Final
General Management Plan and Environmental Impact Statement
Volume 1

GETTYSBURG NATIONAL MILITARY PARK
June 1999



National Park Service
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of the Interior

Final General Management Plan and
Environmental Impact Statement
Volume 1: Final GMP/EIS

Gettysburg National Military Park

Gettysburg, Pennsylvania

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This *Final General Management Plan / Environmental Impact Statement* (GMP/EIS) describes four alternatives for the management of Gettysburg National Military Park and the Soldiers' National Cemetery, the environment that would be affected by the alternatives, and the environmental consequences of implementing those alternatives. Four alternatives are presented, including the National Park Service's proposed plan. **Alternative A** continues the existing management direction at the park and constitutes the no-action alternative. This alternative represents continued response to visitor use and resource management issues, but no major change in management direction or facilities management. Consistent with this emphasis, Alternative A retains the current Visitor Center and Cyclorama Building. **Alternative B** proposes rehabilitation to reinstitute the pattern of open fields and wooded areas present in 1863 in the Major Battle Action Area while managing contemporary agricultural uses to protect historic landscapes and resources. This alternative would move most park facilities, including the Visitor Center and Cyclorama, to sites outside the Major Battle Action Area, enabling rehabilitation of the battle landscape at the sites of these facilities. New park facilities would provide necessary services with minimum impact to the historic landscape. The above actions would improve central and park-wide interpretation, while placing the events of Gettysburg in the larger context of the Civil War and the Gettysburg Campaign. This alternative would significantly expand partnerships with the Borough of Gettysburg and other entities. Alternative B would incorporate measures to manage visitor uses and transportation, responding to visitor desires to experience the battlefield while minimizing resource damage. **Alternative C**, the proposed plan, would incorporate nearly all elements of Alternative B, adding rehabilitation of small scale landscape elements and structures within the Major Battle Action Area that were significant to the outcome of the battle. **Alternative D** would incorporate most of the measures identified in Alternative C, adding rehabilitation of small scale landscape and man-made elements across the entirety of the park. Additionally, Alternative D would restore original design elements of the commemorative system of avenues, monuments, avenues and monument groups. All the action alternatives (B, C, and D) would rehabilitate the Civil War portion of the Soldiers' National Cemetery to a level consistent with the overall concept of each alternative.

Environmental impacts that would result from implementation of the alternatives are addressed in the document. Impact topics include: cultural and natural resources; visitor interpretation and experience; socioeconomic environment; traffic, parking and transit; and park operations.

The *Draft General Management Plan / Environmental Impact Statement* was available for public review from August 14, 1998 through October 17, 1998. Comments and responses on the draft are presented in Volume II of this final GMP/EIS. The *Final General Management Plan / Environmental Impact Statement* has been revised to reflect substantive comments and concerns received during the comment period, and the text and maps have been refined and clarified where necessary. Approximately 30 days after release of the document, a record of decision will be signed identifying the approved plan. Questions should be addressed to: Superintendent, Gettysburg National Military Park, 97 Taneytown Road, Gettysburg, Pennsylvania 17325.

For further information regarding this document, please contact the Public Affairs Specialist for Gettysburg NMP at the above address, or call (717) 334-1124 extension 452.

SUMMARY

Gettysburg National Military Park is the site of the American Civil War Battle of Gettysburg, the Soldiers' National Cemetery and the commemoration of the great battle by Civil War veterans. Significant sites on the battlefield began to be preserved almost immediately after the 1863 battle, and the park came under federal ownership in 1895. Administered by the National Park Service (NPS) since 1933, the park now incorporates 5,989 acres of land across which the battle, its aftermath and commemoration occurred.

Purpose and Need

The purpose of a General Management Plan/Environmental Impact Statement (GMP/EIS) is to set forth a basic management philosophy for a park and to provide a framework for future decision making. At Gettysburg National Military Park (NMP), the GMP/EIS will provide guidance for stewardship and interpretation of the park's three nationally significant landscapes: the site of the Battle of Gettysburg, the Soldiers' National Cemetery, and the commemorative landscape of avenues and monuments.

The current GMP for the park was completed in 1982; although the plan continues to be used as a general guide for operations, it is no longer adequate to address the policy and operational issues now facing the park's managers. The *Final General Management Plan / Environmental Impact Statement* for Gettysburg NMP presents and analyzes four alternatives for resource preservation and interpretation at Gettysburg NMP. It responds to the park's mission and its four mission goals. The *Environmental Impact Statement* has been prepared to satisfy the requirements of the National Environmental Policy Act (NEPA) of 1969, as amended, which requires the evaluation of potential impacts resulting from federal actions. It includes a description of the environment affected by the proposed activities and the environmental consequences of implementing any of the alternatives.

The *Final General Management Plan / Environmental Impact Statement* is a programmatic statement. The proposed action and alternatives consist of a basic management framework for future decision making; therefore, site specific details and recommendations are not always included. Consequently, the statement presents an overview of potential impacts relating to the proposed program for each alternative. In the future, if NPS determines that specific actions called for by the approved plan require additional analysis of impacts, more detailed assessments of impacts may be prepared as part of necessary implementation planning. These documents would be tiered to this environmental impact statement.

