Court House are currently unprotected.

Planning need: boundary adjustment study.

Collections management — In 2015, the park opened a new curatorial storage facility that eliminated longstanding threats from the decades-long use of substandard areas. The process of consolidating the collection will take years.

Planning need: parkwide visitor and administrative facilities plan.

Earthen fortifications — The damage caused by natural forces poses the most significant risk to the earthen fortifications. Earthworks are subject to erosion from natural forces, such as wind and water, but also from foot and motorized vehicle traffic. The lack of an agreed upon NPS treatment plan regarding earthworks maintenance standards is, and will continue to be, a hindrance in caring for these resources.

Planning need: earthworks management plan.

Historic landscapes — Geography, topography, and natural features played a role in determining why the Fredericksburg area became a focal point for the battles, and historic patterns of trees and woodlots help to illustrate battlefield events. Without active management, vegetation can threaten park vistas, landscapes, and earthworks. The loss of historical landscape patterns can make the interpretation of battlefield events more challenging. The appropriate level of landscape rehabilitation and restoration needs to be determined.

Data need: cultural landscape inventories and reports.

Historic roads, traces and trails — Managing roadways that function as both historic resources and as commuter routes is a challenge for park management. Additionally, park managers work to ensure that there is a safe and efficient transportation network that accommodates all visitors to the park, including walkers, bikers, and automobile traffic. Some roads are now just traces in the woods and some are becoming overgrown and may disappear with time. Planned roadway expansions by local, county, and state jurisdictions pose threats to park resources. These resources need to be managed so their integrity and character are preserved, are also functional and can be interpreted so that visitors can access them and understand their vital role in the battles.

Planning need: comprehensive road management plan and trail management plan.



Battlefield archeology — In situ archeological remains of the battles are present throughout the park and are threatened by unauthorized excavation. The park has the highest incidence of archeological looting in the region with one of the latest events resulting in the excavation of 475 holes dug into an area of intact earthworks. House sites are equally at risk, with foundation stones being recently looted. Few are accessible and interpreted to the public. New strategies are needed to protect these resources and engage visitors and the surrounding communities in their roles to share stewardship with the park.

Planning need: resource stewardship strategy.

Visitor Experience and Facilities.

Access and orientation — The park's authorized boundary is 8,506 acres and spread over 145 square miles in four counties and one independent city. There are multiple entrances to the park, and park sites are separated by many miles. Increasing levels of traffic in the region can make it challenging to move visitors efficiently throughout the park. Visitors entering the park from the south and the west do not have any easy access to a visitor center. Because of increasing population and new developments, along with regional road improvements and the additional acreage added to the Chancellorsville and Wilderness battlefields, more and more visitors start their tour of the parks west of Fredericksburg.

Planning need: visitor use management plan and visitor use study.

Interpretation and education — The park has recently completed the overhaul of virtually all the interpretive media in the park: films, wayside exhibits, publications, web-based media, and visitor center exhibits. Also, the park has implemented an overhaul of its education programming, providing dedicated staff for the first time. Still, park managers face a challenge in engaging visitors and providing interpretive opportunities consistently throughout the park. The Fredericksburg visitor center is physically unsuited to its function. The Chancellorsville visitor center is located poorly—it sits amidst a key landscape and chronologically connects visitors to the resource mid-story. Facilities at Wilderness and Spotsylvania are insufficient. Personal service programs are not offered in all parts of the park; the Wilderness Battlefield and Spotsylvania Court House Battlefield have only flat outdoor interpretive panels, and the park's two primary historic structures are only open as volunteers are available. The population of school-aged children has increased significantly in recent years. The park does not have an indoor facility for educational programs that can accommodate large groups of visitors and school children.

Planning need: parkwide visitor and administrative facilities plan.

Recreation — The park currently sits in one of the fastest growing regions of the United States. Today, visitors also use the park for walking, biking, horseback riding, and other recreational uses. As local populations have grown and open spaces have dwindled, park managers have experienced increasing demand for recreational uses of the park. There are several initiatives in the Fredericksburg region aimed at providing additional recreational opportunities for residents through new trail development and enhanced linkages to existing open spaces and greenways. Organizers of these initiatives are interested in working with the park.

Planning need: trail management plan.

