



# Foundation Document

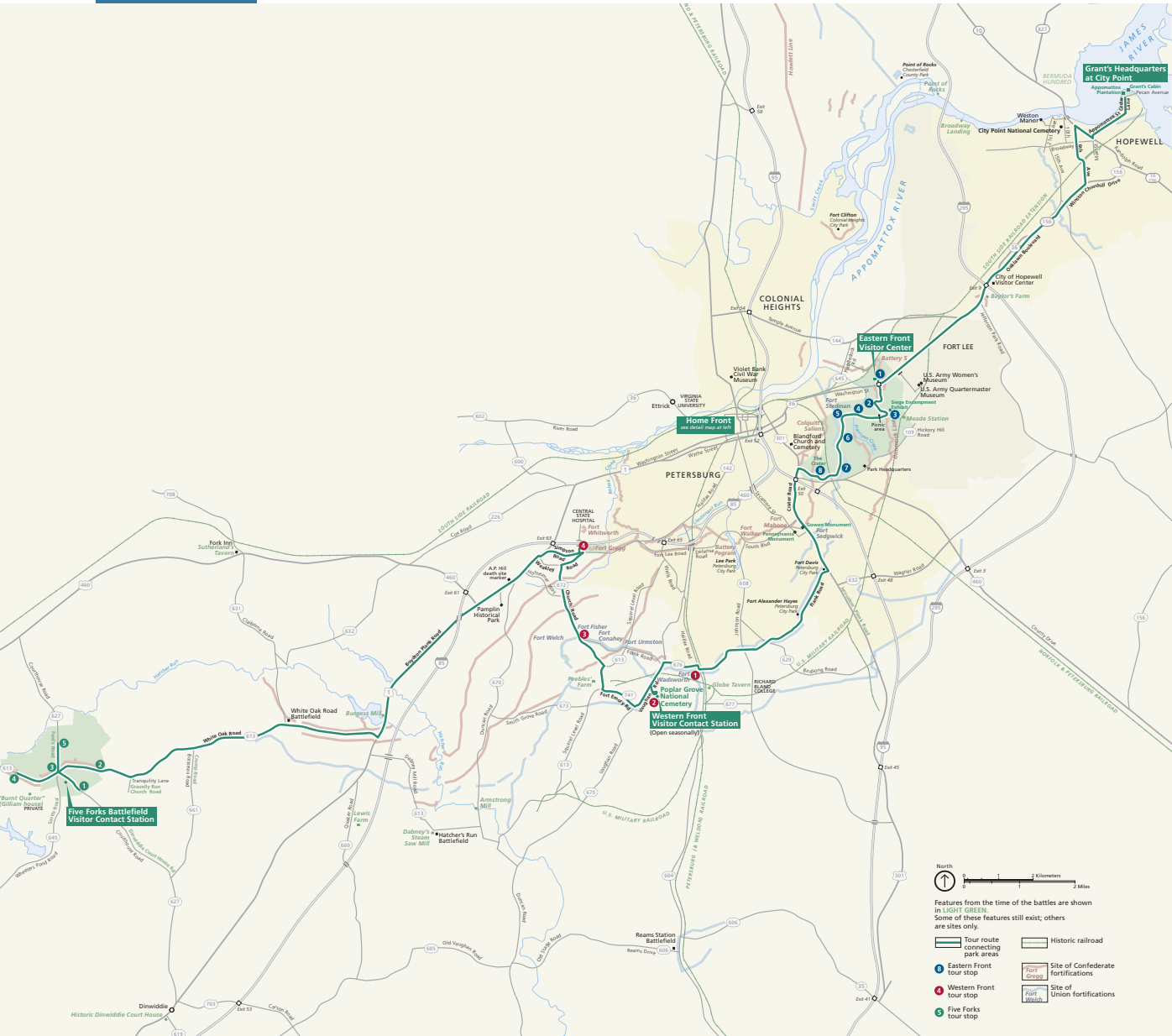
## Petersburg National Battlefield

Virginia

October 2016



Signatures  
10/6/2016



# Contents

|  |           |
|--|-----------|
| <b>Mission of the National Park Service . . . . .</b>  | <b>1</b>  |
| <b>Introduction. . . . .</b>   | <b>2</b>  |
| <b>Part 1: Core Components . . . . .</b>   | <b>3</b>  |
| Brief Description of the Park. . . . .   | 3         |
| Park Purpose . . . . .   | 5         |
| Park Significance . . . . .  | 6         |
| Fundamental Resources and Values . . . . .   | 7         |
| Other Important Resources and Values . . . . .   | 10        |
| Related Resources . . . . .  | 11        |
| Interpretive Themes . . . . .  | 12        |
| <b>Part 2: Dynamic Components . . . . .</b>  | <b>13</b> |
| Special Mandates and Administrative Commitments . . . . .  | 13        |
| Assessment of Planning and Data Needs . . . . .  | 14        |
| Analysis of Fundamental Resources and Values . . . . .   | 14        |
| Analysis of Other Important Resources and Values . . . . .   | 32        |
| Identification of Key Issues and Associated Planning and Data Needs . . . . .                          | 39        |
| Planning and Data Needs . . . . .  | 42        |
| <b>Part 3: Contributors . . . . .</b>  | <b>49</b> |
| Petersburg National Battlefield . . . . .  | 49        |
| NPS Northeast Region . . . . .   | 49        |
| Other NPS Staff . . . . .  | 49        |
| <b>Appendixes . . . . .</b>  | <b>50</b> |
| Appendix A: Enabling Legislation and Legislative Acts for<br>Petersburg National Battlefield . . . . . | 50        |
| Appendix B: Inventory of Administrative Commitments . . . . .  | 57        |
| Appendix C: Past and Ongoing Park Planning and<br>Data Collection Efforts . . . . .                    | 59        |
| Appendix D: Interpretive Themes with Identified Sub-Themes . . . . .                                   | 61        |





## Mission of the National Park Service

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

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

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

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

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



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



## Introduction

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

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

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



## Part 1: Core Components

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

### Brief Description of the Park

Petersburg National Battlefield commemorates the siege and battles for control of the city of Petersburg that occurred during the final years of the American Civil War. One of the last great offensives of the war, Lt. General Ulysses S. Grant launched the Overland Campaign in the spring of 1864. This campaign resulted in a series of bloody battles that would bring federal forces to the gates of Richmond, the Confederate capital, forcing General Robert E. Lee's Army of Northern Virginia into defensive positions in order to protect the city. Realizing that the key to the capture of Richmond lay in the control of critical supply lines from the neighboring city of Petersburg, Grant moved federal forces south of the James River to systematically cut off the five major rail lines that ran through Petersburg. In an effort to take Petersburg, a pitched battle was fought on June 15–18, 1864, but federal forces were unable to rout the Confederate defenders, resulting in a stalemate and beginning the nine and one-half months siege of Petersburg.

As both Union and Confederate armies dug into their positions, a network of earthworks, trenches, and earthen fortifications took shape on the landscape east, south, and southwest of Petersburg. Keeping soldiers supplied with provisions as well as ammunition during a protracted siege would make the difference between victory and defeat. Located at the confluence of the James and Appomattox Rivers, the sleepy village of City Point was transformed into a bustling military port and supply depot for the Union Army. Establishing his primary headquarters there, Grant also made City Point the nerve center for the Union war effort. A system of rail lines connected City Point to Union positions, keeping 100,000 federal soldiers well supplied. Meanwhile inside Petersburg, Confederate forces relied on existing roads and rail lines to supply its soldiers during the campaign. As the siege wore on, the network of earthworks slowly crept westward, as federal forces worked to cut off key supply lines.

Numerous attempts to break the siege resulted in some of the bloodiest battles of the war. On July 30, 1864, federal forces attempted a breakthrough by exploding a mine under a section of Confederate defenses known as Eliot's Salient, resulting in tragic defeat at the Battle of the Crater with more than 3,000 casualties. Eventually, Federal forces tightened their grip on Petersburg by capturing the Jerusalem Plank Road and the Petersburg & Weldon Railroad. Finally on April 1, 1865, the Union victory at the Battle of Five Forks cut off the last remaining Confederate supply line, the South Side Railroad. Followed the next day by the final breakthrough assault, the City of Petersburg fell into Union hands, and resulted in the immediate evacuation of Richmond. A few short days later, Lee would surrender the Army of Northern Virginia to Grant at Appomattox Court House, effectively ending the Civil War.

Established in 1926 to preserve the lands where these final desperate months of the Civil War unfolded, Petersburg National Battlefield protects more than 2,650 acres in and around the city of Petersburg. Because of the complexity and length of the siege, park lands and resources are spread over a large geographic area and are managed as five administrative units: the Eastern Front, the Western Front, Five Forks, Poplar Grove National Cemetery, and Grant's Headquarters at City Point.



The largest of these areas is the Eastern Front unit, which includes the site of the earliest battles that began the siege of Petersburg and the site of the Battle of the Crater. The Eastern Front unit is also the location of the park's Mission 66 visitor center and where many visitors begin their tour of the park. The Western Front unit contains land and resources associated with later periods of the siege, as federal forces continued to spread their lines to the west of Petersburg. The Poplar Grove National Cemetery unit, the final resting place of Union soldiers who gave their last full measure during our nation's greatest struggle, is located in the Western Front unit, but it is managed separately as a national cemetery. Both the Eastern and Western Front units contain important parts of the siege landscape protected by the park.

Petersburg National Battlefield also protects and manages two additional units, the Five Forks unit and Grant's Headquarters at City Point. Added to the park in 1991, the rural Five Forks unit lies approximately 17 miles southwest of Petersburg in Dinwiddie County. The agricultural fields and forests at the junction of roads leading to the Southside Railroad were the site of the pitched battle that led to the final collapse of the Confederate defenses. Today the site retains a high level of integrity, providing an immersive experience for visitors to this rural landscape. Originally part of the historic Appomattox Plantation, City Point remained in the Eppes family for 344 years, until it was purchased by the National Park Service in 1979. Sitting on top of bluffs overlooking the James and Appomattox Rivers, the 29-acre site contains many Civil War-era structures including Appomattox Manor and its associated outbuildings as well as the cabin that served as Grant's headquarters in the final years of the Civil War. Petersburg National Battlefield works collaboratively with the city of Hopewell on some aspects of the management of Grant's Headquarters at City Point.

The Eastern Front, Western Front, Five Forks, and City Point units that make up Petersburg National Battlefield are linked together by a 33-mile-long tour route that allows visitors to explore the siege landscape and battlefields of the Petersburg Campaign. By experiencing the park's resources, visitors can connect to the historic events of the Civil War and the sacrifices made during the nine and one-half months siege of Petersburg.





## Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Petersburg National Battlefield was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The park was established when the enabling legislation adopted by Congress was signed into law on July 3, 1926 (see appendix A for enabling legislation and subsequent legislative acts). The purpose statement lays the foundation for understanding what is most important about the park.

*PETERSBURG NATIONAL BATTLEFIELD  
preserves the historic sites, structures,  
and landscapes where the Civil War  
campaign, siege, and defense of  
Petersburg took place, and fosters  
an understanding of these events,  
their causes, impacts, and legacy  
to individuals, the community,  
and the nation.*



## 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 Petersburg National Battlefield, 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 Petersburg National Battlefield. (Please note that the sequence of the statements does not reflect the level of significance.)

1. The longest in both time (9.5 months) and distance (37 miles) combative military front on American soil, the campaign, siege, and defense of Petersburg saw five critical battles (the Second Battle for Petersburg, the Battle of the Crater, the assault on Fort Stedman, Five Forks, and the Third Battle for Petersburg) that effectively reduced the Confederate Army of Northern Virginia by eliminating its logistical capabilities, and resulted in the evacuation of the Confederate government from its capital, Richmond, Virginia.
2. Reflecting both the causes and consequences of the Civil War, the Eppes Plantation, upon which more than 100 enslaved people worked, in 1864–65 served as the command headquarters for Lt. General Ulysses S. Grant while he oversaw all Union Army operations in the final year of the Civil War.
3. Petersburg National Battlefield protects surviving Union and Confederate trenches, breastworks, and earthen fortifications, an assemblage that stretched along a 37-mile front and reflects the evolution of military strategy and trench warfare technology during the final desperate years of the Civil War.
4. In order to supply and sustain two Union armies of more than 100,000 soldiers positioned on an operational front encompassing 176 square miles, City Point was transformed from a small port town at the confluence of the Appomattox and James Rivers into the largest logistical support operation of the entire Civil War, becoming one of the busiest seaports and railroad networks in the world at that time.
5. The United States Colored Troops (USCT) engaged in more active combat throughout the Petersburg campaign than any other campaign of the war, resulting in 15 of the 16 Medals of Honor awarded to African Americans during the Civil War being presented to troops for valor during the Siege of Petersburg. By the end of 1864, the first full USCT Corps was formed, representing the largest African American fighting force assembled during the Civil War.
6. In March 1865, President Abraham Lincoln spent two weeks based at City Point touring the Petersburg front, meeting with Union generals Grant and Sherman, as well as Admiral Porter, to lay out the framework for the terms of surrender for the Confederate armies and the restoration of the United States of America, and saw firsthand the devastation at both Petersburg and Richmond after these cities fell.
7. Established in 1866 as one of the earliest national cemeteries, Poplar Grove National Cemetery honors and commemorates the ultimate sacrifice and serves as the final resting place of more than 6,000 Union soldiers including African Americans and American Indians who reflect the ethnic diversity of the individuals who fought for the United States during 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 Petersburg National Battlefield:

- **Siege Landscape.** Unlike many other national park units that protect Civil War battlefields where fighting took place over a few days, Petersburg National Battlefield protects a siege landscape that took shape over the course of nearly 10 months of bloody trench warfare. After Union attempts to capture Petersburg failed in mid-June 1864, the forests and farm fields around the city were transformed into a war zone. As Union siege lines began to stretch westward to surround the southern half of Petersburg, so too did Confederate defensive positions. Eventually stretching more than 35 miles, these trenches, earthworks, and batteries established fields of fire for both armies that were anchored by key earthen fortifications and encampments including Fort Stedman, Fort Sedgwick, Fort Wadsworth, Fort Conahey, Fort Fisher, Fort Welch, and Fort Gregg. The siege was punctuated by numerous bloody battles in an attempt to either break the siege or capture critical supply lines that supported Confederate defenders within the city. Key battlefields that are part of the siege landscape include the Second Battle for Petersburg, the Battle of the Crater landscape, the assault on Fort Stedman, Five Forks, and the Third Battle for Petersburg. Collectively these features, avenues of approach, and landscapes are fundamental to understanding the siege landscape at Petersburg National Battlefield. The extant trenches, fortifications, and battlefields at Petersburg are an enduring legacy of the soldiers' desperate struggle during the final months of the Civil War.



- City Point.** Overlooking the confluence of the Appomattox and James Rivers, the strategic location of Grant's Headquarters at City Point played a pivotal role in the final outcome of the Petersburg Campaign as well as the entire Civil War. Developed on land owned by the Eppes family since colonial times, City Point was part of a vast 2,300-acre plantation that relied on the labor of 130 enslaved people. With the arrival of Union forces, City Point became a base of operations for the U.S. Quartermaster, and the logistical supply center for the Union's Petersburg siege operations. Grant made City Point his headquarters on June 15, 1864, and conducted the Union war effort from this location. City Point also hosted President Lincoln during his visits to the front, first in June 1864 and again in March–April 1865. One family owned the majority of the property at City Point prior to the National Park Service acquiring the remaining 27-acre site in 1979. Today, City Point includes lands overlooking the Appomattox and James Rivers, the Appomattox Plantation House, the Kitchen/Laundry, Smoke Houses, and Dairy. A partial reconstruction of the cabin that served as Grant's headquarters has also been moved back to the site. The Appomattox Plantation House serves as a park visitor contact station, providing exhibits and a short film about the historic events that occurred in and around the site.
- Archeological Resources.** Archeological resources at Petersburg National Battlefield are found throughout the park and provide insights into the struggles that took place during the Petersburg Campaign as well as information on civilian life during the Civil War. Given the length of the siege, numerous encampments, and the sophisticated logistics and supplying of soldiers that occurred during the Petersburg Campaign, there are significant subsurface archeological resources throughout the park. Earthen fortifications, earthworks, trenches, tunnels, and the remnants of other military defenses and siege lines are all important archeological resources that may yield valuable information and improve our understanding of trench warfare during the Civil War. Archeological resources at Petersburg National Battlefield also include a range of sites from prehistoric habitation at the confluence of the Appomattox and James Rivers to the historic remnants and building foundations that reflect life in Petersburg. Due to its location, the Grant's Headquarters at City Point is an extremely significant archeological site with resources dating from Paleo-Indian through every prehistoric era to the earliest contact period, as well as the Civil War era. The many layers of archeological resources provide valuable data about the past and the historic events that unfolded in and around Petersburg.





