



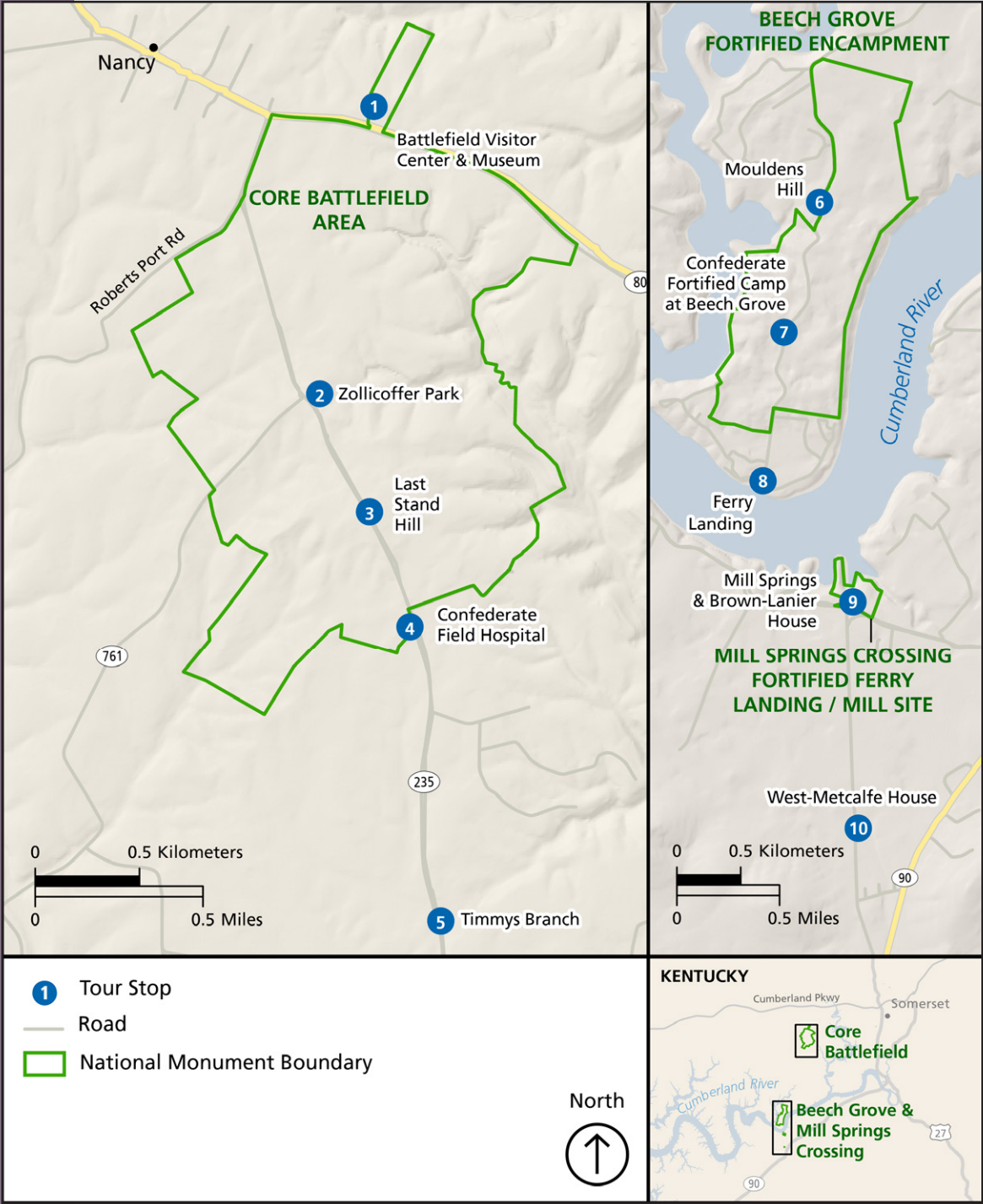
Foundation Document

Mill Springs Battlefield National Monument

Kentucky

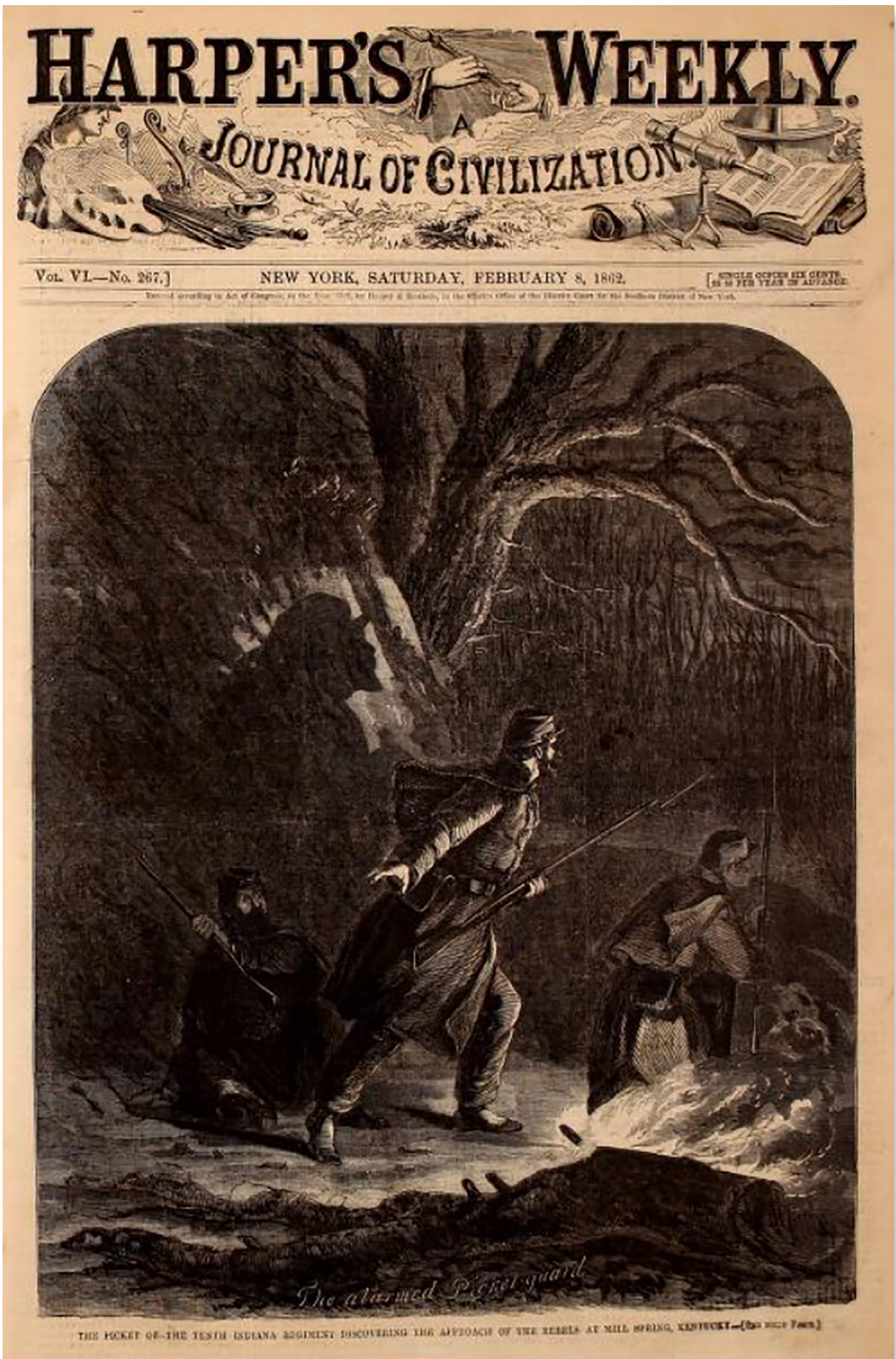
September 2021





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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:

- **Integrity:** We deal honestly, ethically, and fairly with the public and one another.
- **Stewardship:** We provide and inspire exceptional care of the places entrusted to us by the American people.
- **Respect:** We embrace our differences and treat each person with dignity.
- **Engagement:** We each participate fully, extend genuine invitations, and remove barriers to inclusion.
- **Collaboration:** We succeed by engaging beyond our silos, tapping new ideas, and expanding our community.
- **Accountability:** We earn the public's trust each day by competently and transparently fulfilling our responsibilities.

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 Mill Springs Battlefield National Monument can be accessed online at: <http://insideparkatlas.nps.gov/MISP>.



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

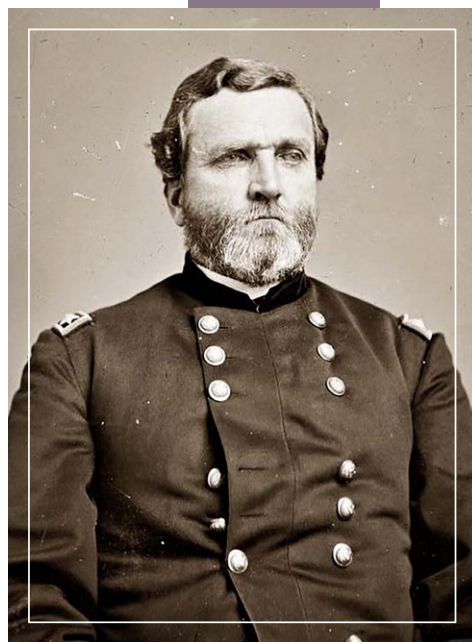
Established in 2020, Mill Springs Battlefield National Monument protects resources associated with the winter of 1860–1861 Confederate encampments at Mill Springs and Beech Grove, the January 19, 1862, Civil War battle, and the aftermath of the engagement. The monument includes three discontinuous areas that together tell the story of the events leading up to, during, and immediately following the battle: the core battlefield, the Beech Grove fortified encampment, and the Mill Springs fortified ferry landing site.

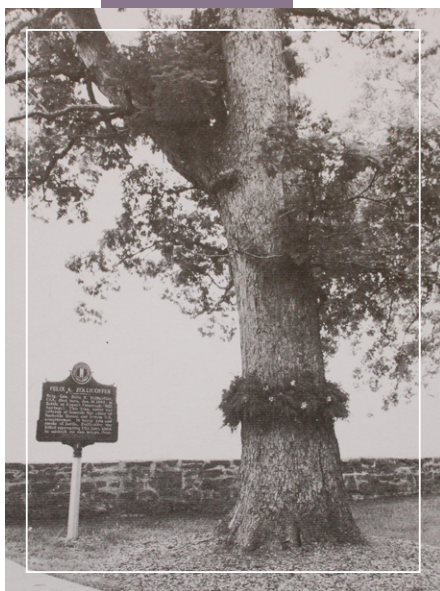
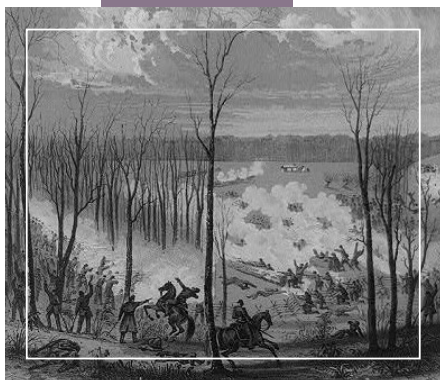
The core battlefield outside the town of Nancy in Pulaski County, Kentucky, includes the area of the heaviest fighting—previously recognized as Zollicoffer Park—and a visitor center. South of the battlefield sits Beech Grove fortified Confederate encampment with archeological evidence of the cabins and fortifications constructed by Confederate troops in late 1861. While the encampment site historically sat on a peninsula created by the Cumberland River and White Oak Creek, the narrow peninsula is now surrounded by the north shore of Lake Cumberland—the reservoir and recreational area created by the damming of the Cumberland River. On the southern shore of the lake in Wayne County, the Mill Springs fortified ferry landing was used to transport troops and supplies across the Cumberland River. The southern-most area also includes the Brown-Lanier House—a residence that served as a United States and Confederate military headquarters; the West-Metcalf House—a modest home that was used as a field hospital after the battle; and the site of the water-powered mill and springs that gave Mill Springs its name. The existing mill, the 13 springs that feed into it, and the Brown-Lanier House sit within Mill Springs Park, a recreational area managed by the US Army Corps of Engineers.

The Battle of Mill Springs was one of Kentucky's largest Civil War battles and gave the US Army its first major victory in the war following the disastrous defeat at the Battle of First Manassas (Bull Run) the previous summer. From the early days of the American Civil War, it was evident that Kentucky held incredible strategic importance, with the Confederate States of America hoping to hold the Cumberland Gap and the United States of America seeing southern Kentucky as the gateway to Confederate strongholds in Tennessee and beyond. Both sides shifted regiments into the state during late summer and fall of 1861.

After crossing into Kentucky and being repulsed by Federal troops in October 1861, CSA Brigadier General Felix K. Zollicoffer led his troops from Tennessee into southern Kentucky again in November, where they set up winter camp on the south bank of the Cumberland River at Mill Springs. Deciding the north bank offered a superior strategic location, Zollicoffer moved his forces to Beech Grove in December 1861 and they set to work building entrenchments to protect their defensive position.

While Zollicoffer's men were settling in for the winter, Federal forces took notice and strategized how best to drive Confederate troops from their Kentucky stronghold. Zollicoffer's superior, Major General George Bibb Crittenden, arrived at the camp in early January to prepare for an anticipated Federal attack and to assume control of the Confederate forces at Mill Springs, which then numbered around 6,500 men. In early January 1862, US Brigadier General Don Carlos Buell, Commander of the Army of the Ohio, ordered Generals George Thomas and Albin Schoepf to march on Mill Springs and drive the Confederate force back across the Cumberland River.





On January 17, 1862, after battling poor weather and bad roads, Thomas' men and three regiments sent ahead by Schoepf finally arrived at Logan's Crossroads (now called Nancy, Kentucky). Fearing that Thomas and Schoepf's combined forces would overpower the Confederates at Beech Grove, Crittenden decided to take the offensive and ordered the Confederate army to march on Logan's Crossroads the night of January 18.