Planning and Data Needs

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

Items considered of the utmost importance were identified as high priority, and other items identified, but not rising to the level of high priority, were listed as either medium- or low-priority needs. These priorities inform park management efforts to secure funding and support for planning projects.

Planning Needs – Where A Decision-making Process Is Needed		
Related to an FRV or OIRV?	Planning Needs	Priority (H, M, L)
Yes	Boundary adjustment study (underway)	H
Yes	A comprehensive road management plan would identify sensitive and nonsensitive areas of the park to inform park and local governmental decision making regarding proposals for roadway expansions and turning lane initiatives on park lands. <ul style="list-style-type: none"> • Alternate transportation feasibility study 	H
Yes	A parkwide visitor and administrative facilities plan would also include, over time, specific development plans for sites where additional detailed planning is warranted, including: <ul style="list-style-type: none"> • Chatham (administrative and visitor facilities, interpretive media, access and circulation) • Fairfield Plantation / Stonewall Jackson Shrine (visitor facilities, interpretive media, circulation) • Chancellorsville intersection (visitor access and circulation) • Jackson's Flank Attack tour stop (visitor access and circulation) • Chancellorsville visitor center (facilities, visitor access, circulation, especially access to south side of Virginia State Route 3) • Saunders Field / Wilderness exhibit shelter / Ellwood (facilities, circulation, including access across Virginia State Route 20) • Chancellorsville transportation facilities (integrating roads and history) • Sunken Road / Fredericksburg Battlefield visitor center (facilities, visitor access and circulation) • Spotsylvania Court House Battlefield visitor facilities and parking (circulation and access) 	H
Yes	Trail management plan	H
Yes	Earthworks management plan	H
Yes	Resource stewardship strategy	H

Data Needs – Where Information Is Needed Before Decisions Can Be Made		
Related to an FRV or OIRV?	Data and GIS Needs	Priority (H, M, L)
Yes	Cultural landscape inventories and reports: <ul style="list-style-type: none">Fredericksburg Battlefield, Sunken Road / Marye’s HeightsChathamFredericksburg National CemeteryFredericksburg Battlefield South—Lee DriveWilderness BattlefieldSpotsylvania Court House BattlefieldFairfield Plantation / Stonewall Jackson Shrine	H
Yes	Historic structure report for Fredericksburg Battlefield Visitor Center	H
Yes	Archeological overview and assessments	M
Yes	Natural resource condition assessment	M
Yes	Historic structure reports: <ul style="list-style-type: none">Innis HouseCemetery Lodge	M



Part 3: Contributors

Fredericksburg and Spotsylvania National Military Park

Lou Brent—Purchasing Agent
Regina Carrico—Lead Park Ranger, Visitor Protection
Brian Dendis—Facility Manager
John Hennessy—Chief Historian/Chief of Interpretation
Keith Kelly—Chief Ranger
Gregg Kneipp—Natural Resource Manager
Lucy Lawliss—Superintendent
Gregg Mertz—Park Ranger (Interpretation)
Eric Mink—Cultural Resources Management
Lupe O’Neil—Maintenance Program Assistant
Frank O’Reilly—Park Ranger (Interpretation)
Don Pfanz—Staff Historian
John Sears—General Maintenance Foreman
Russ Smith—Superintendent (former)
Sue Titchenell—Administrative Officer

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Appendixes

Appendix A: Summary of Enabling Legislation and Amendments

Summary of Enabling Legislation and Amendments

Year	Public Law	Statute	Summary
1924		43 Stat. 646	Provision for inspection of battlefields in and around Fredericksburg and Spotsylvania Court House, Virginia.
1927		44 Stat. 1091	An act to establish a national military park at and near Fredericksburg, Virginia, and to mark and preserve historical points connected with the battles of Fredericksburg, Spotsylvania Court House, the Wilderness, and Chancellorsville, including Salem Church, Virginia.
1980	96–199	94 Stat. 67	Boundary increase to add approximately 20 acres.
1989	101–214	103 Stat. 1849	<p>Act to establish an authorized boundary—To expand the boundaries of the Fredericksburg and Spotsylvania County Battlefields Memorial National Military Park near Fredericksburg, Virginia.</p> <p>Interpretation—In administering the park, the Secretary shall take such action as is necessary and appropriate to interpret, for the benefit of visitors to the park and the general public, the battles of Fredericksburg, Chancellorsville, Spotsylvania Courthouse, and the Wilderness in the larger context of the Civil War and American history, including the causes and consequences of the Civil War and including the effects of the war on all the American people, especially on the American South.</p>
1992	102–541	106 Stat. 3565	Act to expand the park's boundary—Land area located south and west of the intersection of the Orange Plank Road and Brock Road in Spotsylvania County was strategically significant ground associated with the battle of the Civil War known as the Battle of the Wilderness, and that the tract of land adjacent to such area known as "Longstreet's Flank Attack" was also strategically significant to that battle.
1999	106–150	113 Stat. 1730	Act to allow fee acquisition of certain lands that could previously only be acquired by donation.