- **Museum Collections.** More than 290,000 objects make up the park's growing museum collections. The collections focus on original documents and historic artifacts related to the military campaign around Petersburg between June 1864 and April 1865, the people and lands (especially the Eppes family and the enslaved and free laborers who lived and worked on the Eppes' plantation) impacted by these battles, and records of the efforts to commemorate and preserve the military campaign. Artifacts recovered from archeological investigations include important collections related to prehistoric occupations and early colonial occupations at City Point and Petersburg. Additional objects from unauthorized activities and salvaged architectural materials can also be found in the collection. The majority of the collections are stored off-site at the Fort Lee Regional Archeological Curation Facility, a regional museum storage facility primarily for the U.S. Department of Defense at Fort Lee, Virginia. There is also limited storage at Bonaccord, a historic house at the Grant's Headquarters at City Point unit. There are exhibit spaces in the Eastern Front Visitor Center, Appomattox Plantation at Grant's Headquarters at City Point, and the Five Forks Battlefield Visitor Contact Station. The collections play a significant role in understanding the historic events and subsequent preservation efforts as well as in connecting visitors to the related events that took place in the Petersburg region before, during, and following the military campaign.
- **Poplar Grove National Cemetery.** Poplar Grove National Cemetery was established in 1866 as part of the new national cemetery system created by the U.S. War Department in order to honor the unprecedented number of Union soldiers who died during the Civil War. The cemetery was designated to receive burials of Union soldiers from the 10-month Petersburg Campaign of 1864 and 1865 as well as surrounding engagements in Virginia. The cemetery contains the remains of more than 6,100 soldiers, including United States Colored Troops who saw significant combat duty during the siege, as well as American Indian soldiers who served in the Union Army, and reflects the diverse backgrounds of those who served in the campaign. Administration of the cemetery, together with Petersburg National Battlefield, was transferred from the U.S. War Department to the National Park Service on August 10, 1933. The last interments of Civil War soldiers occurred in 2003 after the remains of three Civil War soldiers were found at Reams Station and Peebles' Farm. Today the cemetery is closed to burials, and is scheduled to undergo significant rehabilitation based on recommendations from the "Poplar Grove National Cemetery Cultural Landscape Report" and the "Poplar Grove National Cemetery Rehabilitate Facilities, Resources & Character Defining Elements to National Cemetery Standards Environmental Assessment."
- **Solemnity of Sites.** Protecting battlefields where critical moments of the Civil War were fought and significant loss of lives occurred, Petersburg National Battlefield has been described as hallowed ground. This provides a sense of solemnity and respect that is a fundamental value of the park. This is perhaps best reflected in President Lincoln's Gettysburg Address, "...we cannot dedicate, we cannot consecrate, we cannot hallow this ground. The brave men, living and dead, who struggled here, have consecrated it, far above our poor power to add or detract." Maintaining this sense of solemnity is an important goal of any future management decisions for the park. Petersburg National Battlefield provides an opportunity to reflect on the sacrifices of the fallen as well as the causes and consequences of the Civil War on the nation in a somber and reverential place.

## Other Important Resources and Values

Petersburg National Battlefield 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 Petersburg National Battlefield:

- Civil War Monuments.** Despite the length and historic significance of the Petersburg Campaign, very few Civil War monuments or memorials can be found at Petersburg National Battlefield. The park’s legislation invited states to erect monuments at Petersburg, although few states did. Because of this lack of memorialization, the existing monuments have been identified as other important resources and values for the park. The majority of the park’s memorials and commemorative markers are located in and around the Battle of the Crater landscape, as this event was one of the most bloody and most recognized moments of the entire campaign. Other important monuments include the Pennsylvania Monument and the Gowen Monument, which are located along U.S. Highway 301 and commemorate the battles associated with the capture of the historic Jerusalem Plank Road. A memorial recognizing both Union as well as Confederate forces can also be found on the Five Forks Battlefield.
- Appropriate Recreation.** First established as a national military park in 1926 and later renamed Petersburg National Battlefield, the park protects and provides access to lands and resources for the American people who choose to experience the battlefield in different ways. Located between the City of Petersburg and Fort Lee, the Eastern Front unit of Petersburg National Battlefield provides rolling terrain and serves as an open space for the local community. The paved tour road and hiking trails in the park provide outstanding opportunities for recreational activities, which allow for alternate ways of experiencing the landscape. The daily use of the park for activities such as walking, running, horseback riding, and biking creates a unique opportunity to engage community members and foster park relevancy with local stakeholders. Due to its location on the Appomattox and James Rivers, the City Point unit of Petersburg National Battlefield is a popular fishing location and the park works collaboratively with the City of Hopewell to manage activities in this area. With its more rural location and trail network, the Five Forks battlefield has become a popular location for equestrian use. Appropriate recreation at the park provides opportunities to connect with current users and future generations in order to cultivate both advocacy and appreciation of the park in different ways. But recreation must be done in a way that respects the solemnity of the siege landscape and is respectful of the historic events and sacrifices that occurred there.
- Natural Communities.** The park plays host to a diverse number of inhabitants and ecosystems. Located between the Atlantic Coastal Plain and the Piedmont region of western Virginia, Petersburg National Battlefield varies from the wetlands of Hatcher’s Run at the Five Forks Battlefield to the combination of mixed hardwood/pine forests and open fields that encompass the park’s Eastern Front. City Point, at the confluence of the Appomattox and James Rivers, provides additional important habitat for several species of flora and fauna.



## Related Resources

Related resources are not owned by the park. They may be part of the broader context or setting in which park resources exist, represent a thematic connection that would enhance 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 collaboration between the park and owner/stakeholder.

- Pamplin Historical Park.** Located on 424 acres in Dinwiddie County, Virginia, Pamplin Historical Park preserves land and Confederate earthworks associated with the April 2, 1865 6th Corps attack that was part of the “breakthrough” of the Petersburg defenses and the fall of Richmond. The Petersburg Breakthrough Battlefield, partially protected by Pamplin Historical Park, was designated a national historic landmark in 2006. The park includes four historic homes, numerous battlefield trails, and the National Museum of the Civil War Soldier, which contains a significant collection of Civil War-era artifacts and objects. The park is open to the public and managed by the Pamplin Foundation, a 501(c)(3) nonprofit organization.
- South Side Depot.** The South Side Depot, which was built as a railroad station in 1854, is integral to the history of the Petersburg Campaign because of its role in the siege. The South Side Depot, the South Side Railroad line, and four other rail lines in the vicinity were considered vitally important to the survival of the Confederate capital in Richmond, Virginia, and thus to the entire Confederacy. In the final year of the war, these key rail links became the target of Union forces under Lt. General Ulysses S. Grant, who sought to cut off supplies and communication to General Robert E. Lee’s army and the Confederate capital 20 miles to the north. The Confederate Army under General Lee held Petersburg, guarding the railroad lines that led into Richmond. The last rail line controlled by the Confederate troops was the South Side Railroad, which was served by the South Side Depot. When Union troops captured control of the South Side Railroad in April 1865, it effectively ended the Siege of Petersburg, and Lee’s army surrendered a week later at Appomattox Court House.
- Additional Petersburg Campaign Lands and Resource Outside the Current Park Boundary.** In 2004 Petersburg National Battlefield developed a general management plan that included recommendations for a boundary adjustment to the park. Additional lands and resources associated with the Petersburg Campaign and Siege were evaluated using established NPS boundary adjustment criteria. This proposed boundary adjustment would include lands associated with 12 nationally significant battlefield epicenters recognized by the American Battlefield Protection Program and the Civil War Sites Advisory Commission, as well as other historic properties associated with the park’s period of significance. Approximately 7,238 acres of land are included within the proposed boundary adjustment that is currently pending legislative action by Congress.

Also, there are many significant Civil War-era resources and properties managed by local municipalities. The City of Petersburg protects important parts of Petersburg’s Civil War legacy that are located along Defense Road and at Wilcox Lake, Lee Park, the Siege Museum, Blandford Church, Center Hill, the Custom House, and the Courthouse. The City of Hopewell has a few city parks that contain Civil War earthworks and likely archeological resources. Colonial Heights was the location of General Lee’s Headquarters. Petersburg National Battlefield works collaboratively with these partners to ensure the stewardship and interpretation of important Civil War resources beyond the park’s boundary. The park also forges new relationships and strives to build connections between these partners and other NPS programs such as the American Battlefield Protection Program and the Rivers, Trails, and Conservation Assistance program.

## 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 Petersburg National Battlefield:

- **A Young Nation in Transition.** Through the local citizens, especially the Eppes family, and the lives of the enslaved population you can explore the many dimensions of the founding and development of a nation that was torn apart by political, economic, and social differences and issues not yet fully resolved.
- **Leadership of Commanders Grant and Lee.** During the Civil War, Grant and Lee faced each other as opposing generals for 11 months. The Petersburg Campaign consumed 9.5 of those 11 months. In an attempt to wear down and destroy Lee's army, Grant applied "unrelentless" pressure and continual contact in a campaign of a magnitude and concentration unprecedented during the Civil War. The strengths and weaknesses of the generals and their resources ultimately determined the fate of a nation.
- **Military Strategy, Logistics, and Tactics.** Military strategy, battlefield tactics, logistics operations, weapons, and fortifications reflected the evolution from the Napoleonic rules of war toward a more modern, all encompassing, approach. The importance of railroads in the logistics and support of armies define the objectives of the campaign and Petersburg's role in shaping the course of American history.
- **Role of African Americans.** During the Petersburg Campaign, African Americans finally took their place as full participants in the Union Army and the Civil War, although not in society as a whole.
- **Life During the War.** Living under constant fire, the combatants and noncombatants at Petersburg represent a cross-section of old and young, white and black, enslaved and free, men and women, soldiers and civilians, each with different views on the causes, effects, and results of the war.
- **The Last Full Measure.** Poplar Grove National Cemetery. The grave markers of Poplar Grove National Cemetery represent not only those seemingly anonymous soldiers who made the ultimate sacrifice for their nation on the fields of battle around Petersburg, but also the individual cost of war in the form of a son, father, brother, or best friend.

## 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 Petersburg National Battlefield.

No special mandates were identified for Petersburg National Battlefield. For more information about the existing administrative commitments for Petersburg National Battlefield, please see appendix B.





## Assessment of Planning and Data Needs

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

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

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

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

### Analysis of Fundamental Resources and Values

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



| Fundamental Resource or Value          | Siege Landscape  |
|--|--|
| <b>Related Significance Statements</b> | <ul style="list-style-type: none"> <li>• The longest in both time (9.5 months) and distance (37 miles) combative military front on American soil, the campaign, siege, and defense of Petersburg saw five critical battles (the Second Battle for Petersburg, the Battle of the Crater, the assault on Fort Stedman, Five Forks, and the Third Battle for Petersburg) that effectively reduced the Confederate Army of Northern Virginia by eliminating its logistical capabilities, and resulted in the evacuation of the Confederate government from its capital, Richmond, Virginia.</li> <li>• Petersburg National Battlefield protects surviving Union and Confederate trenches, breastworks, and earthen fortifications, an assemblage that stretched along a 37-mile front and reflects the evolution of military strategy and trench warfare technology during the final desperate years of the Civil War.</li> <li>• In order to supply and sustain two Union armies of more than 100,000 soldiers positioned on an operational front encompassing 176 square miles, City Point was transformed from a small port town at the confluence of the Appomattox and James Rivers into the largest logistical support operation of the entire Civil War, becoming one of the busiest seaports and railroad networks in the world at that time.</li> <li>• The United States Colored Troops engaged in more active combat throughout the Petersburg campaign than any other campaign of the war, resulting in 15 of the 16 Medals of Honor awarded to African Americans during the Civil War being presented to troops for valor during the Siege of Petersburg. By the end of 1864, the first full USCT Corps was formed, representing the largest African American fighting force assembled during the Civil War.</li> </ul>   |
| <b>Current Conditions and Trends</b>   | <p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The siege landscape is spread over 35 miles and includes numerous discontinuous sites and resources.</li> <li>• The park's fee collection program has recently been removed.</li> <li>• The Civil War Sites Advisory Commission report identified five Class A battles that occurred on the siege landscape at Petersburg. These include: 2nd Battle for Petersburg, Battle of the Crater, Five Forks, Assault on Fort Stedman, and 3rd Battle for Petersburg.</li> <li>• Vegetative screening around the edges of the park is in good condition and creates an immersive experience for visitors in key areas of the park.</li> <li>• Partnerships have been used to maintain trails, clear important siege sight lines, and support interpretive media related to siege landscape resources.</li> <li>• The park is entering into a partnership with the City of Petersburg in order to support the staffing and management of the South Side Depot, an important Confederate supply depot that operated during the siege.</li> <li>• A cultural landscape report was conducted for the Federal Left Flank and the Fish Hook Siege works in 2004.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Maintaining the siege landscape requires cyclical maintenance work.</li> <li>• The park has seen increased recreational use primarily at the Eastern Front unit due to its close proximity and easy access from Fort Lee.</li> <li>• There has been increased interest in the Federal Left Flank, Fort Fisher, and Fish Hook area due to the restoration activities of the Civil War Trust.</li> <li>• Pending legislation could significantly increase the size of the park and would include numerous sites and resources associated with the siege landscape at Petersburg National Battlefield.</li> <li>• A cultural landscape report for Five Forks battlefield is partially complete.</li> </ul> |

| Fundamental Resource or Value | Siege Landscape   |
|-------------------------------|---|
| Threats and Opportunities     | <p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Regional development pressures and urban growth encroach on the park's viewsheds and impact the soundscape of the siege landscape.</li> <li>• Landfills outside the park boundary also impact visitor experiences at the park.</li> <li>• Pending legislation could significantly increase the size of the park and would have a major impact on park budget and staff capacity to manage these additional lands and resources associated with the siege landscape.</li> <li>• Hazard trees are not managed preemptively and pose a threat to staff and visitor safety as well as resources.</li> <li>• Managing trees rooted in earthworks creates numerous challenges. If these trees fall, it would result in significant damage to the earthworks, but removal of these trees many also create erosion issues.</li> <li>• Invasive Japanese stilt grass can be found throughout the park and on earthworks.</li> <li>• Metal detecting and unlawful digging in the park damages significant siege landscape features and are Archaeological Resources Protection Act violations.</li> <li>• Numerous trails at the Five Forks unit require ongoing cyclical maintenance and the overuse of some trails is leading to erosion and impacting the landscape.</li> <li>• Impacts such as shifts in plant community types, changes in plant phenology, an increase in invasive species, and possible increases in vines may occur because of ongoing and projected climate change.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Deter inappropriate uses in the park through the implementation of new policies.</li> <li>• Enhancing partnerships with the City of Petersburg, City of Hopewell, nearby counties, Civil War Trust, and other groups could help build capacity and support for the park and its resources, including soundscapes and historic views.</li> <li>• The pending legislation that would result in boundary expansion is an opportunity to strategically plan and develop a vision for the future of the park. Incorporating these lands in stages and developing a strategy for these new sites will be essential in order to meet resource management requirements and additional staffing responsibilities.</li> <li>• Interpretive opportunities at many of the discontinuous sites and resources can be expanded through social media and nonpersonal media.</li> <li>• The park could explore the possibility of an agricultural leasing program at Five Forks and the Eastern Front unit.</li> <li>• The establishment of a new battlefield friends group presents an opportunity for the park to work collaboratively in developing a shared vision for this partnership.</li> <li>• The park should continue the work of restoring the historic vistas and views associated with the siege as has recently happened at the Battle of the Crater site.</li> <li>• The park can continue to partner with university programs to conduct asset assessments and other documentation programs of resources associated with the siege landscape.</li> <li>• Begin to reforest Five Forks as prescribed in the cultural landscape plan.</li> </ul> |
| Related Resources and Values  | <ul style="list-style-type: none"> <li>• Pamplin Historical Park.</li> <li>• City of Petersburg museums (Blandford Church, Centre Hill Mansion, and the Siege Museum).</li> <li>• South Side Depot.</li> <li>• Additional Petersburg Campaign lands and resources.</li> </ul>   |