In the process of preparing this GMP/EIS, NPS conducted new research and analysis on the battle and its relationship to the contested terrain. Based on careful study of period documents, NPS delineated those battlefield landscape features that were significant to the outcome of the battle, as well as the locations of combat. NPS also studied the features that characterize the Soldiers' National Cemetery and the battle commemoration. In addition, NPS conducted an extensive assessment to compare present day landscape features to those that existed at the time of the battle. This information was used to delineate resource areas: the Major Battle Action Area, the Soldiers' National Cemetery and the Battlefield Commemorative Area. These resource areas are used to differentiate actions for the GMP alternatives.

Concurrent with the GMP/EIS planning process, NPS has identified needs for its primary museum, collections storage and visitor center complex. Starting in 1995, NPS prepared a *Draft Development Concept Plan/Environmental Assessment* (DCP) to explore alternatives for the center. The DCP included four alternative concepts for the new facilities. NPS held a series of workshops, focus group meetings and community presentations to understand public concerns, write goals for the facility and set selection criteria. After considering public involvement on the DCP, NPS issued a *Request for Proposals, Visitor Center and Museum Facilities, Gettysburg National Military Park* (RFP). As a result of the RFP, NPS selected a private sector partner with whom it is negotiating. Based on the public input received on the DCP, during the GMP/EIS planning process and other public comment, NPS determined that it was desirable to incorporate the issues of visitor use and interpretation at the museum complex as an element of this GMP/EIS. The proposed museum complex facility is subject to further revision through NPS' planning process.

Overview of Alternatives

The framework for the GMP/EIS and its four alternatives responds directly to the park's mission goals:

- The landscapes, buildings, monuments, structures, archeological sites, artifacts and archives that are significant to the outcome and commemoration of the Battle of Gettysburg are protected, rehabilitated and maintained in good condition.
- The public understands and appreciates the significant events associated with the Gettysburg Campaign and its impact upon the development of the nation.
- Visitors safely enjoy high quality educational experiences accessible to all segments of the population.
- Public and private entities understand the park's mission and act cooperatively to protect and interpret resources related to the Gettysburg Campaign and its commemoration.

Management prescriptions that define the conditions to be attained as a consequence of each alternative have been defined for each mission goal. Four alternatives are described:

Alternative A describes the continuation of the existing management direction at the park, and constitutes the no-action alternative. Under this alternative, NPS would continue to manage the park to preserve cultural resources. As a result of this alternative, NPS would continue to maintain a contemporary agricultural landscape across the majority of the battlefield. This alternative represents continued case-by-case response to visitor use and resource management issues, but no major change in management direction or facilities management. Collections and the cyclorama painting would continue to be stored and displayed in their current conditions. Alternative A retains the current Visitor Center and Cyclorama Center.

Alternative B proposes rehabilitation of the large-scale elements of the park's historic landscape to reinstitute the pattern of open fields and wooded areas present at the time of battle. This would restore within the Battle Action Resource Area the fields of view that prevailed in 1863 and allow visitors to understand how the armies moved across the landscape. Alternative B also proposes rehabilitation of the landscape features and circulation of the Civil War portion of the Soldiers' National Cemetery. It would also manage contemporary agricultural uses to protect landscape and historic resources.

A new museum complex, located at a site outside the Battle Action Resource Area, would provide necessary services with less impact to the historic landscape. It would allow restoration of the Ziegler's Grove and the center of the Union Line on the 3rd day of the battle. A new facility would greatly improve museum interpretation at the park, and place the Gettysburg Battle in its larger context of the Civil War and the Gettysburg Campaign. This alternative would include measures to interpret the role of both soldiers and noncombatants, and would strengthen the interpretation of the role of the town of Gettysburg in the battle and its aftermath and link it to the battlefield. This alternative proposes expanding partnerships and cooperative initiatives with entities at all levels, especially those that could protect the historically agricultural character of significant battle and Civil War sites outside the park's boundary, the character of historic road corridors and park gateways, and important park viewsheds.

Alternative B would incorporate coordinated measures to manage visitor use and transportation, including a shuttle to provide access to park sites and a link to downtown. These would respond to visitor desires to see the battlefield while protecting sensitive cultural and natural resources from damage.

Alternative C, the proposed plan, builds on and incorporates most elements of Alternative B. It includes rehabilitation of the large-scale landscape elements present during the battle, and would rehabilitate the major landscape features and circulation of the Soldiers' National Cemetery. Alternative C also includes a new museum complex with greatly improved museum interpretation, and a set of coordinated measures to manage visitor use and transportation. Like Alternative B, this alternative would strengthen interpretation of the role of the town in the Battle and its aftermath, and link it to the battlefield. It would strengthen partnerships at all levels.

Within the Battle Action Resource Area, Alternative C also proposes the rehabilitation of those small scale landscape elements–fences, woodlots, orchards and other features–that were significant to the outcome of the battle. This alternative would enable visitors to appreciate the obstacles and terrain that confronted troops during the battle. Alternative C also calls for rehabilitation of the significant design features of the Civil War portion of the Soldiers' National Cemetery and the Battlefield Commemorative Resource Area. Its approach to rehabilitation would broaden the scope of overall interpretation and expand the number of venues that could be well understood by and interpreted to visitors, providing relief for heavily visited and adversely impacted sites.

Alternative C also proposes relocation of park offices and some visitor facilities to the Visitor and Park Services Overlay Area and away from the Major Battle Action Resource Area.

Alternative D builds on and would incorporate nearly all the measures identified in Alternatives B and C, including restoration of the features that were significant to the outcome of the battle and to the development of the Soldiers' National Cemetery and the commemorative areas of the park. It includes a new museum complex, actions to manage visitor use and transportation, and partnership initiatives within the Borough of Gettysburg and elsewhere.