Appendix B: Enabling Legislation and Legislative Acts for Fredericksburg and Spotsylvania National Military Park

USC Title 16 Section 425

§ 425. Fredericksburg and Spotsylvania County Battle Fields Memorial; establishment

In order to commemorate the Civil War battles of Fredericksburg, Spotsylvania Court House, Wilderness, and Chancellorsville, including Salem Church, all located at or near Fredericksburg, Virginia, and to mark and preserve for historical purposes the breastworks, earthworks, gun emplacements, walls, or other defenses or shelters used by the armies in said battles, so far as the marking and preservation of the same are practicable, the land herein authorized to be acquired, or so much thereof as may be taken, and the highways and approaches herein authorized to be constructed, are declared to be a national military park to be known as the Fredericksburg and Spotsylvania County Battle Fields Memorial whenever the title to the same shall have been acquired by the United States, the said land so to be acquired being the land necessary for a park of the plan indicated on the index map sheet filed with the report of the Battle Field Commission appointed pursuant to an Act entitled “An Act to provide for the inspection of the battle fields in and around Fredericksburg and Spotsylvania Court House, Virginia,” approved on the 7th day of June 1924, said index map sheet being referred to in said report, and particularly in the “Combined Plan—Antietam system,” described in said report, the first of the plans mentioned in said report under the heading “Combined Plan—Antietam system” being the plan which is adopted, the said land herein authorized to be acquired being such land as the Secretary of the Interior may deem necessary to establish a park on the combined plan, Antietam system, above referred to, the particular boundaries of such land to be fixed by surveys made previous to the attempt to acquire the same, and authority is given to the Secretary of the Interior to acquire for the purposes of sections 425 to 425j of this title the land above mentioned, or so much thereof as he may deem necessary, together with all such existing breastworks, earthworks, gun emplacements, walls, defenses, shelters, or other historical points as the Secretary of the Interior may deem necessary, whether shown on said index map sheet or not, and together also with such additional land as the Secretary of the Interior may deem necessary for monuments, markers, tablets, roads, highways, paths, approaches, and to carry out the general purposes of said sections. As title is acquired to parts of the land herein authorized to be acquired, the Secretary of the Interior may proceed with the establishment of the park upon such portions so acquired, and the remaining portions of the lands desired shall be respectively brought within said park as titles to said portions are severally acquired.

§ 425a. Acquisition of lands

The Secretary of the Interior is authorized to cause condemnation proceedings to be instituted in the name of the United States under the provisions of section 3113 of title 40, to acquire title to the lands, interests therein, or rights pertaining thereto within the said Fredericksburg and Spotsylvania County Battle Fields Memorial, authorized to be acquired in section 425 of this title, and the United States shall be entitled to immediate possession upon the filing of the petition in condemnation in the United States District Court for the Eastern District of Virginia: Provided, That when the owner of such lands, interests therein, or rights pertaining thereto shall fix a price for the same, which in the opinion of the commission, referred to in section 425c of this title, and the Secretary of the Interior, shall be reasonable, the Secretary may purchase the same without further delay: Provided further, That the Secretary of the Interior is authorized to accept on behalf of the United States, donations of lands, interests therein or rights pertaining thereto required for the said Fredericksburg and Spotsylvania County Battle Fields Memorial: And provided further, That no public money shall be expended for title to any lands until a written opinion of the Attorney General shall be had in favor of the validity of title thereto.