Confederate troops met the Federal pickets the morning of January 19, 1862. While the initial Confederate strike slowly forced the US Army line back, the battle began to stabilize as more of Schoepf's forces arrived. Thick morning fog, smoke created by the black powder rifles and artillery, and rain that rendered the Confederate forces' aging flintlock muskets ineffective combined to create an air of confusion that was increased after Zollicoffer was killed that morning. The Confederates were able to mount another significant attack but were ultimately unable to break Federal lines and began to retreat to their fortified camp at Beech Grove. While rear guard action slowed US forces, Crittenden ordered a full withdrawal, leaving behind artillery, horses, wagons, and most camp equipment as troops fled across the Cumberland River. The Battle of Mill Springs forced Crittenden back to middle Tennessee and resulted in 155 Confederate and 55 Federal dead.

The Confederate force lost more than men at the Battle of Mill Springs. The defeat caused their defensive line to collapse in eastern Kentucky, leaving the region under Federal control and eastern Tennessee open to invasion. The subsequent Confederate losses of Forts Henry and Donelson, both just over the border in Tennessee, forced all Confederate forces to retreat out of Kentucky by February 1862.

Spurred on by the Civil War Sites Advisory Commission calling attention to the condition and threats of battlefields across the nation, locals concerned about the future of the site formed the nonprofit Mill Springs Battlefield Association (MSBA) in 1992. Over the next three decades, the group, partnering with the Civil War Trust (now called the American Battlefield Trust), purchased more than 900 acres of the core battlefield. The group also secured funding for numerous archeological investigations that helped expand knowledge related to the encampment and battle. The battlefield was added to the National Register of Historic Places (NRHP) in 1993 and designated a National Historic Landmark the next year. The NRHP documentation was updated in 2009 to reflect additional information gathered during archeological work completed since the 1990s.

Before Mill Springs Battlefield's designation as a national monument, the Mill Springs Battlefield Association oversaw site management and maintenance responsibilities, staffed the nearly 10,000-square-foot visitor center and Brown-Lanier House, and oversaw the restoration of the circa 1799 West-Metcalf House. The Mill Springs Battlefield Association donation of the visitor center property and Pulaski County's transfer of the 1-acre Zollicoffer Park to the National Park Service made the establishment of Mill Springs Battlefield National Monument possible. Visitors to the monument can enjoy the introduction video in the visitor center, walk through the museum, and see the historic monuments and interpretive trail at Zollicoffer Park. In addition, visitors can journey through the chronology of the battle on the 10-stop driving tour that guides them from the visitor center down to the north shore of Lake Cumberland and around to the mill site, Brown-Lanier House, and West-Metcalf House on the lake's southern shore.

Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Mill Springs National Monument was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The John D. Dingell Jr. Conservation, Management, and Recreation Act authorized the establishment of the national monument on March 12, 2019, and the national monument was established by a decision memorandum from the secretary of the interior on September 22, 2020 (see appendix A for enabling legislation and decision memorandum). The purpose statement lays the foundation for understanding what is most important about the park.

MILL SPRINGS BATTLEFIELD NATIONAL MONUMENT in southern Kentucky preserves and interprets the nationally significant historic resources associated with the 1862 Battle of Mill Springs, the first major United States victory in the Western Theater of the American Civil War.

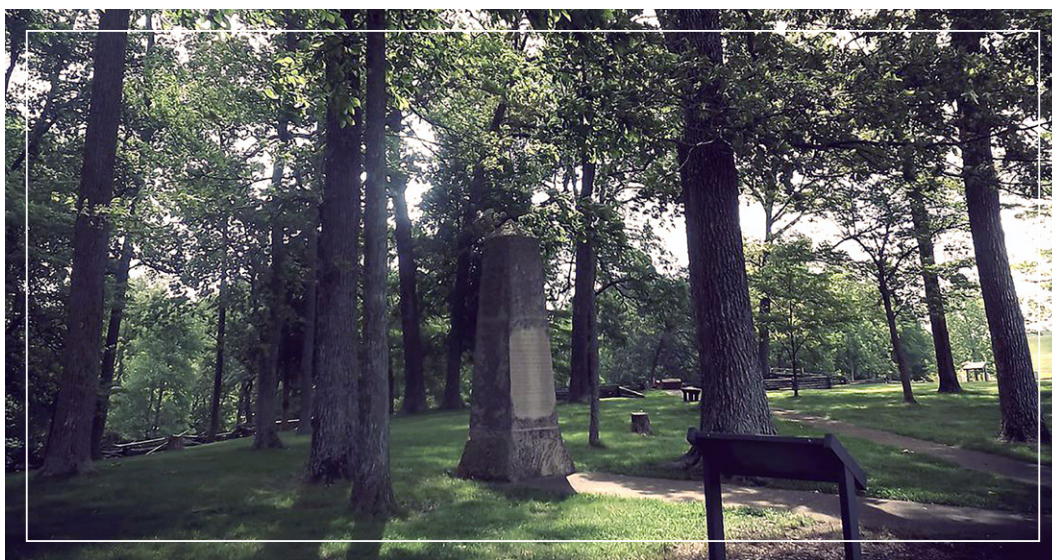


Park Significance

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 Mill Springs Battlefield National Monument 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 Mill Springs Battlefield National Monument. (Please note that the sequence of the statements does not reflect the level of significance.)

1. Fought on January 19, 1862, the Battle of Mill Springs was the first major United States victory in the Western Theater of the Civil War, breaking the Confederate defensive line across the border state of Kentucky, capturing the attention of national press outlets, and providing a much-needed morale boost to those supporting the United States.
2. Victory at Mill Springs showcased General George Henry Thomas' strong strategic understanding of warfare and began his rise as a key figure in the campaigns that secured US Army success in the Western Theater. The native Virginian went on to provide pivotal support during the Battle of Chickamauga, the Atlanta Campaign, and the Battle of Nashville.
3. The natural defensive barrier created by the Cumberland River and surrounding cliffs and ravines led Confederate forces to construct a fortified encampment at Mill Springs in an attempt to keep political control of Kentucky, a state considered essential to the United States and Confederate military strategies.
4. Historic and archeological resources associated with the 1861–1862 Confederate winter encampment and January 1862 Battle of Mill Springs, as well as the surrounding rural landscape, historic structures, and notable geographic features, maintain integrity and convey information about the battle, military and civilian life, and the relationship between soldiers and local Kentuckians during the early days of the American Civil War.
5. The commemorative monuments and landscapes at Zollicoffer Park, all of which are Confederate, demonstrate the Nancy community's complicated and conflicting feelings surrounding the Civil War and are representative examples of local memorialization efforts that occurred throughout the South following the Civil War.



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 Mill Springs Battlefield National Monument:

- Core Battlefield.** Early on the morning of the January 19, 1862, Confederate forces under Brigadier General Felix Zollicoffer launched an offensive attack on the US troops gathered at Logan's Crossroads (present-day Nancy, Kentucky). The sides met approximately 8 miles north of Beech Grove and fought throughout the day, with Federal troops pushing Confederates back to their encampment by that evening. The hilly terrain of the core battlefield includes the contested ridgeline and Clifty Creek ravine, both natural features that impacted troop movements and tactics during the battle. The rolling terrain also influenced a Confederate counterattack and retreat to the Beech Grove fortifications. Farmsteads, outbuildings, and agricultural fields from the 20th century reflect a rural landscape similar to one that existed during the Civil War.
- Beech Grove Encampment.** Approximately 7,000 Confederate troops arrived at Mill Springs in November 1861 with orders to construct a fortified winter encampment on the south bank of the Cumberland River. After creating trenches and earthworks in the area surrounding the Mill Springs gristmill, Zollicoffer decided to ferry most of his soldiers to the north bank of the river and create another fortified encampment at Beech Grove. After the Confederate defeat and hasty withdrawal into Tennessee, General George Thomas set up US Army headquarters in the same area that Zollicoffer's troops first camped. The length of the encampment's occupation and quick Confederate retreat after the battle resulted in a wealth of artifacts and historic fortifications left at the site. The archeological resources and cultural landscape found at the 1861–1862 Confederate winter encampment at Beech Grove—which include trenches, engineered earthworks, and cabin sites—are rare examples of early Civil War fortifications, and the personal effects left by Confederate troops show how military and civilian life collided during the first months of the conflict.





- **West-Metcalf House.** The West-Metcalf House, located in Wayne County approximately 1 mile south of Lake Cumberland, dates to approximately 1799 and was one of the earliest examples of a brick house constructed in the area. The house served as General Zollicoffer's first headquarters at Mill Springs; during the battle, the house was used as a Confederate field hospital.
- **Brown-Lanier House and South Encampment.** The two-story Greek Revival house—constructed as a log cabin in 1830 and subsequently expanded—sits alongside the Mill Springs Mill and served as the miller's residence. During the 1860s, the house was part of a 1,200-acre plantation owned by the Thompson Brown family and considered one of the finest houses in the area. When Confederate troops arrived at Mill Springs during the fall of 1861, the property became the site of an encampment and the house was converted into Confederate Generals Zollicoffer's and Crittenden's headquarters. After the Confederate retreat, US General Thomas made use of the house while stationed at the site. Official Army correspondence sent from the house shared news of the victory at "Mill Springs," giving the January 19, 1862, battle its official name.
- **Museum Collections.** The museum collections associated with Mill Springs Battlefield National Monument contain a wide variety of objects and archives that serve as tangible links to the past. The collections include personal effects associated with the Confederate encampment and battlefield artifacts collected during past archeological fieldwork. Archives include official records, reports, letters, diaries, and other documents from soldiers who encamped at or fought during the battle and documents related to 20th century commemorative activities at the battlefield.
- **Zollicoffer Park.** Zollicoffer Park has served as the primary location for community remembrance of the Civil War since the early 20th century. The hilltop that saw some of the heaviest fighting during the 1862 battle and was chosen as the burial places for the Confederate dead became the site of early Decoration Day events. In 1910, the Daughters of the Confederacy placed a monument to the fallen Confederate General Zollicoffer and a memorial marker on the Confederate mass grave. Pulaski County formally dedicated the 1-acre park in 1933. Today the park acts as a community greenspace and the gateway to the Zollicoffer Trail. It provides expansive views of the surrounding battlefield, rolling hillsides and farms, and the Mill Springs National Cemetery—the burial place for US Army soldiers killed during the battle.

Other Important Resources and Values

Mill Springs Battlefield National Monument 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 Mill Springs Battlefield National Monument:

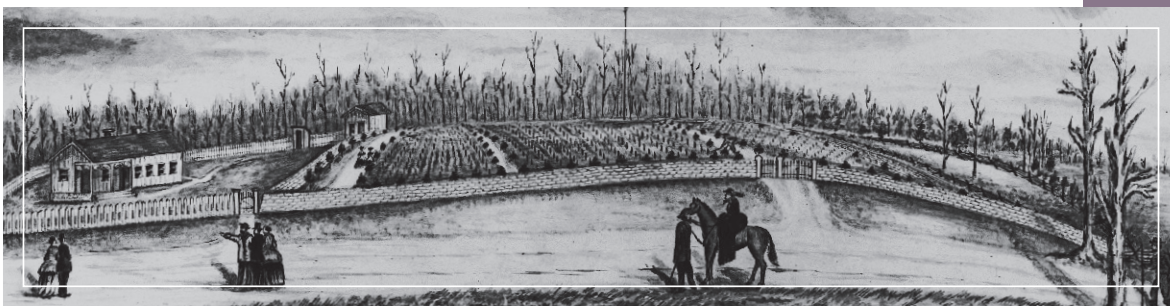
- **Appropriate Recreational Opportunities.** Lake Cumberland, the reservoir created by the US Army Corps of Engineers when it impounded the Cumberland River in 1952, is a regional tourist destination and one of the most popular attractions in south-central Kentucky. Mill Springs Battlefield National Monument straddles the lake and welcomes visitors interested in the history of the area as well as those looking for the recreational opportunities provided by Zollicoffer Park’s trail and the facilities at Mill Springs Park, a recreation area on the lake’s southern shore that the Army Corps of Engineers manages. As a unit of the national park system located in the growing Kentucky Lake Region, the monument provides visitor opportunities that honor the Civil War history of the area as well as highlight its recreational potential.

Related Resources

Related resources are typically not owned by the National Park Service. They may be part of the broader context or setting in which park resources exist, represent a thematic connection that enhances the experience of visitors, or have close associations with park fundamental resources and the purpose of the park. The related resource represents a connection with the park that often reflects an area of mutual benefit or interest, and an opportunity for collaboration between the park and owner or manager of the related resource.

The following related resource has been identified for Mill Springs Battlefield National Monument:

- **Mill Springs National Cemetery.** The Logan family donated a portion of their farmland where the battle took place to the federal government to bury the 44 US Army soldiers killed during the Battle of Mill Springs. General George Thomas laid out plans for a cemetery and Logan’s Cross Roads National Cemetery was officially established in 1862 as one of the 14 earliest national cemeteries created for fallen Civil War soldiers. The 6.3-acre cemetery was later expanded to allow other eligible burials, and in the 1880s, was renamed Mill Springs National Cemetery to reflect the official name of the battle. Mill Springs National Cemetery is listed as part of the Civil War-era national cemeteries multiple properties submission in the National Register of Historic Places and retains its wrought iron gates (from about 1868) and portions of its original perimeter wall. The Department of Veterans Affairs manages the cemetery and still accepts burials, making it one of the oldest active national cemeteries in the country.



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 Mill Springs Battlefield National Monument:

- **Conflict in Society.** Kentucky's location and complex political stance regarding secession and slavery shaped early military strategies and placed the state squarely as the focus of the initial struggle for control of the Western Theater during the American Civil War.
- **Successes and Failures of the Battle.** The Battle of Mill Springs represents the wide range of challenges faced by armies engaged in early Civil War battles and illustrates how topography, geographic location, military tactics, untested/inexperienced leadership and troops, availability of arms and supplies, and natural forces—such as weather—can contribute to the outcome of an individual battle and combine with larger forces to determine the victor of the overarching war.
- **Impacts of the Battle.** The US Army victory at Mill Springs, in concert with other early Union successes, struck a decisive blow against the Confederate defensive strategy in Kentucky, boosted Northern morale, and opened the way for a Federal push into Tennessee. Kentucky's complicated social, political, and cultural position as a slaveholding state with allegiances and interests divided between the United States and Confederacy continued to influence military and political strategies throughout the war.
- **Allegiances.** The national divisions over slavery fueled a descent into civil war and forced citizens to choose allegiances that could support their morals and conscience. The experiences of the soldiers and civilians whose lives were touched by the Battle of Mill Springs reflect the array of motivations that led people to align or reject their country, state, or family and face the implications of their choice.
- **Realities of War.** The encampments at Beech Grove and Mill Springs offer insight into the daily lives of Civil War soldiers and their unrealistic expectations at the start of the war. The camps and structures that hosted the troops also underscore the complex relationship between military forces and the local civilian community as frontlines and contested lands continued to change hands throughout the course of the war.
- **Memory and Commemoration.** Zollicoffer Park and the nearby Mill Springs National Cemetery offer a window into local and national memorialization trends following the Civil War and over the last 150 years. Traditions and markers create opportunities to explore the shifting tides of memory associated with the conflict's cause and lasting cultural impacts.