In addition, Alternative D proposes rehabilitation, restoration or reconstruction of all of the features present in 1863 that can be adequately identified and documented, across the entirety of the park. Alternative D would restore original design elements of the commemorative landscape system of monuments, avenues, and monument groups. In keeping with the restoration effort, it would emphasize the use of the commemorative avenues and monuments as the primary interpretation of the park and would eliminate modern interpretive measures, such as wayside exhibits.

Environmental Consequences

Alternative A would result in continued deterioration of the park's natural and historic resources. The retention of current agricultural leasehold practices would continue impacts on water quality, soil erosion, archeological resources, historic features and the landscape of the battleground. The archives and collections of the park would continue to deteriorate, with further damage likely to them and to the cyclorama painting. Lack of museum interpretation and continued visitor overuse at key sites would continue, to the detriment of the park's resources and with continued diminishment of the quality of the visitor experience. Parking will continue to be limited and traffic congestion will continue to occur on many weekends and most summer days at highly visited park sites.

The lack of reinvestment in the park would eventually erode visitation, which in turn would result in a slight decrease in visitor expenditures and tax generation in the local community. This would result in a loss of $3,763,100 by year 2007, a reduction of 3.3% from current levels. That would mean that all sectors of the tourist economy would experience a minor decrease in visitor spending.

The setting of the park and its gateways, and historically important views from the park, would gradually shift from its historic agricultural character to a more suburban and commercial character.

Alternatives B, C, and D share many resource protection elements and so have generally similar impacts.

Alternative B would result in generally improved protection of cultural resources. It would improve the historic setting of the battle, and would result in the rehabilitation of the historic features of the field of Pickett's Charge. The historic setting of the Soldiers' National Cemetery would be partially rehabilitated. The new museum complex would greatly improve the conditions for storage and preservation of the park's collection and archives, and would provide for the adequate preservation of the cyclorama painting.

Removal of non-historic vegetation would reduce habitat for some forested species but increase habitat for open land species. It would have negligible effect on water temperature and quality, and although short term impacts from soil erosion are possible, they can be mitigated and long term impacts would be negligible. Gradual transition to low or no-till methods of farming and removal of cattle from wetland areas will improve soil and water conditions, and actions to limit visitor impacts will reduce adverse impacts from soil compaction. The development of a new museum complex would impact about 15-18 acres of land, including 10 acres of prime farmland, and would impact up to two acres of small wetlands. However, moving the museum facility would allow about 22 acres to be restored to its historic agricultural condition.

The visitors' experiences would be improved, both in the museum and on the battlefield. New museum exhibits would provide substantially improved interpretation of the battle in its full context. Visitors will receive improved orientation and information about how to use the park. Rehabilitation of the landscape would allow visitors to understand the movement of the armies and the meaning inherent in the design of the Soldiers' National Cemetery and the commemoration of the park. Expanded partnerships with the Borough of Gettysburg would improve interpretation of the town and its role in the battle and its aftermath. These actions would cause a slight rise in visitation and would increase visitor spending. Parking availability,

traffic congestion and pedestrian access would be improved through actions to manage traffic and parking.

Implementation of this alternative would result in increased visitation along with a 5 % increase in per capita visitor spending over current levels. This means that visitors would spend an additional $10,918,600 within the local communities. This represents an increase of 9.7% over current spending levels, and would mean that spending in all sectors of the tourist economy would stay stable or increase, except for amusements, which might decrease. The direct contribution of the park to the local economy is likely to grow, and tax effects of all types would grow or remain stable. Changes in visitor spending patterns could have indirect effects on area development. An emphasis on partnership protection of important viewsheds and historic road corridors, including Baltimore Pike and Taneytown Road, would limit somewhat the amount of significant battle and Civil War sites outside the park's boundary lost to commercial and suburban development.

Alternative C, the proposed plan, would provide the most desirable combination of resource preservation, cost-effectiveness, visitor experience, and environmental impact. Like Alternative B, it results in improved protection of cultural landscapes, and the actions improve the readability and understandability of the park's nationally significant landscapes. Like Alternative B, Alternative C greatly improves the conditions in which the collections and the cyclorama painting are maintained.

The environmental impacts of Alternative C are similar to those of Alternative B. Removal of non-historic vegetation have generally the same effects as those described for Alternative B. The impacts of the new museum complex on natural resources are the same as in Alternative B.

Alternative C would improve visitors' experiences in the park, both in the museum and on the battlefield. Like Alternative B, new museum exhibits would provide substantially improved interpretation of the battle, in its full context. Visitors would receive improved orientation and information about how to use the park. Rehabilitation of the small scale features of the landscape would mean that visitors could understand not only the movement of armies but also how individual soldiers were affected during the battle. Expanded partnerships with the Borough of Gettysburg would improve interpretation of the town and its role in the battle and its aftermath. Like Alternative B, the actions to manage parking and traffic would improve these conditions in the park. New facilities for park staff would improve their operational efficiency and would allow non-historic uses to be removed from the park's major battle action resource area.

Implementation of this alternative would result in increased visitation along with a 10% increase in per capita visitor spending over current levels. This means that visitors would spend an additional $24,278,900 within the local communities. This represents an increase of 21.5% over current spending levels, and would mean that spending in all sectors of the tourist economy would stay stable or increase. The direct contribution of the park to the local economy is likely to grow, and tax effects of all types would grow or remain stable. Changes in visitor spending patterns could have indirect effects on area development. An emphasis on partnership protection of important viewsheds and historic road corridors, including Baltimore Pike and Taneytown Road, would limit somewhat the amount of significant battle and Civil War sites outside the park's boundary lost to commercial and suburban development.