| Fundamental Resource or Value  | Siege Landscape  |
|--|--|
| Data and/or GIS Needs  | <ul style="list-style-type: none"> <li>• Visitor use study.</li> <li>• Visual resources inventory.</li> <li>• Military terrain analysis (KOCOA study).</li> <li>• Complete survey of earthworks.</li> <li>• Historic resource study of earthworks.</li> <li>• Survey and map locations of Confederate and Federal encampment sites.</li> <li>• Cultural landscape inventory for Second Battle for Petersburg (June 15–18, 1864).</li> <li>• Cultural landscape inventory for the Assault on Fort Stedman.</li> <li>• Cultural landscape inventory for the Five Forks Battlefield.</li> <li>• Assessment of historic tunnels.</li> <li>• Cultural resources base map for GIS applications.</li> <li>• Parkwide survey of invasive species.</li> </ul>   |
| Planning Needs   | <ul style="list-style-type: none"> <li>• Visitor use management plan.</li> <li>• Trail management plan.</li> <li>• Invasive species management plan.</li> <li>• Grass/field maintenance and treatment plan.</li> <li>• Long-range interpretive plan.</li> <li>• Resource stewardship strategy.</li> <li>• Strategic plan.</li> <li>• Park partner action strategy.</li> <li>• Visual resources management plan.</li> <li>• Cultural landscape report for the Second Battle for Petersburg (June 15–18, 1864).</li> <li>• Cultural landscape report for the Assault on Fort Stedman.</li> <li>• Update the land protection plan.</li> </ul>   |
| Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance | <p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Archeological and Historic Preservation Act of 1974</li> <li>• Archaeological Resources Protection Act of 1979</li> <li>• Clean Air Act of 1977 (42 USC 7401 et seq.)</li> <li>• “American Battle Monuments Commission” (36 CFR Chapter IV)</li> <li>• National Historic Preservation Act of 1966, as amended (54 USC §300101 et seq.)</li> <li>• Executive Order 11593, “Protection and Enhancement of the Cultural Environment”</li> <li>• “Protection of Historic Properties” (36 CFR 800)</li> <li>• “Architectural Barriers Act Accessibility Guidelines; Outdoor Developed Areas”</li> <li>• Superintendent’s Compendium</li> <li>• Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</b></p> <ul style="list-style-type: none"> <li>• Director’s Order 28: <i>Cultural Resource Management</i></li> <li>• NPS Management Policies 2006 (§1.4) “Park Management”</li> <li>• NPS Management Policies 2006 (§4.4.4.2) “Removal of Exotic Species Already Present”</li> <li>• NPS Management Policies 2006 (§4.7) “Air Resource Management”</li> <li>• NPS Management Policies 2006 (§4.9) “Soundscape Management”</li> <li>• NPS Management Policies 2006 (§4.10) “Lightscape Management”</li> <li>• NPS Management Policies 2006 (chapter 5) “Cultural Resource Management”</li> <li>• NPS Management Policies 2006 (§1.6) “Cooperative Conservation Beyond Park Boundaries</li> <li>• <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i></li> </ul> |



| Fundamental Resource or Value          | City Point  |
|--|---|
| <b>Related Significance Statements</b> | <ul style="list-style-type: none"> <li>• Reflecting both the causes and consequences of the Civil War, the Eppes Plantation, upon which more than 100 enslaved people worked, in 1864–65 served as the command headquarters for Lt. General Ulysses S. Grant while he oversaw all Union Army operations in the final year of the Civil War.</li> <li>• In order to supply and sustain two Union armies of more than 100,000 soldiers positioned on an operational front encompassing 176 square miles, City Point was transformed from a small port town at the confluence of the Appomattox and James Rivers into the largest logistical support operation of the entire Civil War, becoming one of the busiest seaports and railroad networks in the world at that time.</li> <li>• In March 1865, President Abraham Lincoln spent two weeks based at City Point touring the Petersburg front, meeting with Union generals Grant and Sherman, as well as Admiral Porter, to lay out the framework for the terms of surrender for the Confederate armies and the restoration of the United States of America, and saw firsthand the devastation at both Petersburg and Richmond after these cities fell.</li> </ul>  |
| <b>Current Conditions and Trends</b>   | <p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• A cultural landscape inventory has been conducted at City Point. This included a viewshed analysis of the site.</li> <li>• City Point has also been determined eligible for listing in the National Register of Historic Places because of its prehistoric resources for the full continuum from the Paleo-Indian era through the contact period; for early colonial resources, antebellum resources, and Civil War resources.</li> <li>• The City Point unit is located in the City of Hopewell who is an active partner with the park in the stewardship of this site.</li> <li>• Recent repair work has been done on the Appomattox Manor roof and additional work is planned to help stabilize the building.</li> <li>• Visitation numbers for Appomattox Manor are approximately 9,000 per year.</li> <li>• The Bonaccord house is in poor condition and needs both preservation work and strategic planning for the appropriate use of this building. It is currently being used for general park storage.</li> <li>• Appomattox Manor, a historic structure, is used as a visitor contact station, which exposes the building to impacts from visitor use and foot traffic.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Visitation numbers are believed to be steady at the City Point unit, but no formal survey or study has been conducted.</li> <li>• Special use permit requests such as for weddings and filming requests are increasing.</li> <li>• Currently the views to the James and Appomattox Rivers are more open than they have been in recent years due to storm damage in 2003 and 2004.</li> <li>• Ongoing cyclical maintenance is needed to repair and maintain key components of historic structures and ensure their long-term stabilization.</li> </ul> |
| <b>Threats and Opportunities</b>       | <p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Because City Point is a discontinuous unit, it is a challenge to get maintenance personnel and law enforcement staff to monitor and patrol the site.</li> <li>• Erosion of the bluffs overlooking the James and Appomattox Rivers is occurring both from the river and from infiltration (the leaky septic system). If bluff stabilization is not undertaken in the near future, portions of the embankment are in jeopardy of failing and could damage the entire site.</li> <li>• In the past, some special use permit groups have had negative impacts on the site.</li> <li>• The James and Appomattox estuaries are rising at a rate of approximately 1.1 feet per century. This and other climate change impacts (sea level rise and changing storm patterns specifically) pose immediate threats to resources such as the historic structures as well as the bluffs.</li> </ul>   |



| Fundamental Resource or Value | City Point   |
|-------------------------------|--|
| Threats and Opportunities     | <p><b>Threats (continued)</b></p> <ul style="list-style-type: none"> <li>• Vandalism and trespassing is a minor but consistent threat at City Point.</li> <li>• New roofs are needed for three outbuildings to prevent water infiltration.</li> <li>• The Bonaccord house needs significant restoration work, including overhaul of all utility systems; the plaster is loose and falling and the porch and steps are deteriorating.</li> <li>• There are condensation issues at Appomattox Manor, impacting museum collections on display. There have also been occurrences of black mold in the structure.</li> <li>• The historic integrity of viewsheds is threatened by future developments that may occur across the rivers.</li> <li>• The Old Smokehouse, New Smokehouse, and Dairy building are experiencing issues with rot. The reconstruction of foundations of these outbuildings is needed in order to address the issue of wood rot.</li> <li>• The septic system at City Point is in disrepair and part of it has already failed. The system filters down to a clay layer and water migrates out to the bluff where it exacerbates existing erosion issues.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Implementation of the approved septic system project through contracting activities. The design and compliance work has already been completed.</li> <li>• A trail counter could be used near the parking lot entrance to get more accurate visitation numbers at the City Point unit.</li> <li>• Set a vision for management of the Bonaccord house. This could include moving administrative offices out of Appomattox Manor and into the Bonaccord house as initially identified in the park's general management plan.</li> <li>• Cover the cost of staff when issuing special use permits for reenactments, weddings, and filming activities. This would help enforce regulations and protect the resources at City Point during these special events.</li> <li>• Explore options for unused and non-Civil War structures (e.g., Hunter House and Naldara), such as demolition or leasing to generate revenue.</li> <li>• Create and enhance interpretive opportunities at the site, such as using the Eppes House as a historic house museum, installing archeological exhibits, expanding the interpretation of the enslaved peoples, etc.</li> <li>• Improve the connectivity of existing trails around the City Point unit and tie it into a citywide trail system if it is developed.</li> <li>• Use the area behind Hunter House to provide waterfront access and a possible blue trail system.</li> <li>• Expand partnerships with the City of Hopewell. A good informal partnership exists but the two entities could begin an operational agreement.</li> <li>• Enhance the cultural landscape to better represent its appearance during the Civil War era.</li> <li>• Secure copies of the Eppes family archives and papers, which are currently housed at the Virginia Historical Society. Digitization of these archives and papers could be made available on the park website.</li> <li>• The park could collaborate with nearby landowners, planners, and developers to increase awareness and protection of the City Point historic views.</li> </ul> |
| Related Resources and Values  | <ul style="list-style-type: none"> <li>• City Point Early History Museum at St. Dennis Chapel.</li> <li>• Weston Manor.</li> <li>• Additional Petersburg Campaign lands and resources.</li> </ul>  |

| Fundamental Resource or Value  | City Point  |
|--|---|
| Data and/or GIS Needs  | <ul style="list-style-type: none"> <li>• Update historic structures report for Appomattox Manor and associated buildings at City Point.</li> <li>• Visitor use study.</li> <li>• Historic structures report for Naldara and Hunter houses.</li> <li>• Historic furnishings report.</li> <li>• Archeological testing of the eastern half of City Point.</li> <li>• Functional space / use study.</li> <li>• Special history study – Freedmen’s Bureau and Reconstruction Era.</li> </ul>   |
| Planning Needs   | <ul style="list-style-type: none"> <li>• Visitor use management plan.</li> <li>• Adaptive reuse plan for the Bonaccord House.</li> <li>• Long-range interpretive plan.</li> <li>• Climate change scenario planning for bluffs area.</li> <li>• Visual resources management plan.</li> </ul>   |
| Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance | <p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Americans with Disabilities Act of 1990 (42 USC §12101 et seq.)</li> <li>• Architectural Barriers Act of 1968 (42 USC §4151 et seq.)</li> <li>• Archeological and Historic Preservation Act of 1974 (54 USC §312502 et seq.)</li> <li>• Clean Air Act of 1977 (42 USC 7401 et seq.)</li> <li>• Historic Sites Act of 1935 (54 USC §320101 et seq.)</li> <li>• National Historic Preservation Act of 1966, as amended (54 USC §300101 et seq.)</li> <li>• Executive Order 11593, “Protection and Enhancement of the Cultural Environment”</li> <li>• Executive Order 13287, “Preserve America”</li> <li>• Executive Order 13423, “Strengthening Federal Environmental, Energy, and Transportation Management”</li> <li>• “National Register of Historic Places” (36 CFR 60)</li> <li>• “National Historic Landmarks Program” (36 CFR 65)</li> <li>• “Curation of Federally Owned and Administered Archeological Collections” (36 CFR 79)</li> <li>• “Protection of Historic Properties” (36 CFR 800)</li> <li>• Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</b></p> <ul style="list-style-type: none"> <li>• Director’s Order 14: <i>Resource Damage Assessment and Restoration</i></li> <li>• Director’s Order 24: <i>NPS Museum Collections Management</i></li> <li>• <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i></li> <li>• <i>The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation</i></li> <li>• Director’s Order 28: <i>Cultural Resource Management</i></li> <li>• Director’s Order 28A: <i>Archeology</i></li> <li>• Director’s Order 80: <i>Real Property Asset Management</i></li> <li>• NPS Management Policies 2006 (chapter 5) “Cultural Resource Management”</li> <li>• NPS Management Policies 2006 (§1.4.6) “What Constitutes Park Resources and Values”</li> <li>• NPS Management Policies 2006 (§1.6) “Cooperative Conservation Beyond Park Boundaries”</li> <li>• NPS Management Policies 2006 (§4.7) “Air Resource Management”</li> <li>• NPS Museum Handbook, parts I, II, and III</li> <li>• NPS Integrated Pest Management Manual</li> <li>• NPS Damage Assessment and Restoration Handbook</li> </ul> |

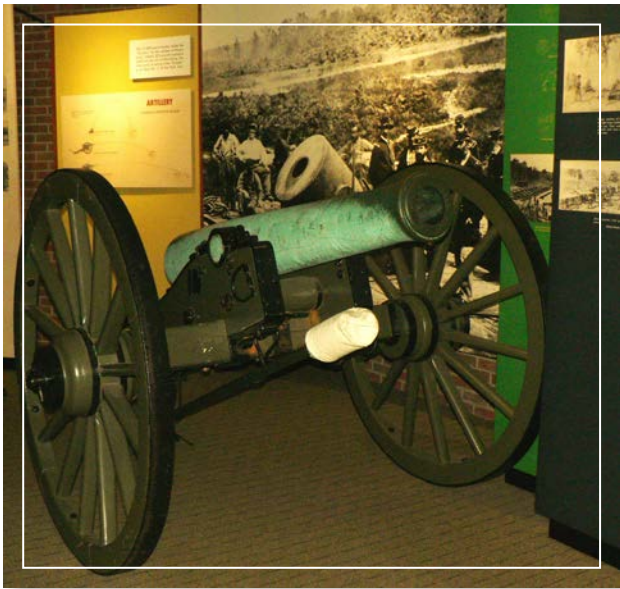
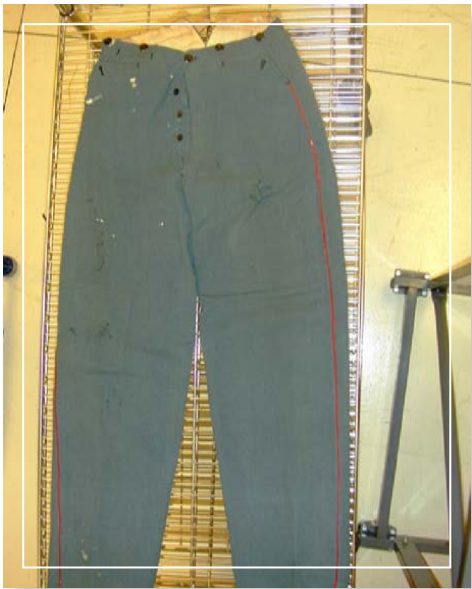






| Fundamental Resource or Value   | Archeological Resources   |
|---------------------------------|---|
| Related Significance Statements | <ul style="list-style-type: none"> <li>• The longest in both time (9.5 months) and distance (37 miles) combative military front on American soil, the campaign, siege, and defense of Petersburg saw five critical battles (the Second Battle for Petersburg, the Battle of the Crater, the assault on Fort Stedman, Five Forks, and the Third Battle for Petersburg) that effectively reduced the Confederate Army of Northern Virginia by eliminating its logistical capabilities, and resulted in the evacuation of the Confederate government from its capital, Richmond, Virginia.</li> <li>• Reflecting both the causes and consequences of the Civil War, the Eppes Plantation, upon which more than 100 enslaved people worked, in 1864–65 served as the command headquarters for Lt. General Ulysses S. Grant while he oversaw all Union Army operations in the final year of the Civil War.</li> <li>• Petersburg National Battlefield protects surviving Union and Confederate trenches, breastworks, and earthen fortifications, an assemblage that stretched along a 37-mile front and reflects the evolution of military strategy and trench warfare technology during the final desperate years of the Civil War.</li> <li>• In order to supply and sustain two Union armies of more than 100,000 soldiers positioned on an operational front encompassing 176 square miles, City Point was transformed from a small port town at the confluence of the Appomattox and James Rivers into the largest logistical support operation of the entire Civil War, becoming one of the busiest seaports and railroad networks in the world at that time.</li> <li>• Established in 1866 as one of the earliest national cemeteries, Poplar Grove National Cemetery honors and commemorates the ultimate sacrifice and serves as the final resting place of more than 6,000 Union soldiers including African Americans and American Indians who reflect the ethnic diversity of the individuals who fought for the United States during the Civil War.</li> </ul> |
| Current Conditions and Trends   | <p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The park protects numerous overlapping archeological features and resources at the five key units.</li> <li>• The majority of archeological resources in the park are in good condition. Archeological resources at City Point are in fair to poor condition.</li> <li>• Multiple utility rights-of-way (electric, water, sewage, gas) run throughout the park, requiring cyclical maintenance.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• The park has improved its enforcement of the Archaeological Resources Protection Act in recent years.</li> <li>• There are increasing requests to work on and expand buried utility rights-of-way that run through the park that may impact archeological resources.</li> <li>• Most available funding is connected to compliance activities rather than research-driven archeology.</li> </ul>  |
| Threats and Opportunities       | <p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Relic hunting, metal detecting, and looting (in violation of the Archaeological Resources Protection Act) threaten <i>in situ</i> archeological resources.</li> <li>• There are risks from development and encroachment onto lands adjacent to the park that may contain archeological resources related to those in the park.</li> <li>• The archeological materials in museum storage are in need of various treatments to ensure their integrity is preserved.</li> <li>• Erosion and scouring along streams in the park may lead to the loss of some <i>in situ</i> archeological resources.</li> <li>• Potential expansion or development of new utility rights-of-way would impact previously undisturbed archeological resources within the park.</li> </ul>  |