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 Mill Springs Battlefield National Monument.

For information about the existing administrative commitments for Mill Springs Battlefield National Monument, please see appendix B. There are no special mandates for Mill Springs Battlefield National Monument at the time of publication.

Assessment of Planning and Data Needs

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

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

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

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

Analysis of Fundamental Resources and Values

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



Fundamental Resource or Value	Core Battlefield
Related Significance Statements	Significance statements 1, 2, 3, and 4.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The core battlefield includes the 1-acre Zollicoffer Park, which is NPS-owned, as well as the surrounding acreage owned by the Mill Springs Battlefield Association, American Battlefield Trust, and private individuals. • Timmy's Branch, the site of the first shots fired during the battle, is privately owned and is not included in the authorized boundary. • The battlefield is primarily maintained as farmland and is leased for agricultural use. • Past archeological surveys and public archeology programs occurred primarily on battlefield properties owned by the Mill Springs Battlefield Association or private individuals. • The rural landscape looks similar to what it would have looked like during the 1860s. • The ravine located in the eastern portion of the monument is more heavily wooded than it would have appeared during the Civil War. Vegetation was cleared by a Mill Springs Battlefield National Monument crew in the 1990s and was maintained through livestock grazing. There has not been grazing on the property in the past several years and thick vegetation has grown up in areas. There does not appear to be an issue with invasive species or weeds due to the area's slope and canopy cover provided by mature trees. • Zollicoffer Trail, a 0.5-mile loop, starts in Zollicoffer Park and travels through the core battlefield. The trail, which is delineated by wood split rail fencing and mowed grass, is not physically accessible and sometimes has issues with mud. • The Mill Springs Battlefield Association created a 10-stop driving tour that follows the actions of the battle. Stops are: <ol style="list-style-type: none"> 1. Visitor Center 2. Confederate Cemetery (Zollicoffer Park) 3. Last Stand Hill (pull off across from Fairview Cemetery) 4. Confederate Field Hospital 5. Timmy's Branch 6. Moulden's Hill 7. Confederate Fortified Camp at Beech Grove 8. Ferry Landing 9. Mill Springs (Brown–Lanier House) 10. West–Metcalf House

Fundamental Resource or Value	Core Battlefield
Current Conditions and Trends	<p>Conditions (continued)</p> <ul style="list-style-type: none"> • The northern boundary of the battlefield along Highway 80 is marked with split rail fencing. • At the time of the battle, two roads connected Logan's Crossroads (present-day Nancy), Beech Grove, and the north bank of the Cumberland River. Highway 235 follows one of the historic road alignments. The other road, which cut through the agricultural fields, no longer exists but the historic roadbed is still visible in sections of the battlefield. • Regular maintenance activities include tree maintenance, mowing, and repairs to the historic border wall due to vehicle damage, which occurs relatively frequently. • There is parking available at Zollicoffer Park, as well as a small pull off and bus turnaround along Highway 235 at Last Stand Hill that provides overviews of the larger battlefield. • Neighboring landowners have been good stewards of the property and have worked with the Mill Springs Battlefield Association to preserve the battlefield. • The National Park Service is actively working with the Mill Springs Battlefield Association to acquire additional properties within the legislated boundary; there are also plans for the National Park Service to purchase some American Battlefield Trust properties by end of fiscal year (FY) 2023. • The park plans to install a trail counter in Zollicoffer Park and is working towards installing a vehicle counter to collect additional visitor use data. <p>Trends</p> <ul style="list-style-type: none"> • The vicinity of Timmy's Branch is experiencing an increase in seasonal or second home construction. • More documented vehicle damage has occurred to the historic stone wall at Zollicoffer Park from larger vehicles and increased visitation and traffic along Highway 235. • Lake Cumberland and the Mill Springs Battlefield are experiencing increased recreational use and visitation. This trend is likely to continue under NPS management.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Criminal activity, including illegal metal detection, digging, and looting, could damage <i>in situ</i> resources and require prosecution under federal law. • Uncontrolled recreational use may endanger historic battlefield resources and introduce inappropriate visitor uses. • The parking lot at Zollicoffer Park creates numerous visitor safety and resource protection concerns due to its layout and size. The lot entrance is located on a blind hill and vehicles accessing the lot must cross Highway 235 traffic. When the 22-space lot is filled, vehicles park along the street, further limiting visibility. Larger vehicles have difficulty maneuvering in the tight space and sometimes damage the historic stone wall that borders Zollicoffer Park. The perpendicular parking spaces force drivers to back out of the lot into the road when leaving. • Encroachment near Timmy's Branch and development on property surrounding the park could impact viewsheds and the rural setting now experienced at the site. • Natural resources are vulnerable to poaching and hunting.

Fundamental Resource or Value	Core Battlefield
Threats and Opportunities	<p>Opportunities</p> <ul style="list-style-type: none"> • Improve physical accessibility within Zollicoffer Park and along trails. • Update or expand the existing driving tour and trail network to increase visitor opportunities. • Reconfigure or enlarge the existing parking lot or creating new or additional parking areas to improve visitor safety, improve accessibility, and decrease the potential for resource damage (e.g., historic stone wall). • Install waysides at Last Stand Hill to expand interpretation of the battlefield and the surrounding area. • Install new NPS formal entrance and visitor center signage with the assistance of Harpers Ferry Center designers. • Develop further interpretive and educational opportunities related to the battlefield, including public archeology projects, night sky viewing, and living history demonstrations. • Work with the Mill Springs Battlefield Association and other partners (e.g., colleges and universities) through a Cooperative Ecosystem Studies Unit (CESU) to fund and collect additional visitor use data. • Mark and post boundaries to combat hunting and other illegal activities. • Use a human remains detection (HRD) dog survey to help locate additional mass graves, burials, and amputation pits (hospital locations). This effort could be followed by geophysical survey and ground-truthing. The HRD survey is an accurate, non-invasive method for identifying historic burials; the identification of mass graves on the battlefield would ensure their protection and management of the resource. • Partner with community volunteers for the stewardship of the battlefield (e.g., trash pickup days, cleaning waterways) to help site maintenance. • Perform additional archeological work to expand understanding of the battle and, when analyzed with previously collected archeological data, identify battle lines (e.g., metal detection surveys, HRD surveys). • Continue to work on acquisition of battlefield lands within the monument boundary. • Partner through CESUs to gather more information about the battlefield. • Provide technical assistance to complete surveys and other resource protection projects via the NPS Southeast Archeological Center. • Restore historic vegetation and remove modern structures on park property to present a more accurate viewshed for the time of the battle. • Use the farm road located between Zollicoffer Park and Last Stand Hill to potentially expand the driving tour or create new trails.
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • National Register of Historic Places nomination (1993). • National Register of Historic Places nomination update (2008). • Civil War Monuments in Kentucky National Register of Historic Places multiple property form (1996). • American Battlefield Protection Program documentation and reports. • Archeological reports and survey data. • Geospatial and LiDAR data of previous archeological surveys. • Part of "Fight at the Fence" archeological surveys. • Chamber of Commerce economic impact study (2003).

Fundamental Resource or Value	Core Battlefield
Data and/or GIS Needs	<ul style="list-style-type: none"> • Oral histories. • Visitor use data. • Cultural landscape inventory (parkwide). • Inventory of artifacts collected from within the legislated boundary. • Documentation of previous archeological work. • Comprehensive geospatial survey. • Archeological resources condition assessment. • Boundary survey and marking/posting. • Section 110 archeological inventory. • Archeological overview and assessment (parkwide). • Ethnographic overview and assessment (parkwide). • Vegetation survey. • Historic resource study (parkwide).
Planning Needs	<ul style="list-style-type: none"> • General management plan. • Long-range interpretive plan. • Cultural landscape report (parkwide). • Land protection and acquisition plan. • Wayside and park signage plan. • Strategic facility investment plan. • Archeological resources management plan. • Accessibility self-evaluation and transition plan. • Resource stewardship strategy.
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 • Archaeological Resources Protection Act of 1979 • Archeological and Historic Preservation Act of 1974 • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • "Protection of Historic Properties" (36 CFR 800) • "Audio disturbances" (36 CFR 2.12) <p>NPS Policy-Level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 5) "Cultural Resource Management" • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 28: <i>Cultural Resource Management</i> • <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties and Guidelines for the Treatment of Cultural Landscapes</i>



Fundamental Resource or Value	Beech Grove Encampment
Related Significance Statements	Significance statements 1, 3, and 4.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • A large section of the Beech Grove Encampment is held in trust and another portion of the encampment is owned by the Mill Springs Battlefield Association. The National Park Service and the Mill Springs Battlefield Association are negotiating with the current owners for additional public access. • The earthworks are in good condition and have archeological potential due to their engineered design and personal effects left by Confederate and US Army soldiers. • During the 20th century, the University of Kentucky forestry department used the encampment as farmland and eventually planted it for use as a conservation area. Pine trees the university planted on the property are now more than 20 years old. Beetle kill has led to considerable deadfall and thick debris. • During its years of site stewardship, the Mill Springs Battlefield Association frequently hosted metal detecting and public archeology events to focus public interest into productive and guided exploration. During these events, volunteers would mark and bag battlefield artifacts—such as buttons, bullets, and other typical Civil War archeology-- in place and later document the items and locations. Much of the data collected through these public archeology surveys needs to be processed and digitized. • There is a gravel parking area with five parking spots located at Stop 7 of the driving tour. • A small trail follows the edge of the fortification line, but it is overgrown and difficult to discern during the spring and summer months. • The property is not well marked but is visible from the road. To access the earthworks, staff and visitors have to use informal trails that follow a borrow pit created during the earthworks' construction or an old roadbed that has also been used as a fire lane. • Numerous modern barns unrelated to the battle's period of significance are present. • The Mill Springs Battlefield Association recently acquired land across the highway from Moulton's Hill. The property was formerly farmed and used for pasture. It also includes a small family cemetery and a modern barn.

Fundamental Resource or Value	Beech Grove Encampment
Current Conditions and Trends	<p>Conditions (continued)</p> <ul style="list-style-type: none"> • The Ferry Landing Crossing driving tour stop at the end of the peninsula provides views of Lake Cumberland. The north side of the lake does not have a public dock or boat launch. • Some areas of the encampment area are heavily vegetated, making it difficult to see and access surviving resources; however, the vegetation has helped preserve the earthworks and archeological resources and has kept unauthorized visitation low. • At the time of the 1862 battle, the Cumberland River flowed through Mill Springs and a ferry carried people and goods across. The US Army Corps of Engineers actively manages Wolf Creek Dam and the water levels of Lake Cumberland. When water levels were last lowered to complete dam repairs, the historic Cumberland River channel was visible, but the creation of the Lake Cumberland reservoir likely destroyed archeological resources associated with the riverbank. <p>Trends</p> <ul style="list-style-type: none"> • Seasonal residences along the north shore of Lake Cumberland have increased. Many of the area residents support resource protection and stewardship at the property. • Social trails and volunteer-promoted trail clean-ups have increased. • The National Park Service is not actively collecting archeological resources at the site. The agency's current focus is on managing existing collections.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Illegal metal detection, digging, and looting could destroy archeological sites and contextual data. • Tree falls, bioturbation, and erosion could damage the breastworks and <i>in situ</i> archeology. There is the potential for erosion to become an even greater issue if clearing vegetation and creating trails results in new growth. • Social trails over archeological features (e.g., breastworks, cabin features) can damage structures and sites. • Foot traffic from increased visitation to the site could damage surface resources. • Existing two-track dirt roads could entice visitors to take vehicles off road and damage resources. • The tick population in the forested areas could endanger staff and visitor health. • Privately owned access routes used by locals could create additional social trails or damage sensitive resources. <p>Opportunities</p> <ul style="list-style-type: none"> • Create an archeological research plan to help guide research strategies for NPS programs, partner agreements, and public archeology. • Use data from past field reports and surveys to inform interpretation, visitor opportunities, and planning documents. • Continue to explore numerous archeology and visitor opportunities. • Process and digitize data from past archeological investigations. • Collect GIS data and LiDAR to better monitor the condition of <i>in situ</i> resources. • Work towards acquiring priority private properties within the authorized boundary or creating agreements that allow public access on those lands. • Initiate underwater archeological investigations to uncover artifacts related to the <i>Noble Ellis</i> steam ferry. • Expand interpretation and visitor opportunities at the Mouldon's Hill driving tour stop to include the MSBA farm property. However, battle/encampment activity is sparse and may be difficult to staff and oversee.