Alternative D, like Alternatives B and C, would result in improved protection of cultural landscapes, and would improve the readability and understandability of the park's nationally significant landscapes. Like Alternative B, Alternative D greatly improves the conditions in which the collections and the cyclorama painting are maintained.

The environmental impacts of Alternative D are similar to those of Alternatives B and C. Removal of non-historic vegetation have generally the same effects as those described for Alternatives B and C, but more areas are cleared of non-historic vegetation. The impacts of the new museum complex on natural resources are the same.

Alternative D is similar to Alternative C in its impact on visitor experience. Alternative D would improve visitors' experiences in the park, both in the museum and on the battlefield. Like Alternatives B and C, new museum exhibits would provide substantially improved interpretation of the battle, in its full context. Visitors would receive improved orientation and information about how to use the park. Like Alternative C, rehabilitation of the small-scale features of the landscape would mean that visitors could understand not only the movement of armies but also how individual soldiers were affected during the battle. Expanded partnerships with the Borough of Gettysburg would improve interpretation of the town and its role in the battle and its aftermath. Like Alternative B, the actions to manage parking and traffic would improve these conditions in the park. New facilities for park staff would improve their operational efficiency and would allow non-historic uses to be removed from the park's major battle action resource area.

Like Alternative C, implementation of this alternative would result in increased visitation along with a 10% increase in per capita visitor spending over current levels. This means that visitors would spend an additional $24,278,900 within the local communities. This represents an increase of 21.5% over current spending levels, and would mean that spending in all sectors of the tourist economy would stay stable or increase. The direct contribution of the park to the local economy is likely to grow, and tax effects of all types would grow or remain stable. Changes in visitor spending patterns could have indirect effects on area development. An emphasis on partnership protection of important viewsheds and historic road corridors, including Baltimore Pike and Taneytown Road, would limit somewhat the amount of significant battle and Civil War sites outside the park's boundary lost to commercial and suburban development.

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FORWARD: THE BATTLE OF GETTYSBURG AND EVOLUTION OF THE PARK

BACKGROUND

The Civil War had dramatic impact on the political and social evolution of the United States. It ended slavery and defined the meaning of freedom, citizenship and equality for all Americans, ideals that still challenge Americans today. The war also established a centralized nation-state that prepared and propelled our country along a course of domestic economic expansion and into a growing world power. For many Americans, much of the meaning of the Civil War is represented in the small town of Gettysburg, Pennsylvania.

At Gettysburg the armies of the Confederacy and the Union clashed on July 1, 2 and 3, 1863, in a battle that was the bloodiest in the history of the continent and was one of the turning points of the American Civil War. Gettysburg National Military Park preserves the sites of the most significant battle actions. Also on the battlefield is the Soldiers' National Cemetery, where Abraham Lincoln gave his Gettysburg Address, which redefined for the north – and eventually for all Americans – the meaning of the continuing struggle for a unified nation.

The area around Gettysburg has been occupied for thousands of years. Native Americans from the Archaic and Late Archaic periods, as well as Early, Middle, and Late Woodland periods were the first human residents. Beginning in the late seventeenth century, settlers flocked to Pennsylvania, responding to William Penn's offers of freedom, tolerance and prosperity. The Penn family formally created a manor property in the region, known as the Manor of the Maske. Between 1734 and 1741, primarily Scots-Irish immigrants settled this manor, which comprised much of the park.