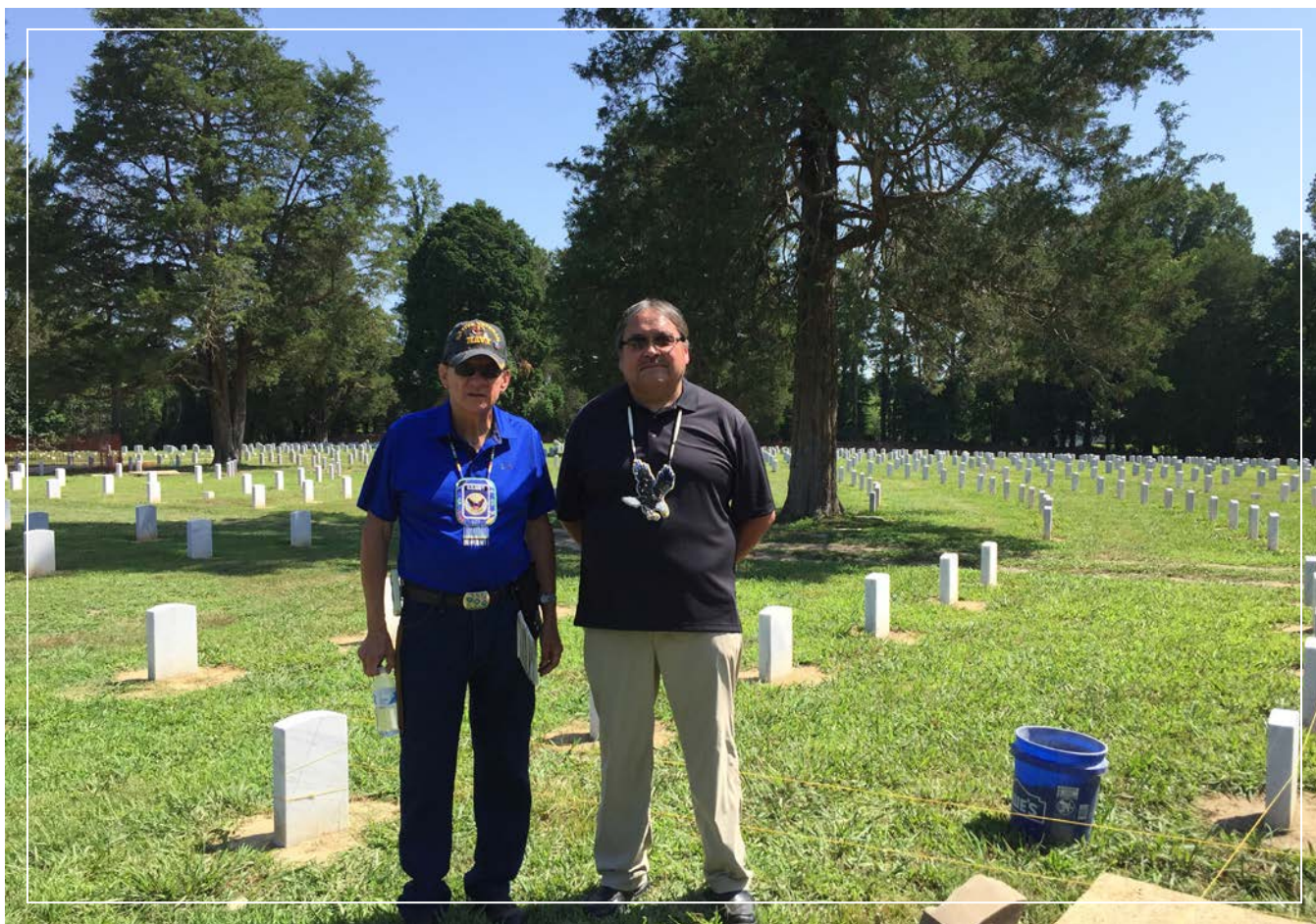
| Fundamental Resource or Value  | Archeological Resources   |
|--|---|
| Threats and Opportunities  | <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>Public archeology programs could be used to educate the community about the importance of archeological resources and their scientific as well as historic value.</li> <li>Social media and other publications could be used to share archeological data and information collected in the park with those outside of the field.</li> <li>There are opportunities to enhance interpretation of archeological resources through a variety of media, including exhibits, publications, and social media.</li> <li>Strengthen partnerships with other parks and agencies (as well as colleges) to conduct field archeology research in the park.</li> <li>Create a comprehensive online catalogue of archeological resources and museum collections to reach new virtual audiences.</li> </ul>   |
| Related Resources and Values   | <ul style="list-style-type: none"> <li>Pamplin Historical Park.</li> <li>Additional Petersburg Campaign lands and resources.</li> </ul>   |
| Data and/or GIS Needs  | <ul style="list-style-type: none"> <li>Survey and map locations of Confederate and Federal encampment sites.</li> <li>Archeological testing of the eastern half of City Point.</li> <li>Archeological survey of earthworks (phase 1 and 2 testing).</li> <li>Archeological data collection at the Smokehouse structures for rehabilitation projects.</li> <li>Assessment of historic tunnels.</li> <li>Historic resource study of earthworks.</li> <li>Survey and legal title search of utility rights of way in the park.</li> </ul>   |
| Planning Needs   | <ul style="list-style-type: none"> <li>Long-range interpretive plan.</li> </ul>   |
| Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance | <p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>Historic Sites Act of 1935 (54 USC §320101 et seq.)</li> <li>National Historic Preservation Act of 1966, as amended (54 USC §300101 et seq.)</li> <li>Archeological and Historic Preservation Act of 1974 (54 USC §312502 et seq.)</li> <li>Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>"Curation of Federally Owned and Administered Archeological Collections" (36 CFR 79)</li> <li>"Preservation of American Antiquities" (43 CFR 3)</li> <li>"Protection of Archaeological Resources" (43 CFR 7)</li> <li>"National Register of Historic Places" (36 CFR 60)</li> <li>"National Historic Landmarks Program" (36 CFR 65)</li> <li>"Protection of Historic Properties" (36 CFR 800)</li> <li>Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li><i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i></li> <li>Director's Order 24: <i>NPS Museum Collections Management</i></li> <li>Director's Order 28: <i>Cultural Resource Management</i></li> <li>Director's Order 28A: <i>Archeology</i></li> <li><i>NPS Management Policies 2006</i> (chapter 5) "Cultural Resource Management"</li> <li><i>NPS Museum Handbook</i>, parts I, II, and III</li> </ul> |





| Fundamental Resource or Value          | Museum Collections   |
|--|--|
| <b>Related Significance Statements</b> | <ul style="list-style-type: none"> <li>• The longest in both time (9.5 months) and distance (37 miles) combative military front on American soil, the campaign, siege, and defense of Petersburg saw five critical battles (the Second Battle for Petersburg, the Battle of the Crater, the assault on Fort Stedman, Five Forks, and the Third Battle for Petersburg) that effectively reduced the Confederate Army of Northern Virginia by eliminating its logistical capabilities, and resulted in the evacuation of the Confederate government from its capital, Richmond, Virginia.</li> <li>• Reflecting both the causes and consequences of the Civil War, the Eppes Plantation, upon which more than 100 enslaved people worked, in 1864–65 served as the command headquarters for Lt. General Ulysses S. Grant while he oversaw all Union Army operations in the final year of the Civil War.</li> <li>• In order to supply and sustain two Union armies of more than 100,000 soldiers positioned on an operational front encompassing 176 square miles, City Point was transformed from a small port town at the confluence of the Appomattox and James Rivers into the largest logistical support operation of the entire Civil War, becoming one of the busiest seaports and railroad networks in the world at that time.</li> <li>• The United States Colored Troops engaged in more active combat throughout the Petersburg campaign than any other campaign of the war, resulting in 15 of the 16 Medals of Honor awarded to African Americans during the Civil War being presented to troops for valor during the Siege of Petersburg. By the end of 1864, the first full USCT Corps was formed, representing the largest African American fighting force assembled during the Civil War.</li> <li>• Established in 1866 as one of the earliest national cemeteries, Poplar Grove National Cemetery honors and commemorates the ultimate sacrifice and serves as the final resting place of more than 6,000 Union soldiers including African Americans and American Indians who reflect the ethnic diversity of the individuals who fought for the United States during the Civil War.</li> </ul> |
| <b>Current Conditions and Trends</b>   | <p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The park currently maintains 500 sq. ft.(and subsequently added another row) of storage space at the Fort Lee Regional Archaeological Curation Facility.</li> <li>• There is good documentation for many of the museum objects, although there is a significant catalogue backlog and archeological work reporting backlog.</li> <li>• The park has a current agreement with Gettysburg College for museum interns to work on the park's collections.</li> <li>• The current exhibits in the park's visitor center are outdated and do not rotate, although there is a pending PMIS request to replace the Eastern Front exhibits.</li> <li>• The park has an updated scope of collections statement as of 2015.</li> <li>• The official storage of collections is at Fort Lee, and items not stored there (i.e., large objects) are in nonmuseum facilities at the park. These onsite facilities do not meet applicable NPS museum standards.</li> <li>• Cannons and other artillery pieces are accessioned into the museum collections. These are also documented in the Facility Management Software System database.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• In general, museum collections are in consistent temperature/humidity conditions and stable.</li> <li>• Over the years numerous objects from the park's museum collection have been transferred to other institutions and several pieces have been deaccessioned.</li> <li>• There continues to be a sporadic influx of Civil War-era objects found by nearby landowners that the park does not have the capacity or desire to accept into the museum collections.</li> <li>• Due to compliance activities and ARPA-related cases, the museum collections, primarily archeological materials, will continue to grow in the future. There are potentially three larger scale archaeological projects that may happen at the Grant's Headquarters at City Point unit within the next several years.</li> </ul>   |

| Fundamental Resource or Value  | Museum Collections   |
|--|--|
| Threats and Opportunities  | <p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Off-site storage is limited to 500 sq. ft. and addressing storage limitations in the near future will continue to be a challenge as the park strives to meet the NPS Museum Handbook's standards for collection care.</li> <li>• In the past, the absence of a museum curator (until recently) has resulted in erratic legal documentation and accountability for museum collections recordkeeping.</li> <li>• Funding cycles limit the park's ability to take action in a timely manner to prevent damage to some objects in the museum collections.</li> <li>• There are climate control issues for items not stored at Fort Lee, which could result in their damage.</li> <li>• Poor documentation and recordkeeping of museum objects could lead to the loss of information and provenance.</li> <li>• Objects on display at the park visitor center are not rotated and could suffer light damage and overexposure.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• The park could implement better temperature and humidity controls for items on display at the City Point unit and the Eastern Front Visitor Center.</li> <li>• Updating exhibits and implementing a rotation display schedule could reduce impacts on museum collections.</li> <li>• Collaborate with universities to get more interns to help address collections backlog issues and support overall museum collections curation.</li> <li>• Digitization of museum objects and developing an online catalogue would allow them to be shared with a larger virtual audience.</li> <li>• The park can continue to foster relationships with potential museum donors and facilitate artifact donations that fit within the scope of collections.</li> </ul> |
| Related Resources and Values   | <ul style="list-style-type: none"> <li>• City of Petersburg museums.</li> <li>• Pamplin Historical Park.</li> </ul>  |
| Data and/or GIS Needs  | <ul style="list-style-type: none"> <li>• Administrative history.</li> <li>• Historic furnishings report.</li> </ul>  |
| Planning Needs   | <ul style="list-style-type: none"> <li>• Cannon treatment plan.</li> <li>• Exhibit plan.</li> <li>• Long-range interpretive plan.</li> </ul>   |
| Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance | <p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Museum Properties Management Act of 1955, as amended</li> <li>• Freedom of Information Act of 1950, as amended (16 USC 668-668d)</li> <li>• "Preservation, Arrangement, Duplication, Exhibition of Records" (44 USC 2109)</li> <li>• "Research Specimens" (36 CFR 2.5)</li> <li>• "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79)</li> <li>• "Preservation of American Antiquities" (43 CFR 3)</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• Director's Order 19: <i>Records Management</i></li> <li>• Director's Order 24: <i>NPS Museum Collections Management</i></li> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• Director's Order 44: <i>Personal Property Management</i></li> <li>• NPS Management Policies 2006 (chapter 5) "Cultural Resource Management"</li> <li>• NPS Museum Handbook, parts I, II, and III</li> </ul>  |



| Fundamental Resource or Value          | Poplar Grove National Cemetery  |
|--|---|
| <b>Related Significance Statements</b> | Established in 1866 as one of the earliest national cemeteries, Poplar Grove National Cemetery honors and commemorates the ultimate sacrifice and serves as the final resting place of more than 6,000 Union soldiers including African Americans and American Indians who reflect the ethnic diversity of the individuals who fought for the United States during the Civil War.   |
| <b>Current Conditions and Trends</b>   | <p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Conditions range from fair to poor but the site is currently in the process of a major rehabilitation project. Overall, the landscape of the cemetery is in fair condition.</li> <li>• The turf is in poor condition, and there are significant ongoing drainage concerns, as well as needs for repointing on the perimeter wall. All of which should be addressed with the funded rehabilitation project.</li> <li>• Overall, the grave markers are in poor condition, characterized by heavy chipping along the edges, cracking, and weathering with eroded edges and sugared surfaces.</li> <li>• Historic restroom facilities and the superintendent's quarters at the cemetery contribute to the landscape design.</li> <li>• The site hosts several events throughout the year (e.g., luminaries, Memorial Day activities, church services).</li> <li>• The cemetery contains a number of American Indian burials who served in the Union Army. These burials require tribal consultation and coordination at times.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• The cemetery will be undergoing a major restoration project in 2016 and 2017 that will significantly improve the condition of this resource.</li> </ul> |



| Fundamental Resource or Value  | Poplar Grove National Cemetery   |
|--|--|
| Threats and Opportunities  | <p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Maintaining the landscape after rehabilitation is complete will entail new issues due to upright grave markers, and will create additional demands on park staff.</li> <li>• Maintaining the access road is difficult as the National Park Service does not own the land; land ownership is disputed among a few different entities. The park boundary is the wall of the cemetery but the parking lot is outside the boundary and its ownership is not known.</li> <li>• Visitors may not be able to access the cemetery while rehabilitation is occurring.</li> <li>• Inaccurate headstone data have proven a challenge and raised issues in the past.</li> <li>• The sewer system exits somewhere within the cemetery wall, although the park cannot determine where exactly; sewage lines are deteriorating and could begin leaking if not maintained.</li> <li>• Restroom facilities do not meet Americans with Disabilities Act (ADA) accessibility requirements.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Use social media and webcams to update the public on the progress of the upcoming rehabilitation project.</li> <li>• Develop a new sewer system and a unisex ADA-compliant restroom.</li> <li>• The park could acquire land for a sewage field adjacent to the cemetery.</li> <li>• Improve community involvement throughout the rehabilitation project.</li> <li>• Build electronic touchscreen database for visitors to easily access burial data.</li> </ul> |
| Related Resources and Values   | <ul style="list-style-type: none"> <li>• Additional Petersburg Campaign lands and resources.</li> </ul>  |
| Data and/or GIS Needs  | <ul style="list-style-type: none"> <li>• Cultural resources base map for GIS applications.</li> <li>• Baseline soundscape data.</li> <li>• Special history study – Freedmen’s Bureau and Reconstruction Era.</li> </ul>  |
| Planning Needs   | <ul style="list-style-type: none"> <li>• Long-range interpretive plan.</li> <li>• Cemetery management plan.</li> </ul>   |
| Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance | <p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Clean Air Act of 1977 (42 USC 7401 et seq.)</li> <li>• National Historic Preservation Act of 1966, as amended (54 USC §300101 et seq.)</li> <li>• Native American Graves Protection and Repatriation Act of 1990</li> <li>• Executive Order 11593, “Protection and Enhancement of the Cultural Environment”</li> <li>• “Protection of Historic Properties” (36 CFR 800)</li> </ul> <p><b>NPS Policy-level Guidance (NPS <i>Management Policies 2006</i> and Director’s Orders)</b></p> <ul style="list-style-type: none"> <li>• Director’s Order 28: <i>Cultural Resource Management</i></li> <li>• Director’s Order 64: <i>Commemorative Works and Plaques</i></li> <li>• Director’s Order 47: <i>Soundscape Preservation and Noise Management</i></li> <li>• NPS <i>Management Policies 2006</i> (§4.7) “Air Resource Management”</li> <li>• NPS <i>Management Policies 2006</i> (chapter 5) “Cultural Resource Management”</li> <li>• NPS <i>Management Policies 2006</i> (§4.9) “Soundscape Management”</li> <li>• NPS <i>Management Policies 2006</i> (§5.3.1.7) “Cultural Soundscape Management”</li> </ul>   |