Fundamental Resource or Value	Beech Grove Encampment
Threats and Opportunities	<p>Opportunities (continued)</p> <ul style="list-style-type: none"> • Work with and build relationships with area recreation partners. • Encourage the existing federal land management agencies in the area—US Army Corps of Engineers and US Forest Service—to provide useful information related to fire management activities. • Strengthen outreach to local community (e.g., youth clubs, archeology societies, Boy Scout and Girl Scout merit badges) through public archeology projects. • Promote the understanding of early Civil War camp life and the layout/organization of the Mill Springs and Beach Grove encampments through additional archeology surveys. • Perform intense topographic mapping of Beech Grove breastworks to allow for better understanding of the Confederate defensive strategy, the structures' current conditions, and any additional earthworks and features. • Launch community outreach on the importance of archeology and protecting the site for all to enjoy to decrease unauthorized collecting and grow stewardship in the resources. • Partner with universities to undertake new research and gather additional data. • Remove and/or thin trees to provide a more open landscape, similar to during the Civil War. • Remove dead and beetle-infested trees on breastwork to prevent damage from tree falls and uprooting. • Implement fire management activities to help protect <i>in situ</i> resources. • Establish a memorandum of agreement and research design with the US Army Corps of Engineers and the Kentucky State Historic Preservation Office for shoreline surveys. This agreement would allow staff to take advantage of lower reservoir water levels from drought or maintenance projects to potentially locate archeological resources related to the encampment, document the original ferry landing site, and use remote sensing survey equipment (i.e., sub-bottom profiler, magnetometer, and side scan sonar).
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • National Historic Landmark nomination (1993). • National Register of Historic Places nomination update (2008). • American Battlefield Protection Program documentation and reports. • Archeological reports and survey data. • Geospatial data of previous archeological surveys.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Oral histories. • Visitor use data. • Cultural landscape inventory (parkwide). • Inventory of artifacts collected from within the legislated boundary. • Documentation of previous archeological work. • Comprehensive geospatial survey. • Archeological resources condition assessment. • Boundary survey and marking/posting. • Section 110 archeological inventory. • Archeological overview and assessment (parkwide). • Ethnographic overview and assessment (parkwide). • Vegetation survey. • Research related to buildings on MSBA land (National Register of Historic Places Determination of Eligibility). • Historic resource study (parkwide).

Fundamental Resource or Value	Beech Grove Encampment
Planning Needs	<ul style="list-style-type: none"> • General management plan. • Long-range interpretive plan. • Cultural landscape report (parkwide). • Land protection and acquisition plan. • Wayside and park signage plan. • Archeological resources management plan. • Accessibility self-evaluation and transition plan. • Resource stewardship strategy.
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 • Archaeological Resources Protection Act of 1979 • Archeological and Historic Preservation Act of 1974 • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • "Protection of Historic Properties" (36 CFR 800) • "Audio disturbances" (36 CFR 2.12) <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 5) "Cultural Resource Management" • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 28A: <i>Archeology</i> • <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties and Guidelines for the Treatment of Cultural Landscapes</i>



Fundamental Resource or Value	West–Metcalf House
Related Significance Statements	Significance statements 1 and 4.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The West–Metcalf House is the oldest structure in the authorized boundary and one of the oldest brick structures in Wayne County. The Mill Springs Battlefield Association currently owns the structure. • The one and one-half-story house is constructed of locally fired brick. The first floor consists of two rooms; the second story is one large room with sloping walls created by the roof pitch. • The West–Metcalf House sits 1 mile south of the Brown–Lanier House and is surrounded by modern farms. The structure is located on the edge of the authorized boundary and quite a distance from the Mill Springs Visitor Center and core battlefield. • A ladder fence borders the parcel and has become a recurring maintenance need for the Mill Springs Battlefield Association. • The property sits on small hill, which contributes to drainage on the property, but the house still experiences moisture issues on the side of the house not covered by a porch. • Under the guidance of the Mill Springs Battlefield Association and Wayne County Historical Society, the house was restored to its mid-19th century appearance in 2010. • A company that specializes in historic structures recently restored the house, which is in overall good condition. • The restored doors and shutters are made of MDF pressed wood and are starting to fail. • The modern shed located behind house is similar in construction to the house. A similar historic outbuilding on the West–Metcalf property would have existed at the time of the battle. • Regular public access is available on the property, but not to the interior of the house. The Mill Springs Battlefield Association opens the house to the public a few times a year as an extension of special events. The interior of the house is not physically accessible by Architectural Barriers Act (ABA) standards. • The building is unfurnished and lacks climate control and fire suppression systems. • The public road leading to the house is paved but the house has no driveway or designated parking area. Visitors are directed to park on grass in front of the house. • Overall, the site lacks interpretation. One wayside on the property exists and temporary interpretive displays are installed during public events at the site. <p>Trends</p> <ul style="list-style-type: none"> • The Mill Springs Battlefield Association continues to acquire property at the West–Metcalf site. • Drawing interest and visitors to the site has been difficult due to its location and lack of interpretation and signage.

Fundamental Resource or Value	West-Metcalf House
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • No fire suppression system exists at the property. • The current security system should be assessed for upgrades. • The relatively remote location contributes to vandalism at the property. • Tornadoes occur in the area and could damage the historic building. <p>Opportunities</p> <ul style="list-style-type: none"> • Create additional opportunities for visitor access and interpretation to increase interest in the site and connect it to the history of the area, pre-Civil War resources, and the Battle of Mill Springs. • Improve physical accessibility of historic building and the site. • Perform additional archeology research on the West-Metcalf parcel and neighboring properties to provide information about the adjacent landscape, historic outbuildings, and earthworks on south side of Lake Cumberland, as well as the property's use as a military hospital after the battle and the associated family cemetery's potential internment of the Confederate dead. • Add the West-Metcalf House to an expanded driving tour. • Work with local universities for research. For example, archeology and historical research through CESUs could help document local histories related to specific topics or communities, including enslaved individuals who lived in Wayne and Pulaski Counties before the Civil War. • Investigate existing research related to West-Metcalf family and house belonging to the Wayne County Historical Society.
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • West-Metcalf House National Register of Historic Places nomination (1977). • National Historic Landmark nomination (1993). • Mill Springs Battlefield National Register of Historic Places nomination update (2008). • The MSBA restoration plan created to guide past efforts. • Family histories associated with the West and Metcalf families. • General research at Wayne County Museum (Monticello, Kentucky).
Data and/or GIS Needs	<ul style="list-style-type: none"> • West-Metcalf House condition assessment. • Oral histories. • Visitor use data. • Cultural landscape inventory (parkwide). • Documentation of previous archeological work. • Comprehensive geospatial survey. • Archeological resources condition assessment. • Section 110 archeological inventory. • Archeological overview and assessment (parkwide). • Ethnographic overview and assessment (parkwide). • Vegetation survey. • Historic furnishings plan for Brown-Lanier House and West-Metcalf House. • Historic resource study (parkwide).

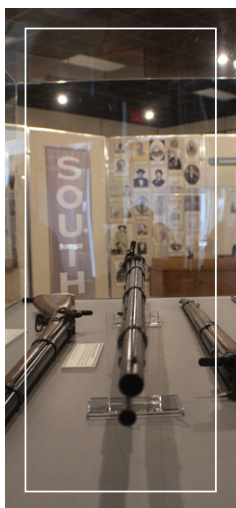
Fundamental Resource or Value	West–Metcalf House
Planning Needs	<ul style="list-style-type: none"> • General management plan. • Long-range interpretive plan. • Cultural landscape report (parkwide). • Land protection and acquisition plan. • Wayside and park signage plan. • Integrated pest management and housekeeping plan. • Strategic facility investment plan. • Archeological resources management plan. • West–Metcalf House historic structure report (part I) and treatment plan (part II). • Accessibility self-evaluation and transition plan. • Resource stewardship strategy.
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"> • Americans with Disabilities Act of 1990 (42 USC 12101 et seq.) • Architectural Barriers Act of 1968 • Rehabilitation Act of 1973 (29 USC 701 et seq.) • National Historic Preservation Act of 1966, as amended • Archeological and Historic Preservation Act of 1974 • Historic Sites Act of 1935 • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” • “Accessibility Guidelines” (36 CFR 1191.1) • “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 2006</i> (chapter 5) “Cultural Resource Management” • NPS <i>Management Policies 2006</i> (chapter 9) “Park Facilities” • NPS <i>Management Policies 2006</i> (chapter 10) “Commercial Visitor Services” • Director’s Order 28: <i>Cultural Resource Management</i> • Director’s Order 28A: <i>Archeology</i> • Director’s Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i> • Director’s Order 6: <i>Interpretation and Education</i> • Director’s Order 21: <i>Donations and Philanthropic Partnerships</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>



Fundamental Resource or Value	Brown-Lanier House and South Encampment
Related Significance Statements	Significance statements 1, 2, 3, and 4.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The Brown-Lanier House, originally constructed in 1830, was expanded in 1845 and the 1860s. The structure's current design includes the main living area as well as a "traveler's room," accessed by a secondary staircase. • Originally the miller's house, the Brown-Lanier property was the site of the early Confederate encampment. After the battle, US forces crossed the Cumberland River and camped at the site as well. US Army maps from the Civil War show defensive trenches near the Brown-Lanier property, but previous LiDAR surveys have not been able to locate the trench lines. • The Mill Springs Battlefield Association currently owns the property and uses it as a historic house museum and special event venue. The house opens for regularly scheduled tours during the summer months. • The property sits on a hill overlooking Lake Cumberland and is part of the Mill Springs Park recreation area managed by the US Army Corps of Engineers. Main attractions in the recreation area are the circa 1880 water-powered mill and the streams that power the mill's waterwheel. The Corps property also has restroom facilities, picnic areas, and parking areas. • The house steadily deteriorated during the second half of the 20th century until an interested family purchased and renovated the property in the 1980s. Alterations included modern bathrooms and kitchen. • Recurring maintenance issues include paint chipping and issues related to a settling foundation. The roof may also be deteriorating. • The building is fully furnished, but the items are not directly associated with the Brown or Lanier families and gaps exist in accession records and loan information. • Additional structures on the property include the carriage house, a small shed, a larger shed used for storage, and a modern building that was previously used as a gift shop. • The house has a security system and is climate controlled (propane heat) but does not have a fire suppression system. • There is a ramp into the building, but the interior does not meet ABA standards. • A social trail that crosses a historic family cemetery and the NPS authorized boundary provides the only path to Meadow Creek Falls, a popular location within Mill Springs Park.

Fundamental Resource or Value	Brown–Lanier House and South Encampment
Current Conditions and Trends	<p>Conditions (continued)</p> <ul style="list-style-type: none"> • The Mill Springs Battlefield Association is working to evaluate existing buildings on the property for structural issues and historic significance. • Because Lake Cumberland was created by the Wolf Creek Dam, the US Corps of Engineers has jurisdiction over the shoreline of impounded Cumberland River and any associated underwater resources. <p>Trends</p> <ul style="list-style-type: none"> • Recreational use in the broader lake region is on the rise. Whether this increase will impact NPS resources and visitation on the south shore of Lake Cumberland is unclear.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Social trailing can trample vegetation, compact soils, and lead to erosion and concentration of visitor impacts. • Old or dying trees could damage the house or outbuildings. • The building is not physically accessible. • More than 6 feet of dirt has eroded from the south shore of Lake Cumberland reservoir in the past 60 years due to the damming of the Cumberland River by the Wolf Creek Dam. <p>Opportunities</p> <ul style="list-style-type: none"> • Use public archeology to help locate historic outbuildings and identify features associated with the encampment. • Partner with the US Army Corps of Engineers for visitor opportunities and resources protection. • Establish a path or trail between the mill parking lot and Brown–Lanier House to help address social trailing. • Improve accessibility to structures and throughout the site. • Develop an official trail system to define visitor circulation around the site and provide additional opportunities for waysides and informational kiosks.
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • National Historic Landmark nomination (1993). • National Register of Historic Places nomination update (2008). • Mill Springs Mill National Register of Historic Places nomination (1972). • Research from the Wayne County Historical Society related to Brown and Lanier families. • Family histories and anecdotes collected by past tour guides.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Brown–Lanier House condition assessment. • Oral histories. • Visitor use data. • Cultural landscape inventory (parkwide). • Documentation of previous archeological work. • Comprehensive geospatial survey. • Archeological resources condition assessment. • Section 110 archeological inventory. • Archeological overview and assessment (parkwide). • Ethnographic overview and assessment (parkwide). • Vegetation survey. • Historic furnishings plan for Brown–Lanier House and West–Metcalf House. • Historic resource study (parkwide).

Fundamental Resource or Value	Brown–Lanier House and South Encampment
Planning Needs	<ul style="list-style-type: none"> • General management plan. • Long-range interpretive plan. • Cultural landscape report (parkwide). • Land protection and acquisition plan. • Wayside and park signage plan. • Exhibit plan. • Integrated pest management and housekeeping plan. • Strategic facility investment plan. • Archeological resources management plan. • Brown–Lanier House historic structure report (part I) and treatment plan (part II). • Accessibility self-evaluation and transition plan. • Resource stewardship strategy.
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"> • Americans with Disabilities Act of 1990 (42 USC 12101 et seq.) • Architectural Barriers Act of 1968 • Rehabilitation Act of 1973 (29 USC 701 et seq.) • National Historic Preservation Act of 1966, as amended • Archeological and Historic Preservation Act of 1974 • Historic Sites Act of 1935 • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” • “Accessibility Guidelines” (36 CFR 1191.1) • “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 2006</i> (chapter 5) “Cultural Resource Management” • NPS <i>Management Policies 2006</i> (chapter 9) “Park Facilities” • NPS <i>Management Policies 2006</i> (chapter 10) “Commercial Visitor Services” • Director’s Order 28: <i>Cultural Resource Management</i> • Director’s Order 28A: <i>Archeology</i> • Director’s Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i> • Director’s Order 6: <i>Interpretation and Education</i> • Director’s Order 21: <i>Donations and Philanthropic Partnerships</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>



Fundamental Resource or Value	Museum Collections
Related Significance Statements	Significance statements 1, 4, and 5.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The National Park Service does not own or have any agreements in place related to the Mill Springs Battlefield Association museum collection. Many of the items in the visitor center exhibits and archeology collection will likely transition to federal ownership after finalizing the general management and museum planning documents. • Museum collections are accountable federal property. Efforts at new NPS units focus on creating NPS collection and management records and creating management documents. • During the transition in museum management, capturing institutional knowledge related to the collections including GIS data will be important. • The Mill Springs Battlefield Association owns approximately 75% of the current museum collection, which includes many artifacts collected from the Mill Springs Battlefield such as musket balls, buttons, personal items Confederate soldiers brought to the encampment, a Civil War-era flag, and a rifle that was found on the battlefield in 1995. The visitor center exhibit and storage space house these items. • Private individuals (MSBA board members) own the remaining 25% of the collection, which will likely be returned once the National Park Service assumes collection management. Interpretive reproductions are considered interpretive props and are not managed by the museum program. • The visitor center includes a preservation room with lockable cupboards. The space does not currently meet NPS standards but could be reconfigured to restrict access. • Mill Springs Battlefield Association staff, with assistance from the NPS museum program, has begun cataloging items within the visitor center, most of which the Mill Springs Battlefield Association or individual board members own. • Additional information about the current holdings and potential transfer of individual objects or collections to the National Park Service will be evaluated in the scope of collections statement and related baseline NPS museum collection documents. <p>Trends</p> <ul style="list-style-type: none"> • Recently cleared space exists in storage areas, but the collection has the potential to grow. • The National Park Service is turning towards consolidated repositories that house numerous park collections at one centralized location under shared curatorial staff. The National Park Service could possibly acquire the Mill Springs collections and store them offsite at a shared facility.