§ 425b. Leasing lands for memorial

The Secretary of the Interior is authorized to enter into leases with the owners of such of the lands, works, defenses, and buildings thereon within the said Fredericksburg and Spotsylvania County Battle Fields Memorial, as in his discretion it is unnecessary to forthwith acquire title to, and such leases shall be on such terms and conditions as the Secretary of the Interior may prescribe, and may contain options to purchase, subject to later acceptance if in the judgment of the Secretary of the Interior it is as economical to purchase as condemn title to the property: Provided, That the Secretary of the Interior may enter into agreements upon such nominal terms as he may prescribe, permitting the present owners or their tenants to occupy or cultivate their present holdings, upon condition that they will preserve the present breastworks, earthworks, walls, defenses, shelters, buildings, and roads, and the present outlines of the battlefields, and that they will only cut trees or underbrush or disturb or remove the soil, under such regulations as the Secretary of the Interior may prescribe, and that they will assist in caring for and protecting all tablets, monuments, or such other artificial works as may from time to time be erected by proper authority: Provided further, That if such agreements to lease cover any lands the title to which shall have been acquired by the United States, the proceeds from such agreements shall be applied by the Secretary of the Interior toward the maintenance of the park.

§ 425c. Commission; organization

The affairs of the said Fredericksburg and Spotsylvania County Battle Fields Memorial shall, subject to the supervision and direction of the Secretary of the Interior, be in charge of three commissioners, consisting of Army officers, civilians, or both, to be appointed by the Secretary of the Interior, one of whom shall be designated as chairman and another as secretary of the commission.

§ 425d. Duties of commission

It shall be the duty of the commissioners, under the direction of the Secretary of the Interior, to survey, locate, and preserve the lines of the opposing armies in said battles, to open, construct, and repair such roads, highways, paths, and other approaches as may be necessary to make the historical points accessible to the public and to students of said battles and for the purposes of the park, to ascertain and mark with historical monuments, markers, tablets, or otherwise, as the Secretary of the Interior may determine, all breastworks, earthworks, gun emplacements, walls, or other defenses or shelters, lines of battle, location of troops, buildings, and other historical points of interest within the park or in its vicinity, and to establish and construct such observation towers as the Secretary of the Interior may deem necessary for said park, and the said commission in establishing the park shall have authority, under the direction of the Secretary of the Interior to employ such labor and services at rates to be fixed by the Secretary of the Interior, and to obtain such supplies and materials as may be necessary to carry out the provisions of sections 425 to 425j of this title.

§ 425e. Acceptance and distribution of gifts

The commission, acting through the Secretary of the Interior, is authorized to receive gifts and contributions from States, Territories, societies, organizations, and individuals for the said Fredericksburg and Spotsylvania County Battle Fields Memorial: Provided, That all contributions of money received shall be deposited in the Treasury of the United States and credited to a fund to be designated "Fredericksburg and Spotsylvania County Battle Fields Memorial fund," which fund shall be applied to and expended under the direction of the Secretary of the Interior for carrying out the provisions of sections 425 to 425j of this title.

§ 425f. Ascertaining and marking lines of battle

It shall be lawful for the authorities of any State having had troops engaged in said battles of Fredericksburg, Spotsylvania Court House, Wilderness, and Chancellorsville, including Salem Church, or in any of said battles, to enter upon the lands and approaches of the Fredericksburg and Spotsylvania County Battle Fields Memorial for the purposes of ascertaining and marking the lines of battle of troops engaged therein: Provided, That before any such lines are permanently designated, the position of the lines and the proposed methods of marking them by monuments, tablets, or otherwise, including the design and inscription for the same, shall be submitted to the Secretary of the Interior, and shall first receive written approval of the Secretary, which approval shall be based upon formal written reports to be made to him in each case by the commissioners of the park: Provided, That no discrimination shall be made against any State as to the manner of designing lines, but any grant made to any State by the Secretary of the Interior may be used by any other State.

§ 425g. Protection of monuments, etc.