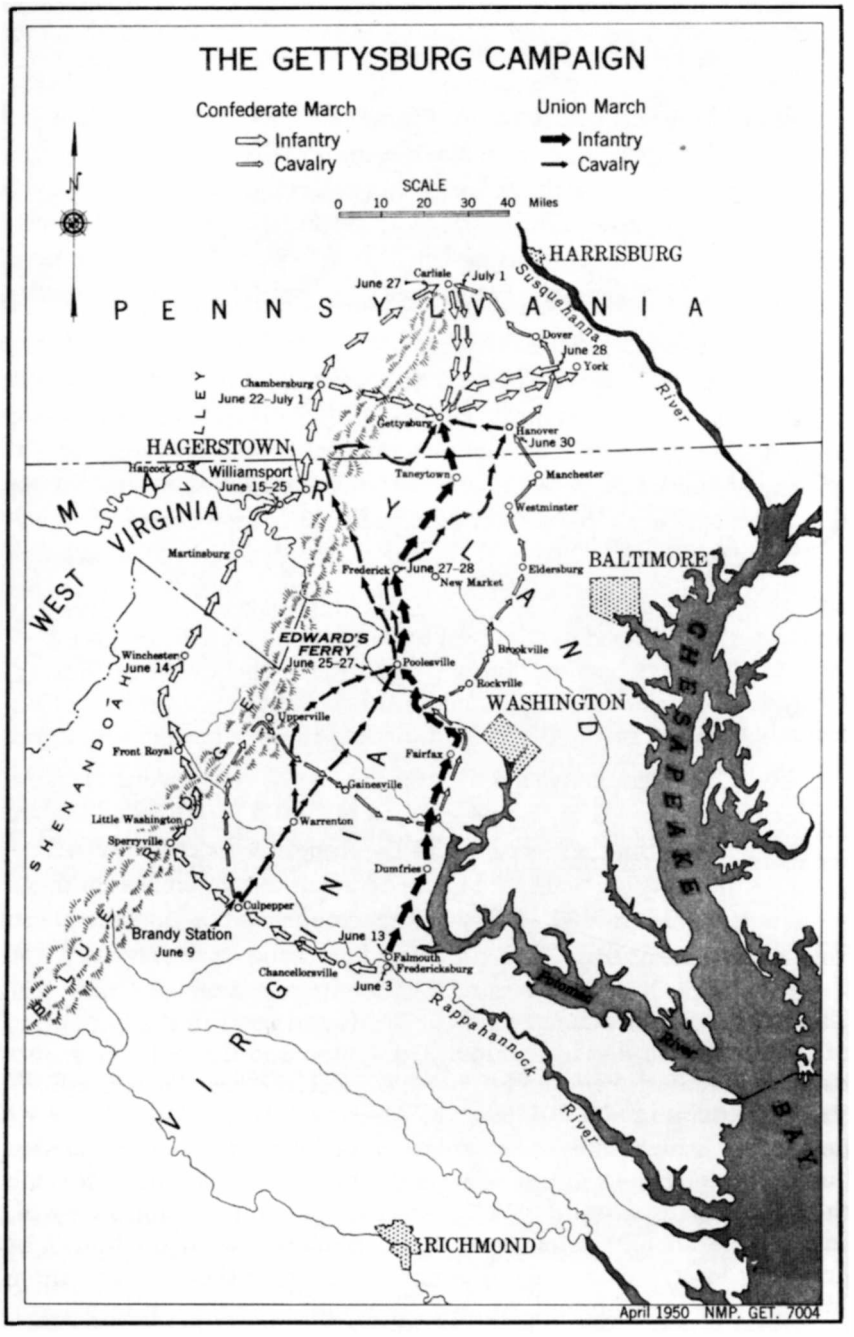
By the mid-eighteenth century, villages began to grow around mills, taverns, stores, and other centers of communications or trade. The construction of new roads connected these settlements with Baltimore and York; Gettysburg became a way station for shipping goods to these commercial markets. Additional roads and improvements to the original routes made Gettysburg the hub of Adams County by the mid-19th century.

The outbreak of the Civil War in 1861 jarred the Gettysburg area out of its pastoral security. The network of roads that had assured growth for the community was a curse in the summer of 1863. In June, an invading Confederate army under General Robert E. Lee crossed the Potomac and began to march toward the Susquehanna River. Lee hoped that a victory in the north would erode the Union's will to continue the fighting. Gettysburg's strategic position, at the crossroad of the routes that connected major towns between the two rivers, led to its central role in the campaign. By the end of June, the bulk of Lee's army was west and north of Gettysburg, while the Union army was crossing the Potomac south of the town. Between June 30 and July 7, the armies concentrated their forces and clashed in a decisive battle before taking their struggle back to the other side of the Potomac River.

Figure 1

Gettysburg Campaign

Gettysburg National Military Park
United States Department of the Interior
National Park Service



(Source: National Park Service Handbook)

THE BATTLE OF GETTYSBURG

Ridges, creeks, woodlots and farm fields, buildings and roads determined where battle action took place. As key terrain, obstacles to impede the opposing force, avenues of approach for the two armies, points of observation, or as cover and concealment, these formerly obscure natural and man-made features shaped the movement of troops and the action of the battle. Cemetery Ridge, Seminary Ridge, Culp's Hill, Little Round Top, the Peach Orchard, the Wheatfield, the field of Pickett's Charge and many other places were transformed into the landmarks of the three day battle.

Neither General George G. Meade, commanding a force of 97,000 men in the Union Army of the Potomac, nor General Robert E. Lee, commanding the 75,000 men in the Confederate Army of Northern Virginia, had planned to fight at Gettysburg. Lee had hoped to give battle near Cashtown where the rugged terrain could be used to his advantage. Meade's plans centered on offering battle near Taneytown, Maryland, along Little Pipe Creek. But a succession of military events, beginning on June 30th, brought the two armies into conflict at this crossroads community.

Since nine major nineteenth-century roads converged on Gettysburg, it was no surprise that the armies were drawn to the town during the Pennsylvania Campaign of 1863. Civil War armies were principally road bound; thus it was inevitable that as the two opposing armies approached one another in late June that they would use one or more of these major road systems. On the late afternoon of June 30th, advanced elements of both armies briefly exchanged fire west of town when Union cavalry surprised and repulsed a foraging party as it approached the town. Uncertain as to whether these horsemen were militia or regular army, Confederate corps commander A. P. Hill decided to take two divisions from Cashtown to Gettysburg the following morning in order to find out.

The First Day - July 1, 1863

Early on July 1, the lead Confederate division took up the line of march along the Chambersburg Turnpike in the direction of Gettysburg. Sometime before 7:00 AM, advanced Union cavalry pickets exchanged fire with the Southerners and shortly brought Confederate artillery into action. Proceeding slowly and cautiously eastward, the Confederate infantrymen next bumped into the advanced line of Union troopers on Herr's Ridge, which compelled the Confederates to deploy from marching column into battle line. Now committed to giving battle, renewed efforts by the Confederate vanguard soon pushed these dismounted cavalrymen back upon their main line on McPherson's Ridge.