| Fundamental Resource or Value   | Solemnity of Sites   |
|---------------------------------|--|
| Related Significance Statements | <ul style="list-style-type: none"> <li>• The longest in both time (9.5 months) and distance (37 miles) combative military front on American soil, the campaign, siege, and defense of Petersburg saw five critical battles (the Second Battle for Petersburg, the Battle of the Crater, the assault on Fort Stedman, Five Forks, and the Third Battle for Petersburg) that effectively reduced the Confederate Army of Northern Virginia by eliminating its logistical capabilities, and resulted in the evacuation of the Confederate government from its capital, Richmond, Virginia.</li> <li>• The United States Colored Troops engaged in more active combat throughout the Petersburg campaign than any other campaign of the war, resulting in 15 of the 16 Medals of Honor awarded to African Americans during the Civil War being presented to troops for valor during the Siege of Petersburg. By the end of 1864, the first full USCT Corps was formed, representing the largest African American fighting force assembled during the Civil War.</li> <li>• Established in 1866 as one of the earliest national cemeteries, Poplar Grove National Cemetery honors and commemorates the ultimate sacrifice and serves as the final resting place of more than 6,000 Union soldiers including African Americans and American Indians who reflect the ethnic diversity of the individuals who fought for the United States during the Civil War.</li> </ul>  |
| Current Conditions and Trends   | <p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Many sites at the park provide an opportunity to experience solemnity values and reflect on the historic events of the siege.</li> <li>• The park has deterred some development based on anticipated impacts on the soundscape (e.g., there were proposals to build a tank repair shop nearby, but studies showed that it would disrupt the soundscape so it was rejected).</li> <li>• The park is working with the City of Petersburg to better protect the sense of solemnity on the siege landscape.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Recreational uses continue to evolve, forcing the park to keep up with current trends and manage use in respect to the site's importance as "hallowed ground."</li> </ul>   |
| Threats and Opportunities       | <p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Developments at Fort Lee may impact park viewsheds and soundscapes.</li> <li>• Some popular recreation activities interfere with visitors' sense of solemnity (e.g., jogging on interpretive trails, cycling in certain areas at Fort Stedman).</li> <li>• Speeding, loud cars, and other vehicle-related issues impact the sense of solemnity.</li> <li>• Increased noise could cover natural soundscapes and make it difficult for visitors to find quiet areas for reflection.</li> <li>• Encroachment by insensitive adjacent development could negatively affect the overall setting and viewsheds.</li> <li>• Elimination of the park's fee program could result in increased visitation or changes to the types of activities visitors engage in at the park, possibly to the detriment of factors that contribute to the sense of solemnity.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Park staff and interpretation materials can encourage visitors to leave their cars to take a moment of reflection and experience the natural soundscape, vistas, and general atmosphere of the park.</li> <li>• Increased visitor education related to appropriate use could reduce incompatible activities and help visitors recognize the importance of the solemn setting.</li> <li>• Encouraging self-monitoring and visitor awareness can improve the overall solemnity of the park.</li> <li>• Increased signage and visitor education efforts can help reduce inappropriate visitor activities.</li> <li>• The park could collaborate with nearby landowners, planners, developers, and other local agencies to increase awareness and protection of the overall setting and solemnity of sites.</li> </ul> |

| Fundamental Resource or Value  | Solemnity of Sites  |
|--|---|
| Related Resources and Values   | <ul style="list-style-type: none"> <li>• Additional Petersburg Campaign lands and resources.</li> </ul>   |
| Data and/or GIS Needs  | <ul style="list-style-type: none"> <li>• Baseline soundscape data.</li> <li>• Visual resources inventory.</li> </ul>  |
| Planning Needs   | <ul style="list-style-type: none"> <li>• Visual resources management plan.</li> </ul>   |
| Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance | <p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• "American Battle Monuments Commission" (36 CFR chapter IV)</li> <li>• National Historic Preservation Act of 1966, as amended (54 USC §300101 et seq.)</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• "Protection of Historic Properties" (36 CFR 800)</li> <li>• Clean Air Act (42 USC 7401 et seq.)</li> <li>• Superintendent's Compendium</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• Director's Order 64: <i>Commemorative Works and Plaques</i></li> <li>• Director's Order 47: <i>Soundscape Preservation and Noise Management</i></li> <li>• NPS Management Policies 2006 (§4.9) "Soundscape Management"</li> <li>• NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries"</li> <li>• NPS Management Policies 2006 (§1.4.6) "What Constitutes Park Resources and Values"</li> <li>• NPS Management Policies 2006 (§5.3.1.7) "Cultural Soundscape Management"</li> </ul> |





## Analysis of Other Important Resources and Values

| Other Important Resource or Value    | Civil War Monuments   |
|--------------------------------------|---|
| <b>Current Conditions and Trends</b> | <p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>Existing monuments in the park are generally well documented.</li> <li>Surveys and documentation for the Pennsylvania and Gowen monuments provide guidance for their management and maintenance.</li> <li>Many of the park's Civil War monuments are located in and around the Crater Battlefield site.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>The park is actively working with City of Petersburg to better protect the Pennsylvania monument.</li> <li>New fencing near the Massachusetts monument on Siege Road has reduced "cut-through" and vagrancy issues within the park.</li> </ul>   |
| <b>Threats and Opportunities</b>     | <p><b>Threats</b></p> <ul style="list-style-type: none"> <li>Vandalism is a minor threat to monuments in the park.</li> <li>There are cyclical maintenance challenges for managing monuments, related to resources limitations as well as guidance on appropriate maintenance activities.</li> <li>Social trails can disrupt the overall landscape, contribute to soil compaction and erosion, and damage vegetation.</li> <li>Climate change can increase potential for severe storm events that will damage the monuments.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>The park can work collaboratively with the City of Petersburg to better manage monuments that are outside the park's boundaries.</li> <li>Educating the public about the importance and value of the monuments may help curb unwanted behavior and vandalism.</li> <li>The use of interactive phone apps to interpret the monuments to a wider range of park visitors could be used.</li> <li>Explore moving the Five Forks National Historic Landmark plaques to more appropriate locations (e.g., further from the road).</li> <li>Park wayside exhibits should be updated to better interpret the monuments found throughout the park.</li> <li>Enhance the commemorative setting at the Battle of the Crater site by moving waysides from the lip of the crater to another location and allowing the monuments to remain in their current locations.</li> <li>Consider future requests for new monuments from states per the park's enabling legislation.</li> </ul> |
| <b>Related Resources and Values</b>  | <ul style="list-style-type: none"> <li>Additional Petersburg Campaign lands and resources.</li> </ul>   |
| <b>Data and/or GIS Needs</b>         | <ul style="list-style-type: none"> <li>Visual resources inventory.</li> <li>Cultural resources base map for GIS applications.</li> </ul>  |
| <b>Planning Needs</b>                | <ul style="list-style-type: none"> <li>Cyclical treatment plan for monuments.</li> <li>Visual resources management plan.</li> </ul>   |

| Other Important Resource or Value   | Civil War Monuments  |
|---|--|
| <p><b>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</b></p> | <p><b>Laws, Executive Orders, and Regulations That Apply to the OIRV</b></p> <ul style="list-style-type: none"> <li>• Antiquities Act of 1906</li> <li>• Historic Sites Act of 1935</li> <li>• National Historic Preservation Act of 1966, as amended (54 USC §300101 et seq.)</li> <li>• Archeological and Historical Preservation Act of 1974</li> <li>• Federal Noxious Weed Act of 1974, as amended</li> <li>• Clean Air Act (42 USC 7401 et seq.)</li> <li>• "Protection of Historic Properties" (36 CFR 800)</li> <li>• Executive Order 13112, "Invasive Species"</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries"</li> <li>• NPS Management Policies 2006 (chapter 5) "Cultural Resource Management"</li> <li>• NPS Management Policies 2006 (§1.4.6) "What Constitutes Park Resources and Values"</li> <li>• NPS Management Policies 2006 (§4.7) "Air Resource Management"</li> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i></li> <li>• <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i></li> <li>• Director's Order 64: <i>Commemorative Works and Plaques</i></li> </ul> |



| Other Important Resource or Value    | Appropriate Recreation  |
|--------------------------------------|---|
| <b>Current Conditions and Trends</b> | <p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• There are observational data on recreational use and visitation but no official visitor surveys or studies, although the University of Idaho completed a visitor survey in 2011 and made some general recommendations.</li> <li>• The majority of visitors begin their visit at the park visitor center at the Eastern Front unit.</li> <li>• The Five Forks unit continues to be a popular site for equestrian / horseback riding.</li> <li>• The City of Hopewell public park near the City Point unit sees a lot of use from anglers who use the area below the bluffs for fishing.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Due to its proximity and easy access from Fort Lee, the Eastern Front unit continues to see increased use for recreational activities such as jogging and walking the park's tour road.</li> <li>• The park's fee collection program has recently been removed.</li> </ul>  |
| <b>Threats and Opportunities</b>     | <p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Inaccurate GPS navigational systems information used by the public misleads visitors and causes them to get lost in the park or disobey posted traffic signage, driving in the wrong direction down park tour roads.</li> <li>• Some forms of popular recreation may be inconsistent with park purpose and enabling legislation, negatively impacting other visitors' experiences.</li> <li>• Horses may cause a significant amount of damage to park resources at Five Forks if they stray from designated park trails.</li> <li>• Significant trash is generated by fishermen at the City Point unit, and there is no other adequate access point for them to get to the river.</li> <li>• Littering along the tour road in the park is an increasing problem.</li> <li>• Habituated coyotes may cause conflicts with visitors and their dogs.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Build local support and park advocacy through recreational user groups such as fishermen and equestrians.</li> <li>• Adding distance markers to waysides between key sites would encourage recreational users and runners in the park.</li> <li>• Focus new interpretive opportunities and programs to engage recreational users in the history and importance of the park.</li> <li>• Ensure that the existing trails support the park purpose and strategically interpret park resources to users.</li> </ul> |
| <b>Related Resources and Values</b>  | <ul style="list-style-type: none"> <li>• Pamplin Historical Park.</li> <li>• Additional Petersburg Campaign lands and resources.</li> </ul>   |
| <b>Data and/or GIS Needs</b>         | <ul style="list-style-type: none"> <li>• Visitor use study.</li> </ul>  |
| <b>Planning Needs</b>                | <ul style="list-style-type: none"> <li>• Visitor use management plan.</li> <li>• Trail management plan.</li> </ul>  |



| Other Important Resource or Value   | Appropriate Recreation  |
|---|---|
| <p><b>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</b></p> | <p><b>Laws, Executive Orders, and Regulations That Apply to the OIRV</b></p> <ul style="list-style-type: none"> <li>• Americans with Disabilities Act of 1990</li> <li>• Architectural Barriers Act of 1968</li> <li>• Clean Air Act of 1977 (42 USC 7401 et seq.)</li> <li>• “Resource Protection, Public Use, and Recreation” (36 CFR 2)</li> <li>• NPS Concessions Management Improvement Act of 1998</li> <li>• “Concession Contracts” (36 CFR 51)</li> <li>• “Architectural Barriers Act Accessibility Guidelines; Outdoor Developed Areas”</li> <li>• Superintendent’s Compendium</li> <li>• Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”</li> </ul> <p><b>NPS Policy-level Guidance (NPS <i>Management Policies 2006</i> and Director’s Orders)</b></p> <ul style="list-style-type: none"> <li>• Director’s Order 6: <i>Interpretation and Education</i></li> <li>• Director’s Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Program and Services</i></li> <li>• Director’s Order 48A: <i>Concession Management</i></li> <li>• Director’s Order 48B: <i>Commercial Use Authorizations</i></li> <li>• Director’s Order 53: <i>Special Park Uses</i></li> <li>• NPS <i>Management Policies 2006</i> (§4.7) “Air Resource Management”</li> <li>• NPS <i>Management Policies 2006</i> (§1.6) “Cooperative Conservation Beyond Park Boundaries”</li> <li>• NPS <i>Management Policies 2006</i> (chapter 8) “Use of the Parks”</li> <li>• NPS <i>Management Policies 2006</i> (chapter 9) “Park Facilities” including (§9.3) “Visitor Facilities”</li> <li>• NPS <i>Management Policies 2006</i> (chapter 10) “Commercial Visitor Services”</li> </ul> |





| Other Important Resource or Value    | Natural Communities   |
|--------------------------------------|---|
| <b>Current Conditions and Trends</b> | <p><b>Conditions</b></p> <ul style="list-style-type: none"><li>• Regional inventory and monitoring programs are active in the park.</li><li>• The park is actively working on battlefield restoration programs that can have both positive as well as negative effects on natural communities.</li><li>• The park maintains a wide variety of habitat from forest cover to grass fields.</li><li>• Forest cover in the park includes pine and mixed oak species.</li><li>• Park wetlands and streams are a part of the larger Chesapeake Bay Watershed complex and the Chowin Basin.</li></ul> <p><b>Trends</b></p> <ul style="list-style-type: none"><li>• Populations of Japanese stilt grass and other invasive nonnative species are increasing in the park.</li><li>• The surrounding communities for Petersburg, Hopewell, Colonial Heights, and Fort Lee continue to grow and develop.</li><li>• The park continues to monitor water quality of streams that flow through the park.</li><li>• The park continues to collect and monitor weather data; this could be enhanced.</li><li>• The park continues to monitor deer populations within the park.</li><li>• The park continues to monitor forest vegetation communities within the park.</li></ul> |



| Other Important Resource or Value   | Natural Communities   |
|-------------------------------------|---|
| <b>Threats and Opportunities</b>    | <p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Japanese stilt grass and other invasive nonnative plant species are threatening to replace native grass species and forest understory within the park, driving out native nesting ground birds.</li> <li>• Forest pests and pathogens such as the emerald ash borer pose an imminent threat to the park's vegetative communities.</li> <li>• Local development and urban growth is leading to larger regional habitat fragmentation for many species within the park.</li> <li>• The fence at Fort Lee creates a natural barrier for many species, resulting in further habitat fragmentation and directly impacting deer density and forest regeneration through reduced seedling regeneration.</li> <li>• Severe storm events result in significant scouring of streams that flow through the park, increasing erosion and impacting natural communities; the intensity and frequency of these events will probably increase in the future due to climate change.</li> <li>• Stormwater flow from impermeable surfaces from outside the park may be contributing to the scouring of stream beds within the park.</li> <li>• The bluffs at City Point are vulnerable to the effects of erosion, climate change, and sea level rise.</li> <li>• There are potential threats to local bat populations from white-nose syndrome.</li> <li>• Impacts from projected climate change may cause changes to biotic communities via shifts in species ranges (including invasive) and phenology.</li> <li>• Severe storm events are projected to become more frequent, which could exacerbate the impacts of scouring and erosion.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Work collaboratively on battlefield restoration projects to ensure that they support diverse habitat for natural communities within the park.</li> <li>• Use prescribed fires as a tool for maintaining the park's siege landscape.</li> <li>• The potential addition of new park lands and resources could help improve habitat connectivity and help address larger issues of habitat fragmentation of natural communities.</li> <li>• Improve wetland stream water quality in order to support larger regional Chesapeake Bay water quality initiatives.</li> <li>• The park could conduct educational programming and special events such as bio blitzes, naturalist programs, and Earth Day events to educate visitors about natural resources in the park.</li> <li>• Explore returning unused areas of the park to their natural state.</li> <li>• The park can play an active role in agencywide initiatives such as the Green Parks Plan and seek climate friendly certification.</li> <li>• Initiate studies into the appearance of the Five Forks Battlefield site in 1865.</li> <li>• The park could conduct educational programming and special events such as bio blitzes, naturalist programs, and Earth Day events to educate visitors about natural resources in the park.</li> <li>• Citizen science activities could help the park increase long term monitoring of some natural resources not currently tracked, such as breeding birds.</li> </ul> |
| <b>Related Resources and Values</b> | <ul style="list-style-type: none"> <li>• Additional Petersburg Campaign lands and resources.</li> </ul>   |



| Other Important Resource or Value   | Natural Communities   |
|---|---|
| Data and/or GIS Needs   | <ul style="list-style-type: none"> <li>• Baseline soundscape data.</li> <li>• Parkwide survey of invasive species.</li> <li>• Complete annual survey of breeding bird populations.</li> <li>• Collect baseline data on local bat population.</li> <li>• Spotted turtle survey.</li> <li>• Wetland delineation.</li> </ul>   |
| Planning Needs  | <ul style="list-style-type: none"> <li>• Resource stewardship strategy.</li> <li>• Climate change scenario planning for bluffs area.</li> <li>• Grass/field maintenance and treatment plan.</li> <li>• Invasive species management plan.</li> </ul>   |
| Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance | <p><b>Laws, Executive Orders, and Regulations That Apply to the OIRV</b></p> <ul style="list-style-type: none"> <li>• Clean Water Act</li> <li>• Clean Air Act of 1977 (42 USC 7401 et seq.)</li> <li>• Endangered Species Act</li> <li>• Magnuson-Stevenson Fisheries Management and Conservation Act</li> <li>• National Environmental Policy Act of 1969 (42 USC 4321)</li> <li>• North American Wetlands Conservation Act</li> <li>• Paleontological Resources Preservation Act of 2009</li> <li>• Park System Resources Protection Act</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• NPS Procedural Manual 77-1: <i>Wetland Protection</i></li> <li>• NPS-75 <i>Natural Resources Inventory and Monitoring Guideline</i></li> <li>• NPS <i>Natural Resource Management Reference Manual 77</i></li> <li>• NPS <i>Management Policies 2006</i> (§1.6) "Cooperative Conservation Beyond Park Boundaries"</li> <li>• NPS <i>Management Policies 2006</i> (§4.7) "Air Resource Management"</li> <li>• NPS <i>Management Policies 2006</i> (§4.1) "General Management Concepts"</li> <li>• NPS <i>Management Policies 2006</i> (§4.1.4) "Partnerships"</li> <li>• NPS <i>Management Policies 2006</i> (§4.4.1) "General Principles for Managing Biological Resources"</li> <li>• NPS <i>Management Policies 2006</i> (§4.7.2) "Weather and Climate"</li> </ul> |