If any person shall, except by permission of the Secretary of the Interior, destroy, mutilate, deface, injure, or remove any monument, column, statue, memorial structure, or work of art that shall be erected or placed upon the grounds of the park by lawful authority, or shall destroy or remove any fence, railing, inclosure, or other work for the protection or ornament of said park, or any portion thereof, or shall destroy, cut, hack, bark, break down, or otherwise injure any tree, bush, or shrubbery that may be growing upon said park, or shall cut down or fell or remove any timber, battle relic, tree or trees growing or being upon said park, or hunt within the limits of the park, or shall remove or destroy any breastworks, earthworks, walls, or other defenses or shelter or any part thereof constructed by the armies formerly engaged in the battles on the lands or approaches to the park, any person so offending and found guilty thereof before any justice of the peace of the county in which the offense may be committed, or any court of competent jurisdiction, shall for each and every such offense forfeit and pay a fine, in the discretion of the justice, according to the aggravation of the offense, of not less than \$5 nor more than \$50, one-half for the use of the park and the other half to the informer, to be enforced and recovered before such justice in like manner as debts of like nature were, on February 14, 1927, by law recoverable in the several counties where the offense may be committed.

§ 425h. Rules and regulations

The Secretary of the Interior, subject to the approval of the President, shall have the power to make and shall make all needful rules and regulations for the care of the park, and for the establishment and marking of lines of battle and other historical features of the park.

§ 425i. Report of completion of acquisition of land and work of commission; superintendent of park

Upon completion of the acquisition of the land and the work of the commission, the Secretary of the Interior shall render a report thereon to Congress, and thereafter the park shall be placed in charge of a superintendent at a salary to be fixed by the Secretary of the Interior and paid out of the appropriation available for the maintenance of the park.

§ 425j. Authorization of appropriation

To enable the Secretary of the Interior to begin to carry out the provisions of sections 425 to 425j of this title, including the condemnation, purchase, or lease of the necessary lands, surveys, maps, marking the boundaries of the park, opening, constructing, or repairing necessary roads, pay and expenses of commissioners, salaries for labor and services, traveling expenses, supplies and materials, the sum of \$50,000 is authorized to be appropriated out of any money in the Treasury not otherwise appropriated, to remain available until expended, and such additional sums are authorized to be appropriated from time to time as may be necessary for the completion of the project and for the proper maintenance of said park. All disbursements under said sections shall be annually reported by the Secretary of the Interior to Congress.

§ 425k. Revision of park boundaries**(a) Boundary revision**

In furtherance of the purposes of sections 425 to 425j of this title, the Fredericksburg and Spotsylvania County Battlefields Memorial National Military Park (hereinafter in sections 425k to 425o of this title referred to as the “park”) shall hereafter comprise the lands and interests in lands within the boundary generally depicted as “Proposed Park Boundary” on the maps entitled “Fredericksburg and Spotsylvania National Military Park,” numbered 326–40075D/89, 326–40074E/89, 326–40069B/89, 326–40070D/89, 326–40071C/89, 326–40076A/89, and 326–40073D/89, and dated June 1989, and the map entitled “Fredericksburg and Spotsylvania National Military Park,” numbered 326–40072E/89/A and dated September 1990. The maps shall be on file and available for public inspection in the Office of the National Park Service, Department of the Interior.

(b) Excluded lands

Lands and interests in lands within the boundary depicted on the maps referred to in subsection (a) of this section as “Existing Park Boundary” but outside of the boundary depicted as “Proposed Park Boundary” are hereby excluded from the park, in accordance with the provisions of section 425l(b) of this title. The Secretary of the Interior (hereinafter referred to as the “Secretary”) may relinquish to the Commonwealth of Virginia exclusive or concurrent legislative jurisdiction over lands excluded from the park by this section by filing with the Governor a notice of relinquishment. Such relinquishment shall take effect upon acceptance thereof, or as the laws of the Commonwealth may otherwise provide.

§ 425l. Acquisitions and conveyances**(a) Acquisition**

(1) Except as provided in paragraph (2), the Secretary is authorized to acquire lands and interests in lands within the park, by donation, purchase with donated or appropriated funds or by exchange.

(2) The lands designated “P04-04” on the map referred to in section 425k (a) of this title numbered 326-40072E/89/A and dated September 1990 may be acquired only by donation, and the lands designated “P04-01”, “P04-02”, and “P04-03” on such map may be acquired only by donation, purchase from willing sellers, or exchange.

(b) Conveyance of lands excluded from park

(1) The Secretary is authorized, in accordance with applicable existing law, to exchange Federal lands and interests excluded from the park pursuant to section 425k(b) of this title for the purpose of acquiring lands within the park boundary.