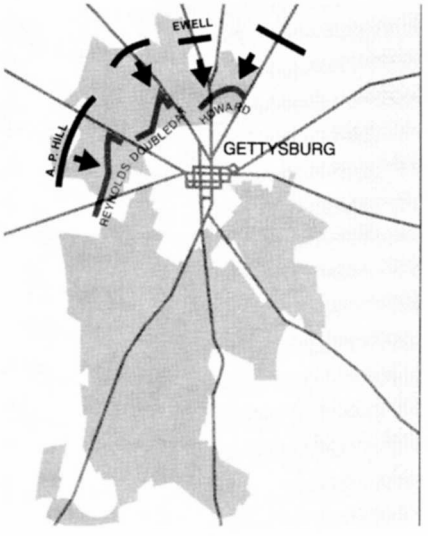
Before they could be pushed from that defensive line by the greater strength of the enemy, a timely reinforcement by Union infantry of the First Corps surprised the Confederate attackers. As brigade clashed with brigade within the open woodlot of the Herbst farm and along Willoughby's Run, the senior Union commander on the field (General John F. Reynolds) fell with a fatal wound. However, the impact of the Union counterattack was enough to throw the Confederates off balance and drive them back to Herr's Ridge. A short time later, a second Confederate brigade was likewise defeated when trapped within a railroad cut north of the turnpike. Regrouping on Herr's Ridge, under cover of the Springs Hotel Woods, the Confederates waited until the remainder of Hill's corps reinforced them before making another attempt to dislodge the Union defenders.

Figure 2

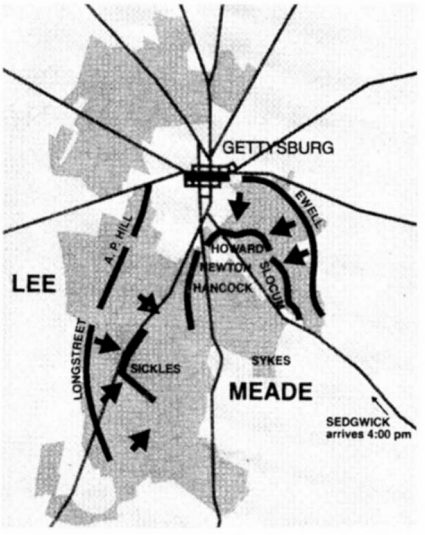
Union and Confederate Positions in the Three Day Battle

Gettysburg National Military Park
United States Department of the Interior
National Park Service



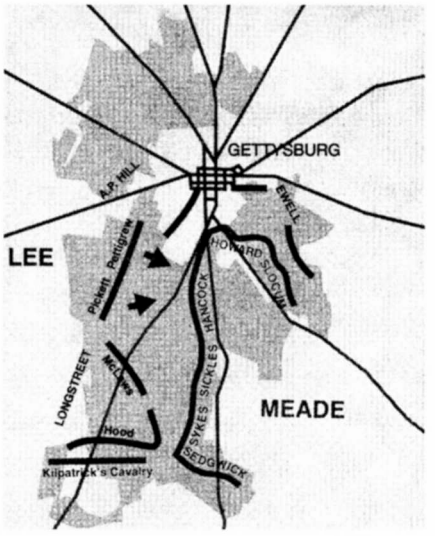


July 1
Elements of the two armies collide west of Gettysburg during the early morning hours. The fighting escalates throughout the day as more Union and Confederate troops reach the field. By 4:00 p.m. the Federal troops are defeated and retreat through Gettysburg where many are captured. The remnants of the Union force rally upon Cemetery and Culp's Hills.



July 2
The main strength of both armies has arrived on the field by the morning hours. General Lee launches attacks against the Union left and right in an attempt to dislodge Meade's army from its strong position.

Longstreet's assault upon the Union left makes good progress but is eventually checked by Federal reinforcements from the center and right. On the Union right, Ewell's confederate troops are able to seize part of Culp's Hill, but elsewhere they are repulsed.



July 3
While Ewell renews his efforts to seize Culp's Hill, Lee turns his main attention to the Union center. Following a two-hour artillery bombardment, he sends some 12,000 confederate infantry to attempt to break the Federal lines on cemetery ridge. Despite a courageous effort, the attack (subsequently called "Pickett's Charge") is repulsed with heavy losses. East of Gettysburg, Lee's cavalry is also checked in a large cavalry battle. Crippled by extremely heavy casualties, Lee can no longer continue the battle and on July 4th he begins to withdraw to Virginia.

Marching in the direction of the gunfire, the Confederate infantry corps of General Richard S. Ewell had reunited after raids in the direction of York and Harrisburg and thus approached the battlefield from the north. Its arrival was announced by artillery shots from Oak Hill directed against Union positions on the McPherson farm. In the meantime, Union infantry of the Eleventh Corps and another division of the First Corps also had arrived on the battlefield and deployed in battle line west and north of Gettysburg.

In the early afternoon, Ewell launched a separate attack on the right flank of the Union First Corps, which was anchored on Oak Ridge and extended southward to the railroad cut. This attack was repulsed with great loss, but it was renewed within an hour along this same front and also along the Eleventh Corps position on the plains north of the town. Additional pressure was exerted by the strengthened Confederate forces on Herr's Ridge. Emerging from the wooded cover of the ridge, the Southerners crossed the open fields of the Harman farm under a deadly barrage of infantry and artillery fire. This line was decimated in first crossing the open ground and then engaging in desperate hand-to-hand conflict along Willoughby's Run and in the Herbst woodlot. A second Confederate line marched over their fallen comrades to pound the Federal defenders back to a final defensive line on the ridge named for the Lutheran Seminary whose buildings were located there.