Fundamental Resource or Value	Museum Collections
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Lack of professional museum collection management staff could lead to a lapse in care of the collection and completion of required NPS documentation. • The transition between MSBA and NPS museum management could result in the loss of institutional knowledge. • Conditions in collection storage and space security can be improved. • Loss of archeological information and archeological museum objects could occur through battlefield metal detecting, looting, and other criminal violations under the Archaeological Resources Protection Act. • Museum storage space at the park is limited. Once the collection and archives surveys are completed, curatorial storage needs may increase dramatically. <p>Opportunities</p> <ul style="list-style-type: none"> • Manage which museum collections and artifacts are transferred to the park from the previous nonprofit and private owners. • Proactively establish park research needs that support the archeological research plan and address knowledge gaps to better guide research permit approval and limit the collection of specimens and objects that do not directly support the park's purpose and scope of collection statement. • Capture institutional knowledge and inform a future administrative history by (1) gathering oral histories from community members who were instrumental in preserving the battlefield, (2) leading public archeological projects, and (3) creating the NPS unit. • Complete the multipark cataloguing project funded for FY 2023 (PMIS # 316273A). • Incorporate collections into the exhibits to highlight community involvement in creating the park and preserving the battlefield. • Create online exhibits to provide broader access to selected museum object or documents. • Make necessary updates to the museum storage area and storage equipment as part of the larger facilities and investment planning process. • Train current MSBA staff on the Interior Collection Management System cataloging procedures to help ease the management transition and provide additional support for completing the collection inventory. • Add the existing MSBA documentation to NPS archives to help preserve that information for future reference. • Potentially consolidate museum storage at the park. • Work with Camp Nelson National Monument to ensure that individual collections are complementary and represent different aspects of the Kentucky Civil War experience.
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • Scope of collection statement (draft). • Geospatial data of archeological resources. • Archeological reports and survey data. • Geospatial data of previous archeological surveys.

Fundamental Resource or Value	Museum Collections
Data and/or GIS Needs	<ul style="list-style-type: none"> • Oral histories. • Inventory of artifacts collected within the legislated boundary. • Documentation of previous archeological work. • Collections inventory. • Museum collections data. • Museum catalog records. • Archives survey. • Museum collections condition survey. • Collection conservation treatment. • Historic resource study (parkwide).
Planning Needs	<ul style="list-style-type: none"> • Museum facilities protection plan. • Collections management plan. • Exhibit plan. • Integrated pest management and housekeeping plan. • Strategic facility investment plan. • Monument preservation plan. • Archeological resources management plan. • Collections storage plan. • Resource stewardship strategy.
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"> • Antiquities Act of 1906 • National Park Service Organic Act of 1916 • Historic Sites Act of 1935 • Museum Properties Management Act of 1955, as amended • Reservoir Salvage Act of 1960, as amended • National Historic Preservation Act of 1966, as amended • Archaeological and Historic Preservation Act of 1974, as amended • Archaeological Resource Protection Act of 1979, as amended • National Park Omnibus Management Act of 1998 <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 5) "Cultural Resource Management" • Director's Order 24: <i>NPS Museum Collections Management</i> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 28A: <i>Archeology</i> • "NPS-28, Cultural Resource Management Guideline" • NPS Museum Handbook, parts I, II, and III • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i>

Fundamental Resource or Value	Zollicoffer Park
Related Significance Statements	Significance statements 1, 4, and 5.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • Zollicoffer Park is considered part of the core battlefield and has been maintained as a commemorative site since the 1930s. Ownership of the park was transferred from Pulaski County to the National Park Service in 2020 when Mill Springs Battlefield National Monument was created. • During the Battle of Mill Springs, the 1-acre parcel was the location of some of the “fight at the fence.” Surveys conducted in the 1990s uncovered Civil War artifacts and identified the locations of the battle line, but archeologists have done limited work within Zollicoffer Park. • The park centers on a Confederate burial mound and the earth print of the white oak where General Felix Zollicoffer was placed after his death. Two monuments were placed at the site in the 1910s: a 4-foot by 3-foot concrete slab honoring more than 100 unknown Confederate soldiers killed during “the Battle of Fishing Creek” and buried in a mass grave in what is now the park and an 8-foot tall limestone obelisk dedicated to General Zollicoffer and other Confederate dead. • Other commemorative features in the park are a commonwealth of Kentucky historical marker for the “Zollie Tree,” a national historic landmark plaque attached to a column of the historic fence, and 148 stone markers bearing the names of Confederate soldiers killed during the battle that the Mill Springs Battlefield Association placed in 1997. • Visitor amenities include the small parking lot off Highway 235, concrete paths, and wood benches. Due to deterioration, the benches will likely need to be replaced soon. • The park acts as the beginning and the end of the Zollicoffer Trail through the core battlefield. • Waysides along the trail are the main source of interpretive information about Mill Springs and the battle. • The informational kiosk at the park and interpretive signage needs to be updated. The kiosk impedes the view and needs to be replaced in a new location. • The iron entrance gate and historic rock boundary wall may need conservation work to preserve their historic features and integrity. • Maintenance needs in Zollicoffer Park include removal of hazardous trees and stumps, repairing vehicle damage to the historic wall, mowing the lawn, maintaining the park landscape, and mending fencing around the Confederate mass grave. • The early 20th-century monuments marking General Zollicoffer’s death and the Confederate mass grave are showing their age and many need additional maintenance or conservation in the future. • The legislation that established Mill Springs Battlefield National Monument does not specifically mention the monuments or Zollicoffer Park. National Park Service management policies outline the limitations associated with new monuments and additions to existing commemorative landscapes. • The Zollie Tree was one of the original commemorative resources in Zollicoffer Park. The Mill Springs Battlefield Association planted the current sapling in 1996. NPS staff needs to consider how best to manage and interpret the replacement tree. • In 2007, a reenactment group installed a commemorative flame on property across Highway 235 from Zollicoffer Park that was lit during special events. The location was chosen to utilize a natural gas pocket, but the flame was converted to propane after it became clear that the natural gas supply could not support the installation. The propane tank has since been removed. • The trash cans have been removed from the park to discourage illegal dumping. • NPS staff intends to collect visitor information from a trail counter and a vehicle counter, but more information will be needed to document current use patterns and visitor demands.

Fundamental Resource or Value	Zollicoffer Park
Current Conditions and Trends	<p>Trends</p> <ul style="list-style-type: none"> • The historic stone wall has experienced an increase in damage from larger vehicles with increased visitation. • There is an increased demand for green space and recreational trails in the vicinity of Lake Cumberland. • Visitation to the park is likely to increase in response to the NPS designation. • In recent years, the park has gained a reputation for being haunted and has attracted ghost hunters and other people interested in “dark tourism.”
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Illegal metal detection, digging, looting, and other criminal activity could destroy archeological resources within the park. • The monuments are vulnerable to vandalism (e.g., graffiti, souvenir seekers). • Unauthorized dumping can damage resources, negatively affect visitor experience, and overburden park maintenance staff. • After-hours visitation related to “ghost hunting” could lead to property damage or create visitor safety concerns. • The Zollie Tree sapling may be confusing to visitors if clear interpretation that explains the original tree’s history and the 1996 replanting is not provided. • Managing and caring for additional monuments/commemorative features would require additional staff time. <p>Opportunities</p> <ul style="list-style-type: none"> • Improve trail accessibility to allow individuals with physical limitations to better experience the park’s historic and recreational resources. • Confirm the location of the Confederate mass grave and any other burials using a human remains detection (HRD) dog survey followed by a focused geophysical survey. • Partner with community groups for trail and site trash pick-up days to further promote community stewardship. • Provide living history demonstrations that provide additional visitor opportunities to connect to military and civilian life during the Civil War. • Maintain monuments to improve the condition of the installations and cut down on large-scale conservation or repair efforts. • Interpret the Confederate monuments at a US Army victory battle site to highlight aspects of American and Kentucky history that are not widely known, and tie Mill Springs to national conversations about local memory, commemoration, the meaning Civil War monuments convey to different audiences, and the mix of emotions they evoke. • Connect visitors to the significance of the battlefield and park with additional signage linked to the battle and interpretation of its legacy and the site’s commemorative resources. • Expand visitor orientation to the full national park at Zollicoffer Park to improve visitor experience, including site maps showing the discontinuous areas, appropriate visitor activities and regulations, and increased interpretation. • Recognize General Thomas and the US Army victory to help balance the commemorative landscape and better convey the battle’s significance to the outcomes of the Civil War. • Provide opportunities for visitors to experience personal interpretation at Zollicoffer Park through roving interpreters who could answer questions about historic context and participate in conversations about current events. • Update waysides to improve non-personal interpretation at the park, reflect additional research, and improve the identified NPS interpretive themes for the park.

Fundamental Resource or Value	Zollicoffer Park
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • National Historic Landmark nomination (1993). • National Register of Historic Places nomination update (2008). • Civil War Monuments in Kentucky National Register of Historic Places multiple property form (1996). • American Battlefield Protection Program documentation and reports. • Archeological reports and survey data. • Geospatial data of previous archeological surveys. • Part of "Fight at the Fence" archeological surveys.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Oral histories. • Inventory of artifacts collected within the legislated boundary. • Visitor use data. • Cultural landscape inventory (parkwide). • Documentation of previous archeological work. • Comprehensive geospatial survey. • Archeological resources condition assessment. • Section 110 archeological inventory. • Archeological overview and assessment (parkwide). • Ethnographic overview and assessment (parkwide). • Vegetation survey. • Historic resource study (parkwide).
Planning Needs	<ul style="list-style-type: none"> • General management plan. • Long-range interpretive plan. • Cultural landscape report (parkwide). • Wayside and park signage plan. • Monument preservation plan. • Archeological resources management plan. • Accessibility self-evaluation and transition plan. • Resource stewardship strategy.
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 • Archaeological Resources Protection Act of 1979 • Archeological and Historic Preservation Act of 1974 • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • "Protection of Historic Properties" (36 CFR 800) • "Audio disturbances" (36 CFR 2.12) <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (chapter 5) "Cultural Resource Management" • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 28A: <i>Archeology</i> • <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties and Guidelines for the Treatment of Cultural Landscapes</i>



Analysis of Other Important Resources and Values

Other Important Resource or Value	Appropriate Recreational Opportunities
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • Located within a larger recreation region in central Kentucky, Mill Springs Battlefield has the potential to reach visitors taking advantage of the area's recreational opportunities as well as those interested in historic sites. • The closest visitor amenities and accommodations are in Somerset, 7 miles east of the battlefield. • The city of Nancy's volunteer fire crew currently provides emergency response services. • There is heavy boat and houseboat traffic on Lake Cumberland. Pulaski County Park provides public boat dock and camping opportunities. • The US Army Corps of Engineers provides and manages a free public boat dock for visitors to visit the Mill Springs Park by boat. These visitors also visit the Brown–Lanier House. • The US Army Corps of Engineers issues and manages permits for private boat docks on Lake Cumberland. The US Army Corps of Engineers Shoreline Management Plan prohibits any additional private docks from being constructed. • The US Army Corps of Engineers manages Mill Springs Park recreation site on the south side of the lake. The park's main attractions are the 1877 water-powered mill and the numerous springs and waterfalls that run into Lake Cumberland. While a mill has been at this location since the early 19th century, the present structure was not the mill that existed during the Civil War. The 1877 mill was individually listed on the National Register of Historic Places in 1973 for its connection to local commerce with its unique, 40-foot tall waterwheel installed in 1907. The US Army Corps of Engineers restored the mill to working condition in 1976 and the site is open to the public for tours during summer weekends. • Zollicoffer Park is heavily used as green space but does not include visitor facilities or infrastructure. Local users view the trail primarily as a recreational resource, although waysides installed along the path offer interpretation related to the battle. • Groups visiting the neighboring apple orchard often use the visitor center's picnic area. <p>Trends</p> <ul style="list-style-type: none"> • The population and development of the Lake Cumberland area is experiencing growth, both as a retirement community and a vacation destination (e.g., second homes). • A sharp visitation increase is likely due to NPS designation. • Increasingly, people who visit the area's recreational resources decide to add a trip to Mill Springs Battlefield.

Other Important Resource or Value	Appropriate Recreational Opportunities
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Regular maintenance to the visitor center and parking areas due to aging and wear need to be planned for and addressed. • Overdevelopment of a trail network could create maintenance issues, visitor confusion, and disrupt the cultural landscape or archeological resources. • Horse use on trails could compact soils, trample vegetation, and lead to a conflict between recreational users. • Off-leash dogs could disturb natural resources, create visitor safety issues, and negatively affect visitor experience. <p>Opportunities</p> <ul style="list-style-type: none"> • Proactively perform outreach, education, and messaging related to the types of activities that are appropriate on NPS land and locations where other nearby recreational opportunities are available. • Provide public education about Mill Springs Battlefield's establishment as an NPS unit and its federal ownership and management to help transition between MSBA and NPS management. • Create more trails and recreational opportunities at Mill Springs to increase visitation and reach another segments of the public. • Designated formalized trails to guide visitors and concentrate use in desired areas and away from sensitive resources. • Provide additional interpretation at Beech Grove to make the area more welcoming and interesting to potential visitors. • Pursue a formal agreement with the US Army Corps of Engineers regarding interpretation, maintenance responsibilities, and operations of resources within the authorized NPS boundary. • The US Army Corps of Engineers and the National Park Service could enter into an agreement for the National Park Service to use the public boat dock at Mill Springs Park. • Partner with local recreation partners—including Pulaski County, the US Army Corps of Engineers, and US Forest Service—to help guide appropriate use within NPS land as well as provide complementary opportunities on nearby public land. Broader conversations with other NPS units and recreational areas in Kentucky could create a history experience that crosses county and regional borders. • Highlight opportunities to learn about and enjoy the battlefield's natural resources with programs related to birding, wildlife, hydrology, and night skies. • Create a junior ranger youth program as an opportunity to engage younger visitors and push visitation to various sites throughout the area. • Target specific audiences that traditionally visit national parks with scout and youth group programs/hikes. Eagle Scout and Boy Scout troop volunteer projects at the battlefield could also be initiated. • Reach and partner with outside interest groups via the Craft Bourbon Trail expansion, which is including the distillery in Somerset. • Create partnerships between other NPS units in Kentucky and the Kentucky Civil War Heritage Trail, a network of historic sites across the state. • Plan creative interpretive programming and special events to attract visitors that may not otherwise visit a Civil War battlefield.
Existing Data and Plans Related to the OIRV	<ul style="list-style-type: none"> • Kentucky Battlefield economic impact study (2013). • Battle tour signage plan (1994). • Wayside and exhibits plan (1994).