(2) If any such Federal lands or interests are not exchanged within five years after December 11, 1989, the Secretary may sell any or all such lands or interests to the highest bidder, in accordance with such regulations as the Secretary may prescribe, but any such conveyance shall be at not less than the fair market value of the land or interest, as determined by the Secretary.

(3) All Federal lands and interests sold or exchanged pursuant to this subsection shall be subject to such terms and conditions as will assure the use of the property in a manner which, in the judgment of the Secretary, will protect the battlefield setting. Notwithstanding any other provision of law, the net proceeds from any such sale or exchange shall be used, subject to appropriations, to acquire lands and interests within the park.

(c) Alternative access

In order to facilitate the acquisition by the United States of existing easements or rights of access across Federal lands within the park and to provide the owners of such easements or rights of access with alternative rights of access across non-park lands, the Secretary may acquire, by donation, purchase with donated or appropriated funds, or exchange, interests in land of similar estate across lands which are not within the park. With or without the acceptance of payment of cash to equalize the values of the properties, the Secretary may convey such non-park lands or interests in lands to the holders of such existing easements or rights of access across Federal lands within the park in exchange for their conveyance to the United States of such easements or rights. Nothing in sections 425k to 425o of this title shall prohibit the Secretary from acquiring any outstanding easements or rights of access across Federal lands by donation, purchase with donated or appropriated funds or by exchange.

(d) Conservation easements

The Secretary is authorized to accept donations of conservation easements on lands adjacent to the park. Such conservation easements shall have the effect of protecting the scenic and historic resources on park lands and the adjacent lands or preserving the undeveloped or historic appearance of the park when viewed from within or without the park.

(e) Other provisions

Within the area bounded by the Orange Turnpike, the Orange Plank Road, and McLaws Drive no improved property (as defined in section 425m of this title) may be acquired without the consent of the owner thereof unless the Secretary determines that, in his judgment, the property is subject to, or threatened with, uses which are having, or would have, an adverse impact on the park.

§ 425m. Retained rights**(a) Retention of use and occupancy**

With the exception of property which the Secretary determines is necessary for development or public use, the owner or owners of improved property acquired pursuant to sections 425k to 425o of this title may retain a right of use and occupancy of such improved property for noncommercial residential purposes for a definite term of not more than twenty-five years, or for a term ending at the death of the owner or the owner's spouse. The owner shall elect the term to be reserved, except that if the owner is a corporation, trust, partnership, or any entity other than an individual, the term shall not exceed twenty-five years. Ownership shall be determined as of June 1, 1989. Unless the property is wholly or partially donated, the Secretary shall pay to the owner the fair market value of the property on the date of such acquisition, less the fair market value of the right retained by the owner.

(b) Terms and conditions

Any rights retained pursuant to this section shall be subject to such terms and conditions as the Secretary may prescribe and may be terminated by the Secretary upon his determination and after reasonable notice to the owner thereof that such property is being used for any purpose which is incompatible with the administration, protection, or public use of the park. Such right shall terminate by operation of law upon notification of the owner by the Secretary and tendering to the owner an amount equal to the fair market value of that portion of the right which remains unexpired.

(c) "Improved property" defined

As used in this section, the term "improved property" means a year-round noncommercial single-family dwelling together with such land, in the same ownership as the dwelling, as the Secretary determines is reasonably necessary for the enjoyment of the dwelling for single family residential use.

§ 425n. Interpretation

In administering the park, the Secretary shall take such action as is necessary and appropriate to interpret, for the benefit of visitors to the park and the general public, the battles of Fredericksburg, Chancellorsville, Spotsylvania Courthouse, and the Wilderness in the larger context of the Civil War and American history, including the causes and consequences of the Civil War and including the effects of the war on all the American people, especially on the American South.

§ 425o. Authorization of appropriations

There are authorized to be appropriated such sums as may be necessary to carry out the purposes of sections 425k to 425o of this title.



Northeast Region Foundation Document Recommendation Fredericksburg and Spotsylvania National Military Park

October 2015

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


RECOMMENDED

Lucy Lawliss, Superintendent, Fredericksburg and Spotsylvania National Military Park

10/08/15
Date

for

APPROVED

Michael A. Caldwell, Regional Director, Northeast Region

11/2/15
Date



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

Foundation Document

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