## 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 Petersburg National Battlefield and the associated planning and data needs to address them:

- **Pending legislative boundary adjustment and potential land acquisition –**  
Recognizing the loss of many significant Civil War battlefields, Congress created the Civil War Sites Advisory Commission to identify the nation's historically important Civil War sites, determine their relative importance, evaluate their condition, assess threats to their integrity, and make recommendations for their conservation and interpretation. In 1993, the commission submitted to Congress its report on the nation's Civil War battlefields. This report evaluated battlefield sites throughout the country, and outlined significant recommendations related to battlefield lands associated with the Petersburg Campaign. Based on these recommendations and through the general management planning process, Petersburg National Battlefield studied additional lands and proposed an adjustment to the existing park boundary in order to protect significant battle and siege-related resources. As outlined in the park's 2004 general management plan, this proposed boundary adjustment would include lands associated with 12 nationally significant battlefield epicenters recognized by the American Battlefield Protection Program, as well as other significant properties, which are listed below.
  - Boydton Plank Road (99 acres)
  - Hatcher's Run (1, 710 acres)
  - Jerusalem Plank Road (222 acres)
  - Petersburg – the Breakthrough (33 acres)
  - Ream's Station (506 acres)
  - White Oak Road (1,925 acres)
  - Crater (15 acres)
  - Globe Tavern (611 acres)
  - Five Forks (1,047 acres)
  - Fort Stedman/Picket Line Attack (879 acres)
  - Peebles' Farm (88 acres)
  - Petersburg – The Assault (95 acres)
  - Pecan and Water Street –City of Hopewell ( 1acre)
  - Poplar Grove National Cemetery Road (4 acres)
  - Water Street – City of Hopewell ( 2 acres)
  - Winfield Avenue (1 acre)



The park has approximately 7,238 acres of lands within the proposed boundary adjustment that is currently pending legislative action by Congress. If Congress does choose to act and expand the legislated boundary of the park, then the park would need to develop a strategy for the appropriate land protection and management of these lands and resources. Given the overall size and total acreage of this expansion, a number of strategies would need to be explored including the use of partnerships with various groups such as the Civil War Trust, the City of Petersburg, and the Rivers, Trails, and Conservation Assistance Program to identify the most effective and feasible stewardship of these lands and resources. A strategic plan and park partner action strategy were both identified as immediate planning needs that could help inform future decision making, if the park's current boundary was expanded through congressional action.

- **Park infrastructure and facilities** – Because of the complex nature and length of the Petersburg Campaign, the park maintains a wide variety of sites and visitor contact facilities spread over a large geographic area (more than 35 square miles). Currently, there are three primary visitor contact locations within the park which include the Eastern Front Visitor Center, Grant's Headquarters at City Point, and the Five Forks Battlefield Visitor Contact Station. In order to meet staffing needs, various strategies have been explored including the seasonal opening of specific locations as well as guided tours at some of these locations. Also, the park will be entering into partnership with the City of Petersburg to support the staffing of the South Side Station located in downtown Petersburg. Although the future of the relationship between the South Side Depot and the park is not fully defined, supporting the use of this location as a visitor contact station or for staff offices could bring the park closer to the Petersburg community and provide an opportunity to reach new audiences while building local support for the park. Maintaining and staffing these dispersed visitor facilities is a significant issue for the park and its limited resources.

Shifting park administrative and office functions out of contemporary/noncontributing buildings (1950s residential houses) into historic buildings is a potential strategy that would allow the park to focus maintenance budgets on preservation efforts of these fundamental resources. The Bonaccord house at City Point was identified as an ideal example of a significant historic structure that could be adaptively reused to better meet park infrastructural needs. The adaptive reuse of historic structures would have to take into account the legal requirements of the Americans with Disabilities Act and the Architectural Barriers Act. In order to understand how historic structures in the park could be better used to meet park operational needs, an adaptive reuse plan was identified as a high priority planning need. Likewise, a functional space / use study was identified as a high priority data need that could provide valuable information on the best and most appropriate use of office space currently at the park.

- **Supporting sustainable growth and community connections** – Because of the nature of the historic events and siege landscape protected by Petersburg National Battlefield, the park stretches from the southeastern to southwestern edges of the Petersburg community and beyond. Recovering from the destruction of the Civil War the City of Petersburg continued to grow and prosper. Lands that were once the site of pitched battles for control of the city and its supply lines during the Civil War witnessed significant development as Petersburg expanded. The expansion and infrastructural needs of Fort Lee, headquarters for the U.S. Army Combined Arms Support Command, also impacts the park and its resources. The growing needs of park neighbors has resulted in numerous rights-of-way and utility lines including water, sewage, electrical, and natural gas utility lines that run through park land. Some of these lines can be found near key areas of the park such as the Crater battlefield landscape. In order to provide more effective and efficient use and maintenance of these utility lines, identifying opportunities to consolidate or possibly reroute some of them is a high priority for the park. A survey and legal title search of these utility rights-of-way is a high priority data need for the park that would inform future management and planning for these lines.



The City of Petersburg manages and protects many remnants of the historic siege lines including forts, trenches, and other important sites such as Fort Davis and Fort Alexander Hayes as green space for the community. At Grant's Headquarters at the City Point unit, the City of Hopewell maintains a small park named City Point Park, a popular recreational fishing area in the community. Located next to Fort Lee, the Eastern Front unit is popular with recreational users from the fort who use the park's tour road for running and walking. These tangible as well as historic connections between Petersburg National Battlefield, local parks, and these communities help build support for the park and advocacy for the protection of local Civil War resources. Modern development also encroaches on the views and vistas within the park, impacting the historic setting of significant parts of the battlefield as well as the visitor experience. A visual resources management plan and the collection of baseline soundscape data were key needs identified that would help park managers understand and address the impacts of encroachment on visitor experiences. Both a visitor use study and a visitor use management plan were also identified as high priority needs, and would provide insights into how local communities are using the park.



## 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 | Notes  |
| FRV, Key Issue   | Adaptive reuse plan for the Bonaccord house      | High     | An adaptive reuse plan for the Bonaccord house at City Point would identify and develop strategies for the best use of this historic structure. This plan would help the park make decisions regarding using this structure more efficiently in order to better meet the needs of staff while supporting interpretive opportunities at the City Point unit.  |
| FRV, Key Issue   | Strategic plan                                   | High     | A strategic plan for the operations of the park would focus on addressing many of the administrative challenges associated with the management of the five dispersed units. These challenges include: keeping various sites staffed and open to the public, prioritizing limited resources and staff time, collaborating with neighbors and other partner organizations, and addressing pending legislation that would add more land and resources to the park.                                    |
| FRV  | Long-range interpretive plan                     | High     | Given the multiple units managed by the park, coordinating interpretive and educational programming at these units is a priority. The long-range interpretive plan would provide a vision for the future (5–10 years) of interpretation, education, and visitor experience services throughout the park. This plan would identify interpretation, education, and visitor experience goals, while making recommendations for the most effective, efficient, and practical way to meet these goals.  |
| FRV, OIRV, Key Issue                                       | Visitor use management plan                      | High     | A visitor use management plan develops a collaborative vision for providing for and managing visitor use by aligning visitor opportunities and experiences with the park's purpose and providing direction for protecting fundamental resources and values. Proactively planning for visitor use supports more responsive management that maximizes the ability of the National Park Service to encourage access, connect visitors to key visitor experiences, and manage visitor use.             |
| FRV, OIRV  | Climate change scenario planning for bluffs area | High     | The City Point unit of the park is experiencing significant erosion and bank stabilization issues, caused by the confluence of the James and Appomattox Rivers. This erosion could be exacerbated in the future by impacts related to climate change. The purpose of the plan would be to inform future projects to stabilize the bank by taking into account possible climate futures, including considerations for what threats future storm events pose by way of increased runoff and erosion. |
| Key Issue  | Update land protection plan                      | High     | Because of the pending legislation to authorize a boundary adjustment to Petersburg National Battlefield, the park identified the need to update its existing land protection plan from 1983. This plan would evaluate and prioritize appropriate acquisition strategies for additional park lands.  |



| Planning Needs – Where A Decision-making Process Is Needed |   |          |   |
|--|---|----------|---|
| Related to an FRV, OIRV, or Key Issue?                     | Planning Needs  | Priority | Notes   |
| FRV, OIRV  | Resource stewardship strategy   | High     | Managing a large battlefield, the integrated stewardship of both natural and cultural resources on a large landscape scale is a challenge the park is facing. A resource stewardship strategy would identify the current status and related conditions of both natural and cultural resources at the park. Based on these conditions, stewardship strategies would be developed to provide guidance and integrated management of these resources.   |
| FRV, OIRV, Key Issue                                       | Visual resources management plan  | Medium   | Because of the importance of sight lines in understanding the numerous battles as well as the close proximity of siege lines at Petersburg, a visual resources management plan is needed to inform management decisions at the park. This plan would use data collected during the visual resource inventory process to identify goals, objectives, and strategies for protecting the valued characteristics of important views within and beyond park boundaries. It would recommend steps to preserve key views that are associated with historically significant areas of the siege landscape. |
| FRV, OIRV  | Grass/field maintenance and treatment plan  | Medium   | The park has several issues related to management of grasses and fields, especially around and on top of earthworks that are an important part of the siege landscape. A targeted plan that outlines maintenance activities such as mowing schedules and addresses appropriate grass types as well as converting nonhistoric fields to early successional habitats would support the protection of both cultural and natural resources. Conversion to native grasses is probably not appropriate for earthworks as erosion control is a primary concern.  |
| FRV  | Exhibit plan  | Medium   | Because the park manages five different locations, there is a need to develop a formal exhibit plan to take a comprehensive look at all exhibit space throughout the park. This plan would address overall exhibit lay-out and content as well as set guidelines for the display, security, and rotation of museum objects and artifacts.   |
| FRV  | Cemetery management plan  | Medium   | Following the ongoing restoration of Poplar Grove National Cemetery, a cemetery management plan should be developed. A cemetery management plan would build on and complement the cultural landscape report for the Poplar Grove National Cemetery. This plan would provide more administrative guidance on cemetery management and allow the park to better preserve, maintain, and interpret this fundamental park resource.  |
| FRV  | Cultural landscape report for the Second Battle for Petersburg (June 15–18, 1864) | Medium   | A cultural landscape report will provide guidance for treatment and use of the Second Battle for Petersburg site. It would help minimize loss of its important characteristics, features, and materials. Analysis of the site would provide an understanding of past features and conditions in order to inform future management decisions at this site.   |

| Planning Needs – Where A Decision-making Process Is Needed |   |          |   |
|--|---|----------|---|
| Related to an FRV, OIRV, or Key Issue?                     | Planning Needs  | Priority | Notes   |
| FRV  | Cultural landscape report for the Assault on Fort Stedman | Medium   | A cultural landscape report would provide guidance for treatment and use of the assault on Fort Stedman site. It would help minimize loss of its important characteristics, features, and materials. Analysis of the site would provide an understanding of past features and conditions in order to inform future management decisions at this site.   |
| FRV, OIRV  | Trail management plan                                     | Low      | Planning for the long-term sustainability of trails and their use particularly at the Five Forks unit is a need for the park. A trail management plan would address the current trail network within the park, identify the appropriate level of trails needed at the park, and provide guidance for establishing better connections to other local trail networks, in order to enhance the entire trail systems at the park while supporting appropriate recreational activities and wayfinding. |
| FRV, Key Issue   | Park partner action strategy                              | Low      | A park partner action strategy establishes a clear direction to help guide new relationships between the park and potential partners, formally defines roles and responsibilities among partner groups, and develops a plan for effective and collaborative partnership. The effort should happen after the park's strategic planning process.  |
| FRV  | Cannon treatment plan                                     | Low      | A formal strategy/plan for the maintenance and treatment of cannons on display in the park is needed. Because these cannon are on display outside and are exposed to the elements there are issues related to a loss of patina on cannon tubes, which leads to loss of metal and requires serious conservation efforts.   |
| FRV, OIRV  | Invasive species management plan                          | Low      | An invasive species management plan would provide the park with tools, techniques, and approaches to reduce the risk of nonnative/invasive species introduction, establishment, and spread, especially the grass Japanese brome, which has become prevalent in several areas of the park.   |
| OIRV   | Cyclical treatment plan for monuments                     | Low      | A cyclical monument treatment plan would provide guidance on the appropriate conservation and maintenance techniques to use on various Civil War monuments throughout the park. The plan would also identify a treatment / cyclical maintenance schedule for these monuments.   |



| Data Needs – Where Information Is Needed Before Decisions Can Be Made |  |          |  |
|---|--|----------|--|
| Related to an FRV, OIRV, or Key Issue?                                | Data and GIS Needs   | Priority | Notes, Including Which Planning Need This Data Need Relates To   |
| FRV, Key Issue  | Survey and legal title search of utility rights-of-way in the park                 | High     | Serving both the community of Petersburg and Fort Lee, numerous utility rights-of-way currently run through the park. Conducting survey and formal legal title search of rights-of-way would clarify jurisdictional responsibilities and inform decision making related to replacing or repairing these utility lines in the future.   |
| FRV, Key Issue  | Functional space / use study   | High     | A functional space / use study would inform management decisions related to the most cost effective and efficient use of space for both administrative as well as operational use. Data collected from this study could inform the planning for the adaptive reuse of historic structures.   |
| FRV   | Archeological data collection at Smokehouse structures for rehabilitation projects | High     | During the rehabilitation of the Smokehouse structures at City Point, it is essential that the park document and collect archeological data.   |
| FRV, OIRV   | Cultural resources base map for GIS applications                                   | High     | Formal mapping of cultural resources in the park would provide valuable locational data for the proper monitoring and stewardship of these resources. Existing data could be generated in part from existing CAD data files, historic maps, and drawings of these resources locations. GPS coordinates for these cultural resources would also have to be collected and recorded.  |
| FRV   | Complete survey of earthworks  | High     | Having a full earthworks survey would directly support the park's effort to properly monitor and manage these fundamental resources that contribute to understanding of the siege landscape.   |
| FRV, OIRV, Key Issue  | Visitor use study  | High     | Visitor use data are needed to fully understand where and how visitors are using the park and impacting its resources. Because the park oversees five different units, fully understanding visitation to dispersed locations is essential as the park addresses challenges of staffing numerous sites. A visitor use study would generate data that would inform management decisions and be the first step in developing a visitor use management plan. |
| FRV   | Historic resource study of earthworks  | High     | A historic resource study of earthworks in the park would provide a detailed history of their development as well as important documentation of these resources. A historic resource study would be a valuable source and guide for the future management of the earthworks.   |
| FRV   | Special history study – Freedmen's Bureau and Reconstruction Era                   | High     | A special history study is needed to conduct research and document the legacy of the Freedmen's Bureau and Reconstruction Era in and around Petersburg. Such a study would provide valuable baseline scholarly information that would strengthen interpretive and educational programming at the park.   |
| OIRV  | Collect baseline data on local bat population                                      | High     | Due to the potential threat of white-nose syndrome, the collection of baseline bat population data is needed in order to monitor the impacts of this disease. This project is funded and expected to begin in the summer of 2016 in collaboration with Virginia Tech. Data would include mercury/toxics contaminants sampling.   |