Other Important Resource or Value	Appropriate Recreational Opportunities
Data and/or GIS Needs	<ul style="list-style-type: none"> • Visitor use data. • Comprehensive geospatial survey. • Boundary survey and marking/posting.
Planning Needs	<ul style="list-style-type: none"> • General management plan. • Wayside and park signage plan. • Accessibility self-evaluation and transition plan. • Resource stewardship strategy.
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"> • Americans with Disabilities Act of 1990 (42 USC 12101 et seq.) • Architectural Barriers Act of 1968 • National Environmental Policy Act of 1969 • National Historic Preservation Act of 1966, as amended • Archeological and Historic Preservation Act of 1974 • Archaeological Resources Protection Act of 1979 • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • "Protection of Historic Properties" (36 CFR 800) • "Audio disturbances" (36 CFR 2.12) <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> (chapter 4) "Natural Resource Management" • NPS <i>Natural Resource Management Reference Manual 77</i> • NPS <i>Management Policies 2006</i> (chapter 5) "Cultural Resource Management" • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 28A: <i>Archeology</i> • Director's Order 64: <i>Commemorative Works and Plaques</i> • <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties and Guidelines for the Treatment of Cultural Landscapes</i>

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 Mill Springs Battlefield National Monument and the associated planning and data needs to address them:

- **Evolution of Mill Springs Battlefield Association’s Role and NPS Partnership.** Founded in 1992, the Mill Springs Battlefield Association (MSBA) has been dedicated to preserving, protecting, and interpreting the Civil War battlefield. Over the past three decades, the nonprofit has successfully purchased land, received acquisition and education grants, and worked with state and federal programs to protect the once-endangered battlefield, as well as managed agricultural and residential leases on individual parcels. With the establishment of the Mill Springs Battlefield National Monument, the National Park Service has taken on primary management responsibilities at the site, which allows the Mill Springs Battlefield Association to shift its attention towards philanthropic activities. During the transition towards their new roles, the National Park Service and the Mill Springs Battlefield Association can work together to lay the foundation for a mutual relationship where the federal agency and nonprofit work together to support park operations, land acquisitions within the legislated boundary, and special events. Cultivating this professional relationship through a philanthropic partnership agreement and capturing oral histories and institutional knowledge held by MSBA board members and other local preservation partners is important to understanding the current condition of resources and inform a future park administrative history.

 - *Associated planning needs:* General management plan, land protection and acquisition plan
 - *Associated data needs:* Oral histories, administrative history
- **Transition from Mill Springs Battlefield Association to National Park Service Management and Land Acquisition.** When Congress established Mill Spring Battlefield National Monument in 2020, portions of the battlefield were already welcoming visitors for recreation, interpretive programs, and special events. Mill Springs Battlefield Association members and employees managed and staffed Mill Springs Battlefield and the visitor center in Nancy, and Pulaski County owned and maintained Zollicoffer Park as green space. The National Park Service acquired the visitor center and Zollicoffer Park in the core battlefield, but the majority of land within the legislated boundary is still owned by preservation partners. Various NPS national and regional programs are involved in the ongoing acquisition process and resolving issues related to existing conservation easements, the treatment or future use of non-historic structures within the monument boundary, and the inventory of all real property found within the MSBA visitor center. Questions also remain about future NPS operations, including staffing and position management; acquisition priorities; the approach to agricultural leasing that MSBA management started; where monument headquarters, offices, and facilities and maintenance building could be located; and who is responsible for daily grounds maintenance. A philanthropic partnership agreement and formation of a formal friends group would help to ensure these relationships continue.

- *Associated planning needs:* General management plan, land protection and acquisition plan, strategic facility investment plan
- *Associated data needs:* Oral histories, FMSS data collection and data entry, comprehensive geospatial survey, boundary survey and marking/posting, research related to buildings on MSBA property within the authorized boundary
- **Circulation between Areas.** The legislated boundary of the monument includes three discontinuous areas that span two counties and both sides of Lake Cumberland. The visitor center in Nancy, Kentucky is an approximately 40-minute drive from the sites on the south side of the lake. Park visitors interested in the Civil War history of the site usually start at the visitor center museum exhibits, where they encounter battlefield staff. Those who are interested in learning more can follow the 10-stop driving tour brochure. The tour leads individuals south on Highway 235 to Tour Stop 8-Ferry Landing before directing visitors to retrace their route north and travel through the town of Somerset and arriving at the remaining two tour stops. Location signage along the trail is limited, and many people either lose interest or get lost between Stops 8 on the north shore of Lake Cumberland and Stop 9 in Mill Springs Park on the south shore of the lake. Recreational users often visit Zollicoffer Park and Zollicoffer Trail without realizing the monument includes other areas, while those visiting the US Army Corps of Engineers facilities near the Brown–Lanier House may not realize they are near a Civil War battlefield. The National Park Service needs to consider a holistic approach for managing and interpreting the sites that will support resource protection and operations, as well as the best way for visitors to experience the historic and recreational resources on both sides of the lake.
 - *Associated planning needs:* General management plan, long-range interpretive plan, land protection and acquisition plan, wayside and park signage plan, accessibility self-evaluation and transition plan
 - *Associated data needs:* Visitor use data
- **Archeological and Cultural Landscape Preservation and Management.** Every national park system unit needs to complete baseline documentation to inform cultural resource treatment decisions that align with federal historic preservation regulations and NPS management policies. Past archeological investigations at Mill Springs Battlefield have created archeology collections currently held by the Mill Springs Battlefield Association and generated field reports and location information that need to be digitized. Condition assessments should be completed for buildings within the legislated boundary, including the Brown–Lanier House and West–Metcalf House to guide future interpretation and treatment. Historic structures, such as the Confederate earthworks and monuments, need to be inventoried and documented as part of the existing cultural landscape. A comprehensive cultural resource dataset, including high-quality GIS, is needed to guide the ongoing preservation and management of the battlefield and guide future research at the site. Ultimately, NPS staff will input cultural resource data into the agencywide Cultural Resource Information System database.
 - *Associated planning needs:* Cultural landscape report (parkwide), monument preservation plan, archeological resources management plan, Brown–Lanier House historic structure report (part I) and treatment plan (part II), West–Metcalf House historic structure report (part I) and treatment plan (part II)
 - *Associated data needs:* FMSS data collection and data entry, cultural landscape inventory (parkwide), inventory of artifacts collected within the legislated boundary, documentation of previous archeological work, archeological resources condition assessment, collections inventory, Brown–Lanier House condition assessment, West–Metcalf House condition assessment, Section 110 archeological inventory, archeological overview and assessment (parkwide), ethnographic overview and assessment (parkwide)

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, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
FRV, OIRV, Key Issue	General management plan	H	A general management plan will provide comprehensive guidance to support the future vision for the site, including protection of park resources, types and intensities of development, visitor capacities, and any potential modification to park boundaries. In particular, it would seek to provide guidance to better link the discontinuous areas that make up the park.
FRV, Key Issue	Long-range interpretive plan	H	Interpretive planning is needed to develop programming and materials that convey the importance of Mill Springs Battlefield and address the complex issues of Confederate memorialization and Kentucky's unique political and cultural position before, during, and after the Civil War. Efforts are also needed to connect the interpretive stories told across the Civil War NPS units in central Kentucky.
FRV, Key Issue	Cultural landscape report (parkwide)	H	A parkwide cultural landscape report would provide treatment recommendations for maintaining components of the park's cultural landscape based on a cultural landscape inventory. The report will also identify recommendations to maintain viewsheds, earthworks, and the historic stone wall.

Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
FRV, Key Issue	Land protection and acquisition plan	H	The National Park Service does not currently own much of the land included within the park's authorized boundary. A plan and map would identify acquisition targets and any threats and opportunities associated with the protection of individual parcels.
FRV	Museum facilities protection plan	H	This baseline museum document provides critical information regarding security and fire suppressions systems and outlines protocols to protect museum exhibits, collections, and storage facilities in the case of an emergency or natural disaster.
FRV	Collections management plan	H	This is baseline documentation builds off the scope of collection statement to create guidelines for how the park cares for and makes collections available to the public.
FRV, OIRV, Key Issue	Wayside and park signage plan	M	This plan would build off of interpretive planning efforts to provide specific guidance for the development of interpretive waysides that effectively convey interpretive themes, and park direction signage that would improve orientation throughout the park. Given the discontinuous nature of the site, wayfinding signage should be informed by the preferred long-term approach to provide access to individual sites.
FRV	Exhibit plan	M	An exhibit plan will build off the park's interpretive planning and guide the development of or updates to visitor center museum installations.
FRV	Integrated pest management and housekeeping plan	M	This collections document would provide guidance to effectively manage maintenance of affected cultural resources throughout the park, including the visitor center, museum facilities, and historic structures.
FRV, Key Issue	Strategic facility investment plan	M	Strategic facility investment plans document the condition and needs of existing facilities/infrastructure within the park and provide guidance for future investment and acquisition strategies. Data collection related to structures and facilities on NPS land should be input into FMSS before beginning the investment plan.

Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
FRV, Key Issue	Monument preservation plan	M	Treatment recommendations prepared by a qualified conservator are needed to create a cyclic work plan for long-term maintenance of the park's two monuments.
FRV, Key Issue	Archeological resources management plan	M	Tiering off the archeological overview and assessment data need, this plan would direct future archeological work, provide an archeology research plan, and identify archeology collection goals.
FRV, Key Issue	Brown–Lanier House historic structure report (part I) and treatment plan (part II)	M	A consolidated historic structure report and treatment plan would capture the history and evolution of the building and provide guidance for maintenance and preservation. It should be created after an initial condition assessment.
FRV, Key Issue	West–Metcalf House historic structure report (part I) and treatment plan (part II)	M	A consolidated historic structure report and treatment plan would capture the history and evolution of the building and provide guidance for maintenance and preservation. In particular, the plan would seek to understand the potential connection to the enslaved population of Wayne County.
FRV	Collections storage plan	M	A collections storage plan would proactively consider the space available for collections storage and identify locations that could house additional artifacts collected under the scope of collections statement.
FRV, OIRV, Key Issue	Accessibility self-evaluation and transition plan	L	This plan would document current accessibility conditions at the park and create a prioritized list of actions that will improve accessibility. To be completed with assistance from NPS accessibility experts.
FRV, OIRV	Resource stewardship strategy	L	Resource stewardship strategies are useful tools for strategizing resource management goals and activities at the park level. Other identified baseline conditions and data is needed to inform this effort.

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV, OIRV, or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes
FRV, Key Issue	Oral histories	H	This oral history project would seek to record histories from individuals involved in the protection and stewardship of the battlefield, establishment of the Mill Springs Battlefield Association, and NPS designation. It will inform interpretation as well as document past management decisions to inform future historic resource studies and a park administrative history.
Key Issue	FMSS data collection and data entry	H	Data related to the maintained landscape, systems, buildings, and individual assets is needed to develop a comprehensive location and asset hierarchy for NPS facilities management.
FRV, OIRV, Key Issue	Visitor use data	H	Visitor counts and survey data about visitor experiences and desired opportunities would drive interpretation and position management. This information is needed to inform interpretive planning.
FRV, Key Issue	Cultural landscape inventory (parkwide)	H	The cultural landscape inventory would identify landscape features that are historically significant. This data would help populate the NPS cultural resource database and inform the treatment recommendations included in a cultural landscape report.
FRV, Key Issue	Inventory of artifacts collected within the legislated boundary	H	Creating an inventory of all artifacts collected within the legislated boundary will help NPS cultural resource and museum staff better understand the type of artifacts collected on the battlefield and where existing collections are stored. This information will help inform baseline museum management documents.
FRV, Key Issue	Documentation of previous archeological work	H	Gathering previously collected data and building GIS location information will help populate the NPS cultural resource database and inform the park's archeological research plan and baseline documents.

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV, OIRV, or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes
FRV, OIRV, Key Issue	Comprehensive geospatial survey	H	Digitizing and georeferencing existing spatial data from reports and previous excavations will provide location information and help track resource conditions over time.
FRV, Key Issue	Archeological resources condition assessment	H	This assessment would document the condition of known sites and provide baseline information for future condition assessments and monitoring schedules. This information will also be uploaded into the NPS cultural resource database.
FRV, Key Issue	Collections inventory	H	A collections inventory is an itemized list of all objects within the museum collection and is the foundation of ensuring proper collections management. An inventory is especially important for NPS museum staff to understand what is currently in the Mill Springs Battlefield collections, what items are on loan to the facility, and what may be transferred to federal management.
FRV, OIRV, Key Issue	Boundary survey and marking/posting	H	Geolocating both the legislated park boundary and current and pending federal parcels would provide GIS data to guide future management. Physical markers along the federal boundary could help curb poaching and support law enforcement efforts related to resource protection.
FRV, Key Issue	Brown–Lanier House condition assessment	H	A condition assessment provides baseline data for cultural resource management and identifies immediate needs for the structure.
FRV, Key Issue	West–Metcalf House condition assessment	H	A condition assessment provides baseline data for cultural resource management and identifies immediate needs for the structure.
FRV, Key Issue	Archeological overview and assessment (parkwide)	M	This report identifies all known archeological sites in the park, summarizes previous archeological work, assesses the level of current understanding of archeology at the park, and suggests future opportunities to expand that understanding.