The arrival of another of Ewell's divisions along the Harrisburg Road crushed the right flank of the Union line at Barlow Knoll, creating an indefensible situation and prompting the collapse of the Eleventh Corps line. With Union forces abandoning the plains below Seminary and Oak Ridges, Confederate forces would soon be free to attack the rear of the First Corps positions. After withstanding repeated frontal assaults on the Seminary and Oak Ridge lines, the Union forces had no recourse but to retreat through the streets of the town in the direction of the heights near the town cemetery. Here on Cemetery Hill the remnants rallied and prepared into the twilight hours for resumption of the Confederate attack.

The Second Day - July 2, 1863

Through the night of July 1-2 additional Union and Confederate forces arrived on the field of battle. Confederates occupied the town of Gettysburg and soon extended battle lines east of it on the fields of the Culp farm. The hard-won Seminary Ridge now became the defensive position of Hill's corps, and by morning his soldiers had a line that extended southward from the seminary through the Shultz, McMillan, and Spangler woodlots. Growing numbers of Union soldiers likewise extended their own defensive line on Cemetery Hill to Culp's Hill on the east and through Ziegler's Grove to the south. A portion of the Union Twelfth Corps occupied the north slope of Little Round Top, but was removed to the defense of Culp's Hill by dawn.

Although General Lee had anticipated an early attack against the incomplete Federal defenses, all of his troops were not yet present before most of the afternoon had been expended. However, with the arrival of General James Longstreet's corps, Lee's plans were soon to be implemented. He had planned an attack "en echelon," which would put each Confederate brigade into the fray in a succession of blows from south to north which would continue to roll up the Union left flank. A simultaneous attack on the Union center was to occur, with Confederates of Hill's and Ewell's corps pinching the defenders from front and rear.

An unexpected and unplanned movement by the Union Third Corps placed these forces directly into the path of Lee's planned echelon attack. Moving forward from Cemetery Ridge to the higher ground between the two armies along the Emmitsburg Road, the corps was placed in a position where it could not be easily supported by the main line of the Army of the Potomac. Before General Meade could take corrective action, the onset of Lee's major assault struck with disastrous results on the left of the line. Fighting erupted at Devil's Den, Rose's Wheatfield, and Little Round Top, where infantry from the Fifth Corps exploded from the woods just in time to prevent Lee from capturing this stronghold on Meade's left flank. The subsequent presence of Union artillery on Little Round Top so commanded the Confederate approaches that any chance of capturing this important position could only occur with great loss of life.

While fighting for the Union left was underway, Lee's echelon attacks next placed pressure on the Third Corps salient at Sherfy's Peach Orchard. The repeated blows extending ever northward along the Emmitsburg Road dislodged the Third Corps from its advanced line. The retrograde movement by these overwhelmed Union brigades was painfully slow and the grounds given up were bitterly contested. It was only by throwing unsupported artillery into threatened positions and by shifting regiments from the center near Ziegler's Grove to the failed lines that Meade was able to avert disaster and reestablish a connected battle line.

As the battle waned on Meade's left, his right and center also came under attack. Confederate artillery on Benner's Hill fired across Rock Creek on Union artillery and infantry positions on Cemetery Hill. Outnumbered by Union guns on the higher elevation of Cemetery Hill, the Confederate gunners were also soon swept by a devastating fire from portions of two batteries that had been hastened to the summit of Culp's Hill. Guns and men were so crippled they were withdrawn before they could effectively support a division which was planned to attack the Cemetery heights. As a portion of the doomed Confederate infantry crossed Culp's fields they were unaware that they would receive no support from either infantry or artillery. The other half of the pincer movement was subdued by a heavy artillery fire from the cemetery before it could even begin its own advance on the heights from Long Lane. Without support, the two depleted brigades were compelled to withdraw under a deadly fire after momentarily capturing the heights and some of the Union cannon.

On the extreme right of the Union line at Culp's Hill, however, the Confederates literally walked over Union positions. A large part of the entrenchments there had been abandoned by the Twelfth Corps as the Third Corps line was crumpling and it was ordered to the support of the threatened Union left and center. Only two brigades held the summit of Culp's Hill, but in the closing darkness of the wooded hill they withstood the cautious approach of these far-advanced Southern units. Returning Twelfth Corps troops were surprised to find their old positions in the hands of Lee's army and they established a new line along the Baltimore Pike and in McAllister's Woods to protect the army's logistical rear.

The Third Day - July 3, 1863

Hoping to capitalize on the advanced positions gained from Meade's army on July 2, Lee planned to renew his attacks upon the ends of the Union army's lines early on July 3 with Longstreet's and Ewell's corps. A coordinated effort would prevent Meade from shifting his forces to cover his weaknesses as he had done on Thursday. An early morning infantry attack preceded by an artillery cannonade on the Union right and left, Lee believed, would dislodge the Union army and

force it to retreat headlong down the Baltimore Pike. Lee even planned to move to his cavalry to the Baltimore Pike to cut off this projected retreat by ordering it beyond the right flank of the Federal army.