| Data Needs – Where Information Is Needed Before Decisions Can Be Made |   |          |   |
|---|---|----------|---|
| Related to an FRV, OIRV, or Key Issue?                                | Data and GIS Needs  | Priority | Notes, Including Which Planning Need This Data Need Relates To  |
| FRV   | Cultural landscape inventory for the Five Forks Battlefield                                   | High     | A cultural landscape inventory would provide additional historic research and documentation to inform the restoration of the battlefield landscape at the Five Forks unit. The information would be used in planning, compliance, preservation, and interpretation and would be the first step in developing a full cultural landscape report. There is a strong desire to convert existing fields back to forest in order to better reflect the landscape in 1865, but a cultural landscape inventory should be conducted first to guide this process. |
| OIRV  | Wetland delineation   | High     | Wetland delineation establishes the existence (location) and physical limits (size) of a wetland for the purposes of federal, state, and local regulations. It identifies which water bodies within a project's boundaries meet the definition of "waters of the United States."  |
| FRV   | Update historic structures report for Appomattox Manor and associated buildings at City Point | Medium   | A historic structure report would provide information on the current conditions of these structures, insights into the buildings history, appropriate treatment plans, and recommendations for the cyclical maintenance of this structure. The report for Appomattox Manor and associated buildings is out of date and needs to be updated to better reflect the current scholarly understanding of the site.   |
| FRV, OIRV, Key Issue  | Baseline soundscape data  | Medium   | Collecting baseline soundscape data would establish a benchmark for future monitoring of the park's soundscape. Understanding the levels of potential noise pollution is essential in order to provide a sense of solemnity for visitors to the battlefield.  |
| FRV   | Administrative history  | Medium   | An administrative history would provide valuable information about the overall history and development of the park unit. This plan might provide insights into past right-of-way agreements with local municipalities and the park's relationship with the City of Petersburg and Fort Lee.   |
| FRV   | Assessment of historic tunnels  | Medium   | The assessment would use ground penetrating radar and other nondestructive techniques to document and provide insights into the current condition of Civil War-era tunnels that still exist in the park today.  |
| FRV   | Cultural landscape inventory for Second Battle for Petersburg (June 15–18, 1864)              | Medium   | This inventory would provide a physical history, site maps, analysis, evaluation of integrity, and a condition assessment for the second battle for Petersburg (June 15–18, 1864) site. The information would be used in planning, compliance, preservation, and interpretation and would be the first step in developing a full cultural landscape report.   |
| FRV   | Cultural landscape inventory for the Assault on Fort Stedman                                  | Medium   | This inventory would provide a physical history, site maps, analysis, evaluation of integrity, and a condition assessment for the assault on Fort Stedman site. The information would be used in planning, compliance, preservation, and interpretation and would be the first step in developing a full cultural landscape report.   |

| Data Needs – Where Information Is Needed Before Decisions Can Be Made |  |          |   |
|---|--|----------|---|
| Related to an FRV, OIRV, or Key Issue?                                | Data and GIS Needs   | Priority | Notes, Including Which Planning Need This Data Need Relates To  |
| FRV   | Historic furnishings report  | Medium   | The report would be used to research and document the historic appearance of a wide range of furnished historic structures. It would consist of analysis of historical occupancy, evidence of original furnishings, and make recommendations on furnishings.  |
| FRV   | Historic structures report for Naldara and Hunter houses             | Medium   | A historic structure report for the Naldara and Hunter houses would provide much-needed data and guidance on the current conditions of these structures, insights into the buildings' history, appropriate treatment plans, and recommendations for the adaptive reuse of these structures.   |
| OIRV  | Complete annual survey of breeding bird populations                  | Medium   | An annual survey of breeding bird populations in the park would provide valuable data on the number and variety of bird species. This information would inform future management decisions that may impact bird habitat.  |
| OIRV  | Spotted turtle survey  | Medium   | A spotted turtle survey would provide baseline data on species populations within the park and would help inform future management decisions related to species habitat within the park boundary.   |
| FRV, OIRV   | Parkwide survey of invasive species                                  | Low      | A parkwide survey of invasive and nonnative plant species is needed to provide a baseline for continued monitoring at the park. The information collected from this survey would inform the development of an invasive species management plan.   |
| FRV, OIRV   | Visual resources inventory   | Low      | In addition to the visibility assessment associated with a visual resources inventory, the inventory would identify the scenic quality and NPS/visitor values of important views, including sight lines. The inventory would serve as the baseline for development of a visual resources management plan.   |
| FRV   | Archeological survey of earthworks (phase 1 and 2 testing)           | Low      | A formal archeological survey of the key earthworks found within the park would reveal valuable information about the resources, support interpretive programming, and inform the future management and planning for earthworks throughout the park.  |
| FRV   | Survey and map locations of Confederate and Federal encampment sites | Low      | Conducting a survey and documenting the locations of key Confederate and Federal encampments could inform future land protection strategies and allow the park to proactively plan for future projects that may result in ground disturbances where these encampment may exist.   |
| FRV   | Military terrain analysis (KOCOA study)                              | Low      | This analysis would be used to describe the terrain of the battlefield environment and to analyze the significance of the terrain in the outcomes of a battle. Military terrain would be analyzed using five key aspects: key terrain/decisive terrain; observation and fields of fire; concealment and cover; obstacles; and avenues of approach/withdrawal. |
| FRV   | Archeological testing of the eastern half of City Point              | Low      | The eastern portion of City Point unit has not been formally assessed for potential archeological sites, and this testing would confirm if archeological resources are present in this location.  |

## Part 3: Contributors

### Petersburg National Battlefield

Adam Baghetti, GIS Specialist  
Tim Blumenschine, Natural Resource Specialist  
Chris Bryce, Chief of Interpretation  
Emmanuel Dabney, Curator  
Lisa Hines-Sutton, Budget Analyst  
Lewis Rogers, Superintendent  
Julia Steele, Chief of Resources  
Dale Griffith, Administrative Officer  
David Beaver, Chief of Maintenance  
Sandra Eichmeyer, Maintenance  
Greg Sprinkle, Facility Management Specialist  
Scott Carrigan, Chief Ranger  
Grant Gates, Interpretive Ranger

### NPS Northeast Region

Allen Cooper, Senior Planner  
Jim Comiskey, Program Manager, Northeast Region Inventory and Monitoring Network

### Other NPS Staff

Justin Henderson, Project Manager, Denver Service Center – Planning Division  
Alex Williams, Project Specialist, Denver Service Center – Planning Division  
Ken Bingenheimer, Contract Editor, Denver Service Center – Planning Division  
Pam Holtman, Quality Assurance Coordinator, WASO Park Planning and Special Studies  
Nancy Shock, Foundations Coordinator, Denver Service Center – Planning Division  
Angie Wing, Contract Visual Information Specialist (former), Denver Service Center – Planning Division  
Melody Bentfield, Foundations Program Librarian, Denver Service Center – Planning Division



# Appendixes

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

THIRTY-NINTH CONGRESS. SESS. I. RES. 21, 24, 25, 26. 1866. 353

[No. 21.] *A Resolution respecting the Burial of Soldiers who died in the military Service of the United States during the Rebellion.* April 13, 1866.

*Resolved by the Senate and House of Representatives of the United States of America in Congress assembled,* That the Secretary of War be, and he is hereby, authorized and required to take immediate measures to preserve from desecration the graves of the soldiers of the United States who fell in battle or died of disease in the field and in hospital during the war of the rebellion; to secure suitable burial-places in which they may be properly interred; and to have the grounds enclosed, so that the resting-places of the honored dead may be kept sacred forever.

APPROVED, April 13, 1866.

Burial of soldiers who died in the service of the United States during the rebellion.

July 3, 1926.

[H. R. 7817.]

[Public, No. 467.]

**CHAP. 746.**—An Act To establish a national military park at the battle fields of the siege of Petersburg, Virginia.

Petersburg National  
Military Park, Va.  
Established to pre-  
serve battle fields of,  
when title acquired.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That in order to commemorate the campaign and siege and defense of Petersburg, Virginia, in 1864 and 1865 and to preserve for historical purposes the breastworks, earthworks, walls, or other defenses or shelters used by the armies therein the battle fields at Petersburg, in the State of Virginia, are hereby declared a national military park whenever the title to the same shall have been acquired by the United States by donation and the usual jurisdiction over the lands and roads of the same shall have been granted to the United States by the State of Virginia—that is to say, one hundred and eighty-five acres or so much thereof as the Secretary of War may deem necessary in and about the city of Petersburg, State of Virginia.

Acceptance of dona-  
tions of lands, etc.,  
authorized.

**SEC. 2.** That the Secretary of War is hereby authorized to accept, on behalf of the United States, donations of lands, interests therein, or rights pertaining thereto required for the Petersburg National Military Park.

Commission to have  
supervision of, etc.

**SEC. 3.** The affairs of the Petersburg National Military Park shall, subject to the supervision and direction of the Secretary of War, be in charge of three commissioners, consisting of Army officers, civilians, or both, to be appointed by the Secretary of War, one of whom shall be designated as chairman and another as secretary of the commission.

Duties of commis-  
sion.

**SEC. 4.** It shall be the duties of the commissioners, under the direction of the Secretary of War, to superintend the opening or repair of such roads as may be necessary to the purposes of the park, and to ascertain and mark with historical tablets or otherwise, as the Secretary of War may determine, all breastworks, earthworks, walls, or other defenses or shelters, lines of battle, location of troops, buildings, and other historical points of interest within the park or in its vicinity, and the said commission in establishing the park shall have authority, under the direction of the Secretary of War, to employ such labor and service at rates to be fixed by the Secretary of War, and to obtain such supplies and materials as may be necessary to carry out the provisions of this Act.

Acceptance of gifts,  
etc., authorized.

**SEC. 5.** The commission, acting through the Secretary of War, is authorized to receive gifts and contributions from States, Territories, societies, organizations, and individuals for the Petersburg National Military Park: *Provided*, That all contributions of money

*Proviso.*

received shall be deposited in the Treasury of the United States and credited to a fund to be designated "Petersburg National Military Park Fund," which fund shall be applied to and expended under the direction of the Secretary of War, for carrying out the provisions of this Act.

Moneys to be deposited to credit of special fund.

SEC. 6. It shall be lawful for the authorities of any State having had troops engaged at Petersburg, to enter upon the lands and approaches of the Petersburg National Military Park for the purpose of ascertaining and marking the lines of battle of troops engaged therein: *Provided*, That before any such lines are permanently designated, the position of the lines and the proposed methods of marking them by monuments, tablets, or otherwise, including the design and inscription for the same, shall be submitted to the Secretary of War and shall first receive written approval of the Secretary, which approval shall be based upon formal written reports to be made to him in each case by the commissioners of the park: *Provided*, That no discrimination shall be made against any State as to the manner of designating lines, but any grant made to any State by the Secretary of War may be used by any other State.

States may mark lines of battle of their troops.

*Prorisos.*  
Approval of marking, etc., by the Secretary of War required.

No discrimination in designating lines.

SEC. 7. If any person shall, except by permission of the Secretary of War, destroy, mutilate, deface, injure, or remove any monument, column, statues, memorial structures, or work of art that shall be erected or placed upon the grounds of the park by lawful authority, or shall destroy or remove any fence, railing, inclosure, or other work for the protection or ornament of said park, or any portion thereof, or shall destroy, cut, hack, bark, break down, or otherwise injure any tree, bush, or shrubbery that may be growing upon said park, or shall cut down or fell or remove any timber, battle relic, tree or trees growing or being upon said park, or hunt within the limits of the park, or shall remove or destroy any breastworks, earthworks, walls, or other defenses or shelter or any part thereof constructed by the armies formerly engaged in the battles on the lands or approaches to the park, any person so offending and found guilty thereof, before any United States commissioner or court, justice of the peace of the county in which the offense may be committed, or any other court of competent jurisdiction, shall for each and every such offense forfeit and pay a fine, in the discretion of the said United States commissioner or court, justice of the peace or other court, according to the aggravation of the offense, of not less than \$5 nor more than \$500, one-half for the use of the park and the other half to the informant, to be enforced and recovered before such United States commissioner or court, justice of the peace or other court, in like manner as debts of like nature are now by law recoverable in the several counties where the offense may be committed.

Penalty for destroying, injuring, etc., property.

Recovery.

SEC. 8. The Secretary of War, subject to the approval of the President, shall have the power to make and shall make all needful rules and regulations for the care of the park, and for the establishment and marking of lines of battle and other historical features of the park.

Rules, etc., to be prescribed.

SEC. 9. Upon completion of the acquisition of the land and the work of the commission, the Secretary of War shall render a report thereon to Congress, and thereafter the park shall be placed in charge of a superintendent at a salary to be fixed by the Secretary of War and paid out of the appropriation available for the maintenance of the park.

Report to Congress on acquisition of the land.

Superintendent to be appointed.

SEC. 10. To enable the Secretary of War to begin to carry out the provisions of this Act, there is hereby authorized to be appropriated not more than the sum of \$15,000, out of any moneys in the Treasury not otherwise appropriated, to be available until expended, after the United States has acquired title, and disbursements under this Act shall be annually reported by the Secretary of War to Congress.

Authorization for expenses.  
*Post*, p. 1140.

Approved, July 3, 1926.



## SECTION 2.—NATIONAL PARKS, BUILDINGS, AND RESERVATIONS

All functions of administration of public buildings, reservations, national parks, national monuments, and national cemeteries are consolidated in an Office of National Parks, Buildings, and Reservations in the Department of the Interior, at the head of which shall be a Director of National Parks, Buildings, and Reservations; except that where deemed desirable there may be excluded from this provision any public building or reservation which is chiefly employed as a facility in the work of a particular agency. This transfer and consolidation of functions shall include, among others, those of the National Park Service of the Department of the Interior and the National Cemeteries and Parks of the War Department which are located within the continental limits of the United States. National cemeteries located in foreign countries shall be transferred to the Department of State, and those located in insular possessions under the jurisdiction of the War Department shall be administered by the Bureau of Insular Affairs of the War Department.

The functions of the following agencies are transferred to the Office of National Parks, Buildings, and Reservations of the Department of the Interior, and the agencies are abolished:

Arlington Memorial Bridge Commission.  
Public Buildings Commission.  
Public Buildings and Public Parks of the National Capital.  
National Memorial Commission.  
Rock Creek and Potomac Parkway Commission.

Expenditures by the Federal Government for the purposes of the Commission of Fine Arts, the George Rogers Clark Sesquicentennial Commission, and the Rushmore National Commission shall be administered by the Department of the Interior.

Interpretation of section 2 [Executive Order No. 6228, July 28, 1933].—Executive Order No. 6166, dated June 10, 1933, is hereby interpreted as follows:

1. The cemeteries and parks of the War Department transferred to the Interior Department are as follows:

## NATIONAL MILITARY PARKS

Cbickamauga and Chattanooga National Military Park, Georgia and Tennessee.  
Fort Donelson National Military Park, Tennessee.  
Fredericksburg and Spotsylvania County Battle Fields Memorial, Virginia.  
Gettysburg National Military Park, Pennsylvania.  
Guilford Courthouse National Military Park, North Carolina.  
Kings Mountain National Military Park, South Carolina.  
Moore's Creek National Military Park, North Carolina.  
Petersburg National Military Park, Virginia.  
Shiloh National Military Park, Tennessee.  
Stones River National Military Park, Tennessee.  
Vicksburg National Military Park, Mississippi.

## NATIONAL PARKS

Abraham Lincoln National Park, Kentucky.  
Fort McHenry National Park, Maryland.

## BATTLEFIELD SITES

Antietam Battlefield, Maryland.  
Appomattox, Virginia.  
Brices Cross Roads, Mississippi.  
Chalmette Monument and Grounds, Louisiana.  
Cowpens, South Carolina.  
Fort Necessity, Wharton County, Pennsylvania.  
Kenesaw Mountain, Georgia.  
Monocacy, Maryland.  
Tupelo, Mississippi.  
White Plains, New York.

## NATIONAL MONUMENTS

Big Hole Battlefield, Beaverhead County, Montana.  
Cabrillo Monument, Ft. Rosecrans, California.  
Castle Pinckney, Charleston, South Carolina.  
Father Millet Cross, Fort Niagara, New York.  
Fort Marion, St. Augustine, Florida.  
Fort Matanzas, Florida.  
Fort Pulaski, Georgia.

Meriwether Lewis, Hardin County, Tennessee.  
Mound City Group, Chillicothe, Ohio.  
Statue of Liberty, Fort Wood, New York.

#### MISCELLANEOUS MEMORIALS

Camp Blount Tablets, Lincoln County, Tennessee.  
Kill Devil Hill Monument, Kitty Hawk, North Carolina.  
New Echota Marker, Georgia.  
Lee Mansion, Arlington National Cemetery, Virginia.

#### NATIONAL CEMETERIES

Battleground, District of Columbia.  
Antietam (Sharpsburg), Maryland.  
Vicksburg, Mississippi.  
Gettysburg, Pennsylvania.  
Chattanooga, Tennessee.  
Fort Donelson (Dover), Tennessee.  
Shiloh (Pittsburg Landing), Tennessee.  
Stones River (Murfreesboro), Tennessee.  
Fredericksburg, Virginia.  
Poplar Grove (Petersburg), Virginia.  
Yorktown, Virginia.