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV, OIRV, or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes
FRV, Key Issue	Ethnographic overview and assessment (parkwide)	M	This comprehensive baseline study of traditionally associated people and the park resources they value references archeological data supplemented by ethnographic interviews and oral histories. The assessment helps identify research gaps, compliance responsibilities, and interpretive opportunities.
FRV	Museum collections data	M	Basic information about the collections and objects they contain is needed for the NPS cultural resource information system. This data will also guide future museum planning, conservation efforts, and monitoring.
FRV	Museum catalog records	M	Baseline information about each item in the museum collection, its accession, and its location is needed to properly manage the Mill Springs museum collections.
FRV	Archives survey	M	This baseline museum document identifies preexisting management records for NPS use and reference and creates understanding of what documents are currently in the collection.
FRV, Key Issue	Section 110 archeological inventory	M	Additional archeological surveys will identify previously undocumented sites and resources now within the authorized boundary. The goal of the Section 110 inventory is to document 100% of archeological resources found on federally managed lands; this effort will continue as funding allows and additional lands are added to the park.
FRV	Vegetation survey	L	The park would work with the NPS Inventory and Monitoring Network to collect baseline natural resource documentation.
FRV	Historic furnishings plan for Brown–Lanier House and West–Metcalf House	L	Research completed for a historic furnishings plan would inform the use and interpretation of the buildings and give direction for how the interiors should be furnished to support the buildings' desired use and visitor experience.

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV, OIRV, or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes
FRV	Museum collections condition survey	L	A condition survey builds off the baseline inventories and documents the current condition of objects and the museum facility as well as issues and concerns that may require remediation and/or conservation treatment.
FRV	Collection conservation treatment	L	Treatment recommendations from professional conservators will guide cleaning, care, and conservation of the museum collection.
Key Issue	Administrative history	L	An administrative history will document MSBA preservation efforts, the establishment of Mill Springs Battlefield National Monument, and early NPS administrative actions.
FRV	Historic resource study (parkwide)	L	As part of the NPS portfolio of cultural resource plans and baseline data, a historic resource study would capture historic context and information that can inform national register updates, interpretation, and more focused resource management documents. Studies can focus on particular topics that are of special importance to the park, such as the connections and relationship between Mill Springs Battlefield resources and modern topics and relevancy.

Part 3: Contributors

Mill Springs Battlefield National Monument

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Elisa Kunz, Acting Superintendent (former)

Mill Springs Battlefield Association

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Partners

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Michael Lapina, Operations Manager, US Army Corps of Engineers

Matthew Yagle, Historic Preservation Coordinator, Kentucky Heritage Council

Appendixes

Appendix A: Legislation and Establishment Descision Memo for Mill Springs Battlefield National Monument

PUBLIC LAW NO: 116-9, SEC. 2302. THE JOHN D. DINGELL JR. CONSERVATION, MANAGEMENT, AND RECREATION ACT —ESTABLISHMENT OF THE MILL SPRINGS BATTLEFIELD NATIONAL MONUMENT

SEC. 2302. MILL SPRINGS BATTLEFIELD NATIONAL MONUMENT.

(a) DEFINITIONS.—In this section:

- (1) MAP.—The term “Map” means the map entitled “Mill Springs Battlefield National Monument, Nancy, Kentucky”, numbered 297/145513, and dated June 2018.
- (2) MONUMENT.—The term “Monument” means the Mill Springs Battlefield National Monument established by subsection (b)(1).
- (3) SECRETARY.—The term “Secretary” means the Secretary, acting through the Director of the National Park Service.

(b) ESTABLISHMENT.—

- (1) IN GENERAL.—Subject to paragraph (2), there is established as a unit of the National Park System, the Mill Springs Battlefield National Monument in the State of Kentucky, to preserve, protect, and interpret for the benefit of present and future generations—
 - (A) the nationally significant historic resources of the Mill Springs Battlefield; and
 - (B) the role of the Mill Springs Battlefield in the Civil War.
- (2) DETERMINATION BY THE SECRETARY.—The Monument shall not be established until the date on which the Secretary determines that a sufficient quantity of land or interests in land has been acquired to constitute a manageable park unit.
- (3) NOTICE.—Not later than 30 days after the date on which the Secretary makes a determination under paragraph (2), the Secretary shall publish in the Federal Register notice of the establishment of the Monument.
- (4) BOUNDARY.—The boundary of the Monument shall be as generally depicted on the Map.
- (5) AVAILABILITY OF MAP.—The Map shall be on file and available for public inspection in the appropriate offices of the National Park Service.
- (6) ACQUISITION AUTHORITY.—The Secretary may only acquire land or an interest in land located within the boundary of the Monument by—
 - (A) donation;
 - (B) purchase from a willing seller with donated or appropriated funds; or
 - (C) exchange.

(c) ADMINISTRATION.—

(1) IN GENERAL.—The Secretary shall administer the Monument in accordance with—

(A) this section; and

(B) the laws generally applicable to units of the National Park System, including—

(i) section 100101(a), chapter 1003, and sections 100751(a), 100752, 100753, and 102101 of title 54, United States Code; and

(ii) chapter 3201 of title 54, United States Code.

(2) MANAGEMENT PLAN.—

(A) IN GENERAL.—Not later than 3 years after the date on which funds are first made available to prepare a general management plan for the Monument, the Secretary shall prepare the general management plan in accordance with section 100502 of title 54, United States Code.

(B) SUBMISSION TO CONGRESS.—On completion of the general management plan, the Secretary shall submit to the Committee on Natural Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate the general management plan.

(d) PRIVATE PROPERTY PROTECTION.—Nothing in this section affects the land use rights of private property owners within or adjacent to the Monument.

(e) NO BUFFER ZONES.—

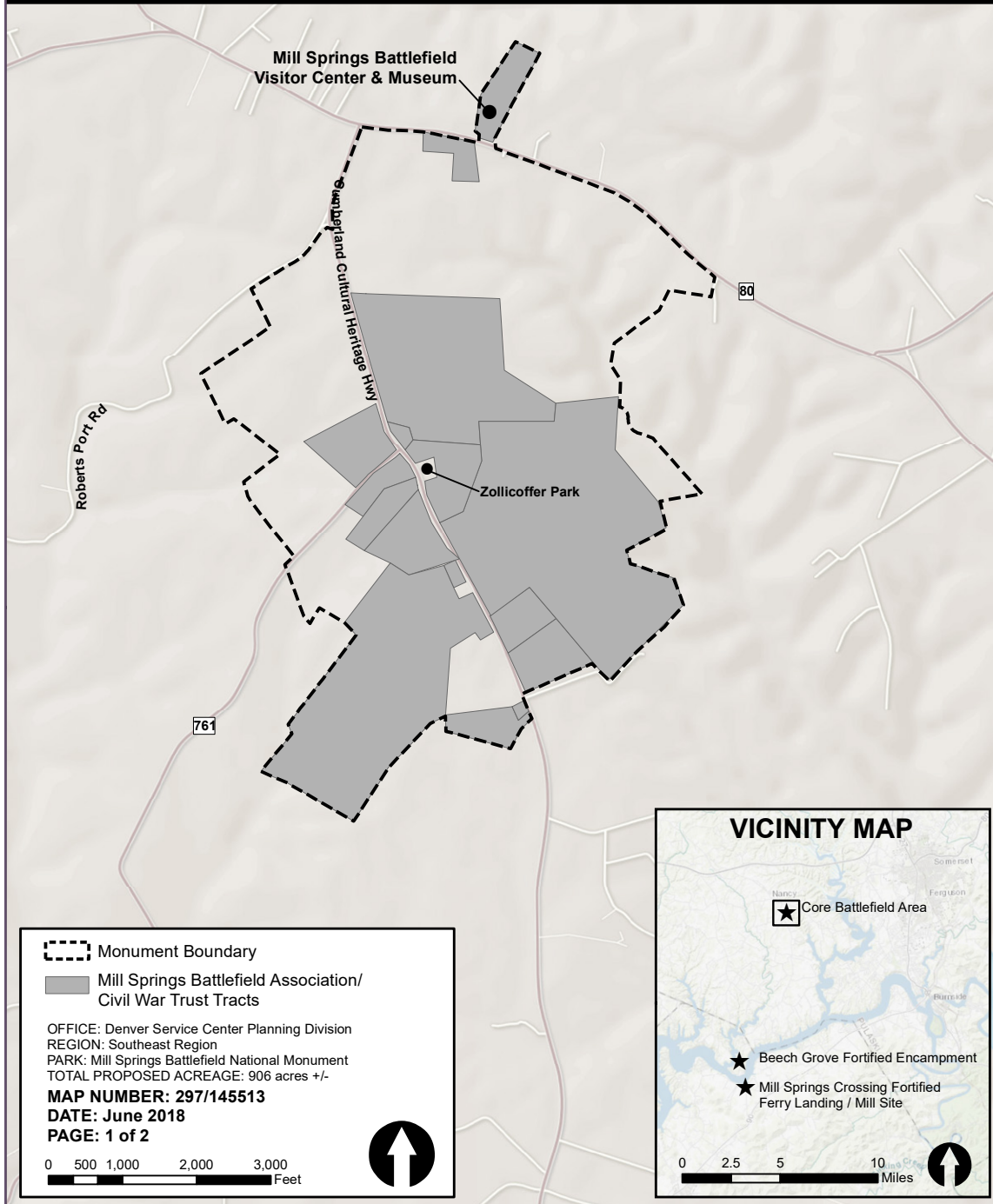
(1) IN GENERAL.—Nothing in this section creates a protective perimeter or buffer zone around the Monument.

(2) ACTIVITIES OUTSIDE NATIONAL MONUMENT.—The fact that an activity or use on land outside the Monument can be seen or heard within the Monument shall not preclude the activity or use outside the boundary of the Monument

Legislative Boundary Maps

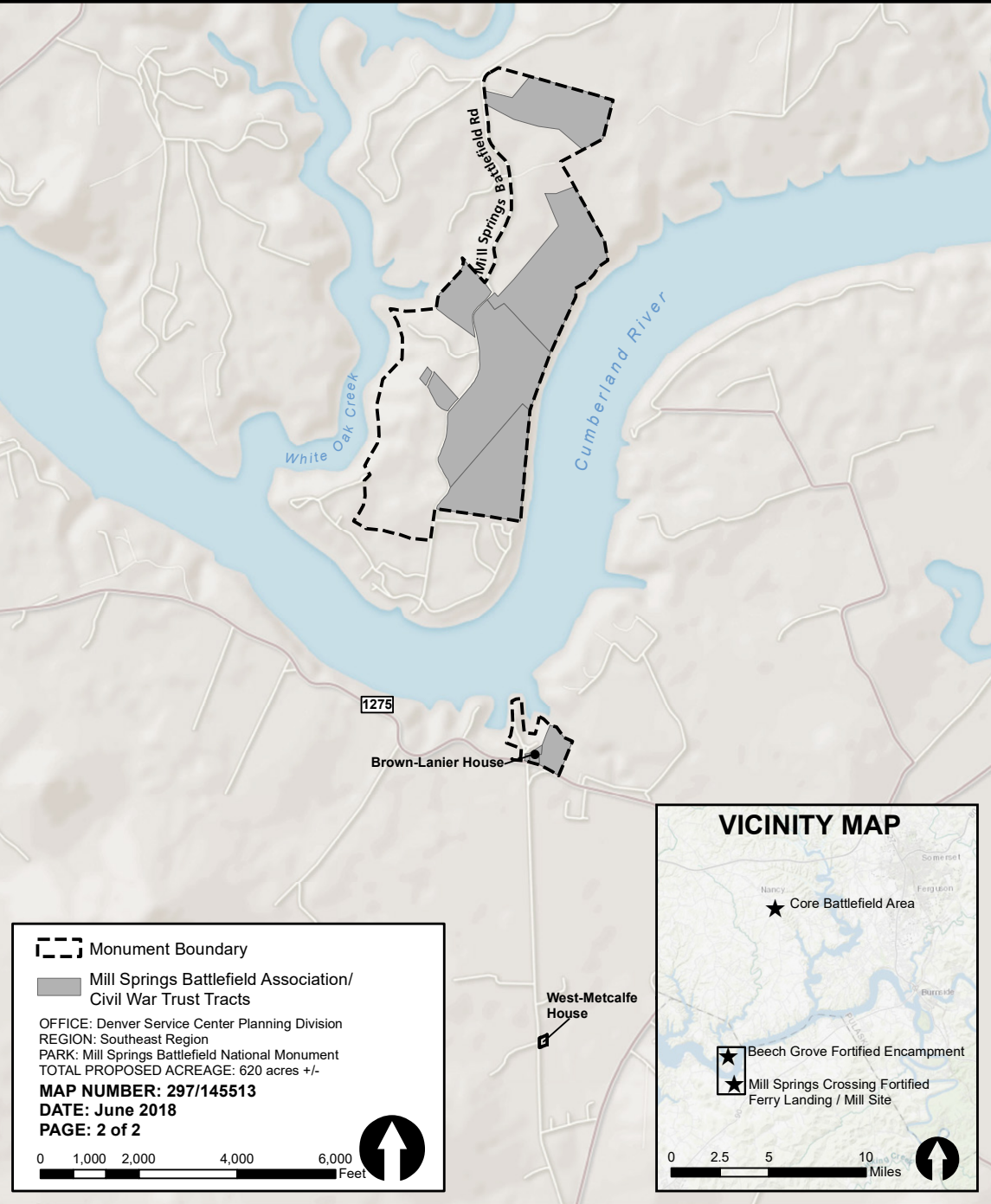
Mill Springs Battlefield National Monument Nancy, Kentucky

National Park Service
U.S. Department of the Interior



Mill Springs Battlefield National Monument Nancy, Kentucky

National Park Service
U.S. Department of the Interior



Secretary of the Interior Decision Memo on National Monument Establishment



United States Department of the Interior

NATIONAL PARK SERVICE
1849 C Street, NW
Washington, DC 20240

DECISION MEMORANDUM

September 18, 2020

TO: Secretary

THROUGH: Assistant Secretary for Fish and Wildlife and Parks

FROM: Counselor to the Secretary, **MARGARET EVERSON**
Exercising the Delegated Authority of the Director, National Park Service

GEORGE WALLACE

Digitally signed by
GEORGE WALLACE
Date: 2020.09.19
09:29:32 -04'00'

Digitally signed by
MARGARET EVERSON
Date: 2020.09.19
07:50:48 -04'00'

SUBJECT: Establishment of Mill Springs Battlefield National Monument, Nancy, Kentucky

I. INTRODUCTION

On March 12, 2019, President Trump approved S. 47, the John D. Dingell, Jr. Conservation, Management, and Recreation Act, as Public Law 116-9. Section 2302 of the act authorized establishment of the Mill Springs Battlefield National Monument in Nancy, Kentucky. The act includes specific provisions relating to establishment of this unit of the National Park System:

- a. The Monument shall not be established until the date on which the Secretary determines that a sufficient quantity of land or interests in land has been acquired to constitute a manageable park unit.
- b. Not later than 30 days after the date on which the Secretary makes a determination of a manageable unit, the Secretary shall publish in the *Federal Register* notice of the establishment of the Monument.

II. BACKGROUND

Public Law 116-9, Section 2302 provides that the Mill Springs Battlefield National Monument located in Pulaski and Wayne Counties, Kentucky, shall be established as a unit of the National Park System to preserve, protect, and interpret for the benefit of present and future generations: (A) the nationally significant historic resources of the Mill Springs Battlefield; and (B) the role of the Mill Springs Battlefield in the Civil War. The boundary of the Monument shall be as generally depicted on the map entitled "Mill Springs Battlefield National Monument, Nancy, Kentucky", numbered 297/145513, and dated June 2018.

In the context of the Civil War, the historic significance of the Battle of Mill Springs lies in its timing as well as its consequences on both military strategy and morale. Fought on January 19, 1862, the Battle of Mill Springs is considered one of the first major victories for

the Union Army on the field of battle during the Civil War. The National Monument contains objects of historic interest associated with the history of the Civil War consisting of a battlefield landscape, historic structures and earthworks that date to the Civil War era, and significant archeological resources associated with the battle. Scientific study and research has revealed a high level of archeological integrity throughout the battlefield landscape. In 1993, Mill Springs Battlefield was listed in the National Register of Historic Places (NRHP). It was designated a National Historic Landmark in 1994 and subject to an updated NRHP nomination in 2009.

The events surrounding the Battle of Mill Springs can be explored at three different locations in Pulaski and Wayne Counties, Kentucky: the Core Battlefield Area, the Beech Grove Fortified Confederate Encampment, and the Mill Springs Crossing Fortified Ferry Landing and Mill Site. The Core Battlefield Area is located a few miles south of Nancy, Kentucky. It was there that in the early morning hours of January 19, 1862, Confederate forces engaged Union pickets and the resulting Battle of Mill Springs ensued. The one-acre Zollicoffer Park is the centerpiece of the Core Battlefield Area. The Beech Grove Fortified Confederate Encampment is another significant area within the Mill Springs battlefield landscape. Located on a peninsula created by a bend in the Cumberland River and White Oak Creek (now Lake Cumberland), the encampment area is roughly nine miles south of the Core Battlefield Area, along Mill Springs Road (State Route 235). During the winter of 1861–1862, Confederate forces occupied this narrow stretch of land, building winter cabins and defensive earthworks to fortify their position.

The Mill Springs Crossing Fortified Ferry Landing and Mill Site is located on the southern shore of Lake Cumberland in Wayne County. It includes Mill Springs Park, a day-use recreational site operated by the U.S. Army Corps of Engineers. Thirteen continuous springs have powered grist mill operations at this location since the early 1800s. Occupied by Confederate forces from November 1861 until January 1862, this site was fortified and used to transport both supplies and soldiers across the Cumberland River. Located next to Mill Springs Park is the Brown-Lanier House. Dating to the time of the battle, the Brown-Lanier House was used as a Confederate headquarters. Another important Civil War-era structure, the West-Metcalf House is located on Old Mill Springs Road roughly a mile south of the ferry landing and mill site. During the Civil War, the house was used as a supply depot, and, following the Battle of Mill Springs, operated as a temporary field hospital for wounded and dying Confederate soldiers.

Mill Springs Battlefield Association (MSBA) currently owns 24 properties within the National Monument boundary with the intention of eventually donating them to the Service. These properties are located within all three areas of the battlefield landscape, including the Brown-Lanier House and the West-Metcalf House. To assist in the establishment of the park, MSBA has donated to the National Park Service (NPS) an approximately 17-acre parcel of land that includes a Visitor Center/Museum and adjacent parking. The Visitor Center is currently open to the public and includes artifacts found on the battlefield, interpretive displays, a library, administrative offices, gift shop and theater room. It is also at this location that visitors begin their visit to Mill Springs Battlefield by following a self-guided automobile tour throughout the battlefield landscape. MSBA conveyed by general warranty deed the fee simple interests in the Visitor Center/Museum on March 19, 2020.

Pulaski County Fiscal Court has donated to the NPS an approximately one-acre parcel of

land that includes Zollicoffer Park in the center of the Core Battlefield Area. Most fighting and troop movements took place on both sides of the Mill Springs Road (State Route 235), which closely follows its 19th-century road alignment at this location. The battlefield reflects the area's hilly terrain and includes the contested ridgeline and Clifty Creek ravine, two important natural features that impacted troop movements and tactical approaches by both armies during the battle. The rolling terrain at this site reflects a rural landscape similar to the one that existed during the time of the battle. Named in honor of Confederate General Felix K. Zollicoffer who was killed there, the park includes a monument to the general as well as a Confederate mass grave marker, both dedicated in 1910. The property also includes picnic sites, interpretive waysides and trails. Pulaski County Fiscal Court conveyed by general warranty deed the fee simple interests in Zollicoffer Park on March 2, 2020.

These acquisitions were accomplished to formally establish the National Monument. With ownership and management of the Visitor Center/Museum property and Zollicoffer Park, the NPS can at this time satisfactorily carry out the responsibilities of operating the park as described in the authorizing legislation, independently of any acquisition of additional property or historic structures within the park boundary. Therefore, the NPS considers these two properties to be a sufficient quantity of land to constitute a manageable unit of the National Park System. However, it is the NPS intent to continue working with MSBA to acquire the remainder of their properties within the boundary subsequent to the National Monument's establishment.

The Federal Register notice announcing this proposed determination is attached.

III. POSITION OF INTERESTED PARTIES

Kentucky Senators Mitch McConnell and Rand Paul and Representative Hal Rogers of the 5th District strongly support the establishment of the Mill Springs Battlefield National Monument in Nancy, Kentucky. Representative Rodgers was instrumental in getting the legislation passed for both the park's creation as well as a special resource study for the resources there. The MSBA and American Battlefield Trust (ABT) have been long-time advocates for the creation of a national park unit commemorating Mill Springs Battlefield on this site. ABT also owns several properties within the boundary and has indicated an interest in working with NPS to acquire those properties after park establishment. Support from state and local officials for the creation of the park has likewise been strong.

IV. DECISION OPTIONS

Section 2302 of Public Law 116-9 provides no alternative to establishment of the area as a unit of the National Park System once sufficient acreage for efficient management of the site has been acquired. However, the Secretary does have the discretion of determining if the NPS is correct in its judgment that sufficient lands have been identified for efficient management of the site.

The NPS worked closely with the MSBA and Pulaski County to consider a range of possible options that would allow the NPS to acquire sufficient acreage for efficient management of the site. There are other options that would delay the park's establishment to allow for acquisition of a greater number of MSBA properties within the park boundary. However, focusing immediate acquisition on the Visitor Center/Museum and Zollicoffer Park provides

for an expeditious path to park establishment that includes the areas with greatest visitation and overall visitor experience. The NPS Regional Director of the South Atlantic Gulf Region proposed that the two properties would be suitable for NPS ownership and management and would constitute a manageable park unit.

V. RECOMMENDATION

The land acquired encompasses an approximately 17-acre parcel that includes the currently operating Visitor Center/Museum and an approximately one-acre parcel that includes Zollicoffer Park. Zollicoffer Park is located within the center of the Core Battlefield Area and includes the area of direct engagement between Union and Confederate forces during the Battle of Mill Springs. The Visitor Center/Museum property is located just outside the Core Battlefield Area but provides the NPS with sufficient space to administer the unit and provide visitor services. As such, it is my recommendation that you make a determination that sufficient lands have been acquired to constitute a park unit and establish the Mill Springs Battlefield National Monument in Nancy, Kentucky, as a unit of the National Park System.

VI. SECRETARY'S DECISION

☒ APPROVE

☐ DISAPPROVE

☐ COMMENTS



David L. Bernhardt

9/15/20

Date

Attachments: Public Law 116-9, Section 2302
Legislative Map 297/145513, dated June 2018
Draft Federal Register Notice

Appendix B: Inventory of Administrative Commitments

Name	Agreement Type	Start Date Expiration Date	Stakeholders	Purpose
Framework Agreement between the National Park Service and Pulaski County, Kentucky	General Agreement	10/26/2018 10/26/2021	National Park Service	Describes the joint management period and the steps to transfer management of the park from Pulaski County to the National Park Service over a three-year period.

Appendix C: Past and Ongoing Park Planning and Data Collection Efforts

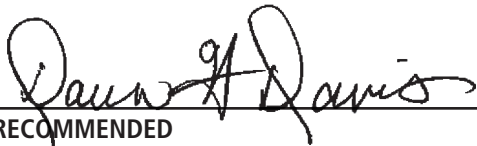
Name	Published
2017 Visitor Survey: The Kentucky Civil War Sites Association	2018
Archeological Investigations at Beech Grove (15Wn56), Mill Springs Battlefield, Wayne County, Kentucky (GA-2287-15-015)	2017
Mill Springs Battlefield Special Resource Study	2017
Kentucky Battlefield Economic Impact Study	2016
Mill Springs Earthworks Preservation Project	2015
Interpretive Plan for the Mill Springs Battlefield, Pulaski and Wayne Counties, Kentucky	2011
Lake Cumberland Management Plan	2011
National Register Nomination: Battle of Mill Springs Historic Areas (Boundary Increase)	2008
The Battle of Mill Springs: A Preservation Plan Update	2004
Visitor Center Master Plan Report	2002
Beech Grove Encampment Archaeological Survey	1998
National Register Multiple Property Documentation of Civil War Monuments in Kentucky, 1865–1935	1996
Mill Springs Battlefield Battle Tour Signage Plan	1994
Mill Springs Battlefield Interpretive Plan	1994
Mill Springs Battlefield Wayside Exhibit Plan	1994
National Historic Landmark Nomination: Mill Springs Battlefield	1994
Preservation Plan for the Mill Springs Battlefield, Wayne and Pulaski Counties, Kentucky	1994
National Register Nomination: Battle of Mill Springs Historic Areas	1993
National Register Nomination: West–Metcalf House	1977



Region 2: South Atlantic-Gulf Foundation Document Recommendation Mill Springs Battlefield National Monument

September 2021

This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the Region 2 Regional Director.

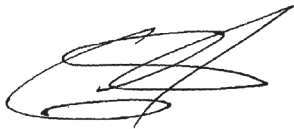


Sept. 24, 2021

RECOMMENDED

Dawn Davis, Superintendent, Mill Springs Battlefield National Monument

Date



9/30/2021

APPROVED

Pedro Ramos, Acting Regional Director, Region 2

Date

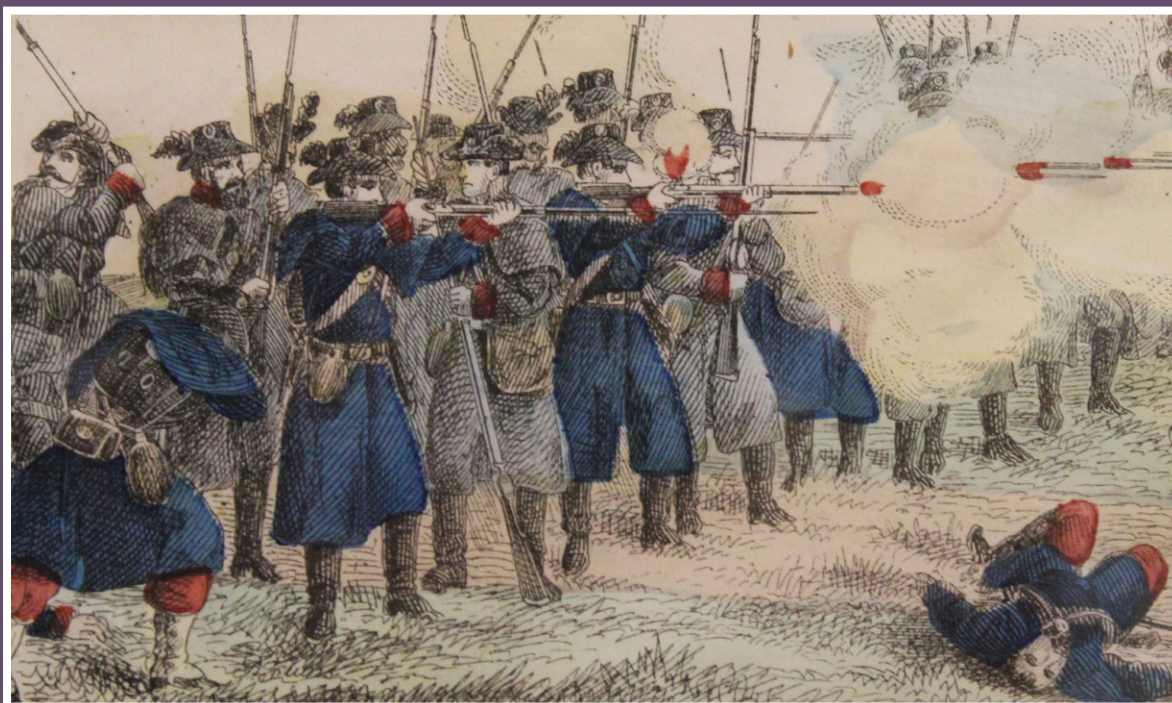


As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving 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.

MISP 297/177530

September 2021

Foundation Document • Mill Springs Battlefield National Monument



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