2. Pursuant to Section 22 of said Executive order it is hereby ordered that the transfer from the War Department of national cemeteries other than those named above be, and the same is hereby postponed until further order.

3. Also pursuant to Section 22 of said Executive order it is hereby ordered that the transfer of national cemeteries located in foreign countries from the War Department to the Department of State and the transfer of those located in insular possessions under the jurisdiction of the War Department to the Bureau of Insular Affairs of said Department be, and the same are hereby postponed until further order.

## Public Law 87-603

## AN ACT

To change the name of the Petersburg National Military Park, to provide for acquisition of a portion of the Five Forks Battlefield, and for other purposes.

August 24, 1962  
[H. R. 10276]

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the Petersburg National Military Park, established under authority of the Act of July 3, 1926 (44 Stat. 822; 16 U.S.C. 423a, 423b-423h), and enlarged pursuant to the Act of September 7, 1949 (63 Stat. 691; 16 U.S.C. 423a-1, 423a-2), is redesignated the Petersburg National Battlefield.

Petersburg Na-  
tional Battle-  
field.  
Designation.

SEC. 2. The Secretary of the Interior, in furtherance of the purposes of the Acts referred to in section 1 of this Act, may acquire by purchase with donated or appropriated funds, exchange, transfer, or by such other means as he deems to be in the public interest, not to exceed twelve hundred acres of land or interests in land at the site of the Battle of Five Forks for addition to the Petersburg National Battlefield. Lands and interests in lands acquired by the Secretary pursuant to this section shall, upon publication of a description thereof in the Federal Register, become a part of the Petersburg National Battlefield, and thereafter shall be administered by the Secretary of the Interior in accordance with the provisions of the Act entitled "An Act to establish a National Park Service, and for other purposes," approved August 25, 1916 (39 Stat. 535; 16 U.S.C. 1, 2, 3), as amended and supplemented.

Publication  
in F. R.

SEC. 3. There are hereby authorized to be appropriated such sums, but not more than \$90,000, as are necessary to acquire land pursuant to section 2 of this Act.

Appropriation.

Approved August 24, 1962.



overland from the fort to the coast: *Provided*, That the total area so designated shall contain no more than one hundred and thirty acres.”.

#### ADAMS NATIONAL HISTORIC SITE, MASSACHUSETTS

SEC. 312. (a) In order to preserve for the benefit, education, and inspiration of present and future generations the birthplaces of John Adams and John Quincy Adams, the Secretary is authorized to accept the conveyance, without monetary consideration, of the property known as the John Adams Birthplace at 133 Franklin Street, and the property known as the John Quincy Adams Birthplace at 141 Franklin Street, in Quincy, Massachusetts, together with such adjacent real property as may be desirable, for administration as part of the Adams National Historic Site in Quincy, Massachusetts. Together with, or following such conveyance, the Secretary is authorized to accept the conveyance, without monetary consideration, of furnishings and personal property relating to such birthplaces, after consultation with appropriate officials of the city of Quincy and with the owner or owners of such furnishings and personal property.

Property conveyance.

(b) The Secretary shall administer the properties acquired pursuant to subsection (a) of this section as part of the Adams National Historic Site in accordance with this section and the provisions of law generally applicable to national historic sites, including the Act of August 25, 1916 (39 Stat. 535) and the Act of August 21, 1935 (49 Stat. 666).

Administration.

16 USC 1 *et seq.*  
16 USC 461 note.

#### ADDITION OF EPPES MANOR TO PETERSBURG NATIONAL BATTLEFIELD

SEC. 313. (a) The Secretary is authorized to acquire the historic Eppes Manor, and such other lands adjacent thereto, not to exceed twenty-one acres, for addition to the Petersburg National Battlefield, as generally depicted on the map entitled “Petersburg National Battlefield, Virginia”, numbered APMA 80,001, and dated May 1978.

Land acquisition.

(b) There are hereby authorized to be appropriated not to exceed \$2,200,000 to carry out the purposes of this section.

Appropriation authorization.

#### ADDITION OF MINERAL KING VALLEY TO SEQUOIA NATIONAL PARK

SEC. 314. (a) It is the purpose of this section to—

16 USC 45f.

(1) assure the preservation for this and future generations of the outstanding natural and scenic features of the area commonly known as the Mineral King Valley and previously designated as the Sequoia National Game Refuge; and

(2) enhance the ecological values and public enjoyment of such area by adding such area to the Sequoia National Park.

(b) (1) In order to add to the Sequoia National Park (hereinafter in this section referred to as the “park”) a certain area known as Mineral King Valley possessing unique natural and scenic values, there is hereby established as part of such park all lands, waters, and interests therein, constituting approximately sixteen thousand two hundred acres designated before the date of the enactment of this Act as the Sequoia National Game Refuge and as depicted on the drawing entitled “Boundary Map, Sequoia-Kings Canyon National Park”, numbered 102-90,000 and dated April 1975. A copy of such drawing shall be on file and available for public inspection in the office of the Director, National Park Service, Department of the Interior. After advising the Committee on Interior and Insular Affairs of the United

Drawing copy, availability.

Boundary revisions, publication in Federal Register and advisement to congressional committees.

## Appendix B: Inventory of Administrative Commitments

| Name   | Agreement Type          | Stakeholders   | Purpose  |
|--|-------------------------|--|--|
| Museum collections storage facility agreement            | Contract / agreement    | Fort Lee   | The park's museum collections are stored in facilities at Fort Lee, which provide appropriate climate control systems for the stewardship of these museum collections.   |
| Maintenance of the grounds around City Point             | Memorandum of agreement | City of Hopewell   | The park maintains an agreement with the City of Hopewell for the joint management of the City Point Park area on the banks of the James River. This agreement needs to be updated to better reflect ongoing maintenance needs at this location. |
| Law enforcement and fire agreements                      | Memorandum of agreement | Virginia State Police, Fort Lee, Colonial Heights Police | The park maintains agreements with local police forces to address law enforcement and patrolling within the park. These agreements ensure emergency response services within the park.   |
| Building height limits / regulations                     | Programmatic agreement  | Fort Lee   | The park maintains a programmatic agreement with Fort Lee to regulate and manage the heights of new buildings near the park boundary so impacts on historic viewsheds are minimized.   |
| Location of water treatment plant on park lands          | No formal agreement     | Fort Lee   | Virginia American Water Authority maintains a water treatment plant owned by Fort Lee that is located on portions of park land, which was grandfathered in with the establishment of the park. The park would like to seek a formal agreement.   |
| Multiple utility rights-of-way that run through the park | Rights-of-way           | City of Petersburg, Fort Lee                             | There are multiple documented and undocumented utility (electric, water, sewage, gas) rights-of-way through the park. The park identified the need for a survey and legal title search of utility rights-of-way as a high priority data need.    |

| Name   | Agreement Type              | Stakeholders                               | Purpose   |
|--|-----------------------------|--|---|
| Multiple transportation rights-of-way that run through the park                      | Rights-of-way               | Virginia Department of Transportation      | The park maintains rights-of-way with the Virginia Department of Transportation for Hickory Hill Road.  |
| Annual agreement between the park and the Petersburg National Battlefield Foundation | Annual agreement            | Petersburg National Battlefield Foundation | The park maintains an annual agreement with the Petersburg National Battlefield Foundation to coordinate and plan fundraising projects that are in line with park goals and objectives. |
| South Side Depot administrative / staffing agreement                                 | Memorandum of understanding | City of Petersburg                         | A formal agreement is needed with the city of Petersburg related to the staffing and use of space at the South Side Depot location.   |
| Wildland fire response and management  | Interagency agreement       | Virginia Department of Forestry            | There is a statewide interagency agreement through Shenandoah Valley National Park related to wildland fire response and management in Virginia.  |
| Poplar Grove National Cemetery – American Indian burials                             | Programmatic agreement      | State of Virginia, associated tribes       | The agreement addresses graves of American Indians located in the cemetery. The park will work collaboratively with associated tribes on cemetery-related projects.                     |
| Use of the park by the U.S. Army   | Special use permits         | Fort Lee                                   | Agreement is needed to formalize approved activities by the military in the park.   |
| Research project   | CESU task agreement         | College of William and Mary                | Update to the Eastern Front archeological overview and assessment.  |
| Life estates   |                             | Private land owners                        | The park retains various life estate agreements on properties associated with the Five Forks unit.  |
| Entrance to Poplar Grove National Cemetery   | Right-of-way                | Private land owner                         | The park holds a right-of-way easement on land in order to provide access into the Poplar Grove National Cemetery.  |
| Entrance to City Point unit  | Right-of-way                | Private landholder                         | The park holds an easement for the land where the parking lot for the City Point unit is located.   |



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

| Document   | Date       |
|--|------------|
| National Register – Appomattox Manor                                 | 6/9/1969   |
| National Register – Five Forks Battlefield                           | 2/20/1975  |
| Statement for Management   | 5/29/1979  |
| Road Inventory and Needs Study                                       | 1/1/1980   |
| Land Protection Plan   | 9/1/1983   |
| Statement for Management   | 2/13/1987  |
| Legislative Summary  | 11/4/1987  |
| Resource Management Plan   | 12/30/1994 |
| Statement for Management   | 5/1/1995   |
| Baseline Water Quality Data  | 3/1/1997   |
| Preserve Earthen Forts Report  | 7/21/1998  |
| Petersburg National Battlefield Environmental Assessment             | 6/4/1999   |
| Transportation Study Report  | 3/1/2001   |
| Collection Storage Plan  | 3/1/2003   |
| Cultural Landscape Report – Federal Left Flank and Fish Hook         | 10/1/2004  |
| Collection Management Plan   | 12/1/2004  |
| Cultural Overview of City Point                                      | 12/1/2004  |
| Final General Management Plan  | 12/1/2004  |
| Cultural Landscape Assessment  | 5/1/2005   |
| Cycle 3 Road Inventory   | 7/28/2005  |
| Public Access and Visitor Facilities for Five Forks                  | 9/28/2005  |
| Survey of Mammals  | 11/1/2005  |
| Special History Study  | 12/23/2005 |
| Stabilize Shoreline and Bluff at City Point Environmental Assessment | 1/30/2006  |
| Mid Atlantic Network Paleontological Inventory Report                | 2006       |
| Traffic Study  | 1/1/2007   |
| Inventory of Amphibians and Reptiles                                 | 2/1/2007   |
| Avian Inventory  | 3/1/2008   |
| Vegetation Classification and Mapping                                | 6/1/2008   |
| Phase I Archeological Survey   | 12/1/2008  |
| Phase I Archeological Survey   | 12/1/2008  |
| Cultural Landscapes Inventory – Grant Headquarters at City Point     | 1/1/2009   |
| Landscape Documentation – City Point                                 | 7/1/2009   |

| Document   | Date       |
|--|------------|
| Cultural Landscape Report – Poplar Grove National Cemetery     | 12/1/2009  |
| Cultural Landscapes Inventory – Poplar Grove National Cemetery | 1/1/2010   |
| Poplar Grove National Cemetery Environmental Assessment        | 4/1/2010   |
| Weather of 2007  | 5/1/2010   |
| Weather of 2008  | 6/1/2010   |
| Weather of 2009  | 9/1/2010   |
| Weather of 2010  | 8/1/2011   |
| Visitor Study  | 4/1/2012   |
| Alternative Transportation Feasibility Study                   | 11/13/2012 |
| Natural Resource Condition Assessment                          | 8/1/2013   |
| Climate Change Resource Brief                                  | 7/31/2014  |
| Cycle 5 Road Inventory   | 9/1/2014   |
| Park Visitation and Climate Change                             | 6/22/2015  |
| List of Classified Structures Database                         | 9/11/2015  |
| Species Full List with Details                                 | 9/11/2015  |



## Appendix D: Interpretive Themes with Identified Sub-Themes

### A Young Nation in Transition

Through the local citizens, especially the Eppes family, and the lives of the enslaved population, you can explore the many dimensions of the founding and development of a nation that was torn apart by political, economic, and social differences and issues not yet fully resolved.

#### Subthemes

- Articulating, in terms of the Eppes, enslaved people, local citizens, soldiers, and politicians, the multiple points of view on the causes of the Civil War.
- Contrasting the Eppes family as slaveholders with other members of the local community who did not own enslaved people.
- Using the City of Petersburg and its inhabitants as a microcosm of events that led up to the war through primary source materials.

### Leadership of Commanders Grant and Lee

During the Civil War, Grant and Lee faced each other as opposing Generals for 11 months. The Petersburg Campaign consumed 9.5 of those 11 months. In an attempt to wear down and destroy Lee's army, Grant applied "unrelentless" pressure and continual contact in a campaign of a magnitude and concentration unprecedented during the Civil War. The strengths and weaknesses of the generals and their resources ultimately determined the fate of a nation.

#### Subthemes

- Recognizing how the Union strategy under Grant differed from that implemented by previous Union commanders.
- Describing how the Union military strategy at Petersburg exacerbated war weariness in the North and influenced the 1864 presidential election.
- Explaining the Confederate strategic response and its impact on Lee's army.
- Describing the City Point discussions between Abraham Lincoln and his commanders, and how this influenced the terms of the surrender at Appomattox Court House.
- Describing how the Civil War and the Petersburg Campaign changed the political use of war and affected military strategy into the 20th century.





## Military Strategy, Logistics, and Tactics

Military strategy, battlefield tactics, logistics operations, weapons, and fortifications reflected the evolution from the Napoleonic rules of war toward a more modern, all encompassing, approach. The importance of railroads in the logistics and support of armies define the objectives of the campaign and Petersburg's role in shaping the course of American history.

### Subthemes

- Comparing the conditions under which Union and Confederate soldiers lived, and their feelings about the war as the campaign progressed.
- Conveying how the wounded were cared for, and where the dead were buried and commemorated.
- Identifying the strategic importance of Petersburg to the Confederate cause, and understanding the Union goal of cutting the supply lines to Richmond and keeping unceasing pressure on Lee's army.
- Defining the rules of war and articulating the distinctions among military strategy, tactics, and logistics.
- Explaining which tactical principles field commanders used during the major battles of the campaign.

## Role of African Americans

During the Petersburg Campaign, African Americans finally took their place as full participants in the Union Army and the Civil War, although not in society as a whole.

### Subthemes

- Explaining the evolution and deployment of the United States Colored Troops.
- Explaining how some African Americans supported the Confederate army and describing their lives during the Petersburg siege.
- Understanding the political and military decisions affecting African American participation at Petersburg, and in other military actions.
- Contrasting the status and freedoms African Americans experienced in the Union Army with their experiences in general society during and after the war.
- Describing the transformation in African Americans' attitudes, expectations, and physical condition from before the war through the late 19th century.



## Life During the War

Living under constant fire, the combatants and noncombatants at Petersburg represent a cross-section of old and young, white and black, enslaved and free, men and women, soldiers and civilians, each with different views on the causes, effects, and results of the war.

### Subthemes

- Describing the daily experience of farmers whose land became battlefields, and of city dwellers and villagers before, during, and after the campaign.
- Articulating opposing opinions about the war, slavery, and the role of government, citing the experiences of military commanders, soldiers, city civilians, and the families at City Point, Eastern Front, Home Front, Western Front, and Five Forks units.

## The Last Full Measure: Poplar Grove National Cemetery

The grave markers of Poplar Grove National Cemetery represent not only those seemingly anonymous soldiers who made the ultimate sacrifice for their nation on the fields of battle around Petersburg, but also the individual cost of war in the form of a son, father, brother, or best friend.

### Subthemes

- Explaining the post-war development of this national cemetery for the interment of Northern dead from the Petersburg to Lynchburg battlefields.
- Contrasting this Federal cemetery and its operation with that of Petersburg's Blandford Cemetery where Confederate soldiers are buried.
- Describing the role that the Union hospitals at City Point and Point of Rocks played and the eventual establishment of City Point National Cemetery for their dead.
- Conveying how soldiers viewed and dealt with death in the battlefields around Petersburg.
- Conveying the commitment these soldiers possessed to be willing to make the ultimate sacrifice for their beliefs.
- Describing how their families were impacted by these deaths and how the families dealt with the loss.
- Explaining the cost of war not only in terms of communities, towns, and cities, but to America as a whole.









---

## Northeast Region Foundation Document Recommendation

### Petersburg National Battlefield

October 2016

---

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

---

#### RECOMMENDED

Lewis Rogers, Superintendent, Petersburg National Battlefield

Date

---

#### APPROVED

Micheal A. Caldwell, Regional Director, Northeast Region

Date



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

PETE xxx/xxxx  
October 2016

## Foundation Document • Petersburg National Battlefield