However, the sound of artillery fire in the pre-dawn hours signaled unanticipated action by Meade's army and would eventually dramatically alter the original plans of the Confederate commander. Before 4 a.m., Twelfth Corps artillery at Powers Hill and along the Baltimore Pike opened fire against Confederate positions on the south slope and ridge of Culp's Hill. Before the hour had closed, the Union and Confederate infantry, who lay in close proximity to one another, opened a heavy musketry fire. Ewell's infantry commenced a series of bloody assaults in an attempt to take the fortified heights and to prolong the fighting until Longstreet's attack jumped off. For more than six hours the battle raged, but despite unparalleled efforts to reach the Union entrenchments, Ewell's corps could not sustain the casualties being incurred and he withdrew his forces beyond the safety of Rock Creek. The sound of the attack upon the Union left had yet to be heard.

Despite preparations and deployment of the strong artillery line early in the morning, Lee became acutely aware that similar preparations were not yet complete for his proposed infantry assault columns. Although Pickett's division arrived on the battlefield by 8:00 AM, there appeared to be confusion about the participation of the remainder of Longstreet's corps. Upon inquiry it was discovered that the bulk of this corps would not participate in the attack but would merely threaten movement and attack along its battle front. Its weakened condition as a result of the previous day's battle action made its commander reluctant to commit it again to another deadly frontal attack over the rugged ground in front of the Round Tops. In addition, probing activity by Union cavalry on Longstreet's extreme right caused concern about Union countermovements towards Lee's ammunition and supply trains in the army's rear. As a result, Lee reinforced Longstreet with part of Hill's corps and changed the focus of the attack to the center of the Union line on Cemetery Ridge. The attack would be preceded by an unusually heavy artillery preparation.

Throughout the morning, as these preparations and consultations transpired, heavy skirmishing continued near the Union center. It became so intense at times that it actually drew fire from cannoneers along Hill's line. Among the skirmishers were regimental sharpshooters, many of whom plied their skills aiming at and striking down officers and artillery gunners. So deadly was the aim of these snipers against the forces in Ziegler's Grove (site of the present Cyclorama Center) that one Union general sent portions of three different regiments to silence them. The actions, far beyond the Emmitsburg Road and within rifle range of the of the Confederate line on Seminary Ridge, ultimately resulted in the deliberate burning of the Bliss buildings to prevent their future use as sniper positions.

It was not until after the noon hour that this skirmishing was finally silenced along the Ziegler's Grove and Cemetery Hill front (extending from the present Cyclorama Center site through the grounds of the Electric Map/Visitor Center building and northward to Washington Street). An artillery duel between almost 300 Confederate and Union cannon drove the skirmishers to ground and covered the battlefield with smoke and deafening thunder for more than ninety minutes. The most concentrated fire of the Confederates was aimed at the Union center (including the Angle, Ziegler's Grove and the grounds in the vicinity of the present national cemetery). After this protracted artillery cannonade, which depleted the Confederate guns of ammunition, the infantry attack was finally ordered forward. Although it was hoped that the artillery barrage had

decimated the Union artillery and demoralized its infantry supports, the grim fact that neither had occurred soon confronted the Southern ranks. Indeed, because of its empty limber chests it was the Confederate artillery which had been depleted, and it was no longer in a position where it could effectively support and protect the attacking column.

Artillery shot raked the advancing infantry lines from cannon on Cemetery Hill, from Cemetery Ridge, and from Little Round Top. Some of Hill's men were stopped in their tracks by the deluge of shot and shell that rained down on them from the dozens of Union guns opposite them (posted primarily in the present national cemetery). Others were subjected to a fire from Second Corps regiments deployed to enfilade their line, and from long range musketry from Eleventh Corps regiments deployed below Cemetery Hill in the Taneytown Road (from the crest of the hill in front of the Electric Map building northward almost to the Emmitsburg Road), and in forward positions along the Emmitsburg Road (from the present Cyclorama entrance drive northward to Washington Street). As a result, the left wing of the attacking column was staggering before it could even scale the double wall of rail fencing that enclosed the Emmitsburg Road. Farther to their right, some of Hill's desperate soldiers clung to this stout fencing as a defensework, exchanged shot with the blue-clad soldiers in and near Ziegler's Grove, and advanced no farther. Others scaled the fencing to be shot down in the road while in this exposed position, and fewer still moved on towards the Union line at the Grove under a hail of rifle and artillery fire.

The right wing of the column did not feel the sting of small arms fire until it passed the Emmitsburg Road. Then it met a withering fire that came first along its front and then into its flanks. A gap between divisions on the right created an opportunity which was grasped by Meade's army. Two strong regiments wedged between these two forces and fired first to the right and then to the left, effectively destroying all sense of organization and striking down scores of men with each volley. Without support, neither wing could protect its flanks. As a result, Union countermovements could surround the column remnants, capturing the whole. Those who waited too long to retreat would indeed be captured when this occurred. Those who advanced too far, especially those who miraculously survived to attain the Union defenseworks, would be captured or would fall in the melee that ensued near the Copse of Trees.

The Battle's Aftermath

The broken remnants that returned to Seminary Ridge were rallied in expectation of a Union counterattack. Lee entrenched his own army and prepared for a defensive battle. Defiantly awaiting Meade to hurl his forces against him, Lee hoped to crush any attack against his own ridgeline defenses. Instead, the two armies engaged in endless skirmishing and sharpshooting throughout July 4, concentrated again primarily along the front of the Union center at Ziegler's Grove and Cemetery Hill. Meade did not attack, and Lee began that night to take his forces back across the Potomac River into the Confederate States of America to continue the war for two more long years. Three days of fighting had left the Gettysburg area changed forever. More than 51,000 combined casualties (killed, mortally wounded, wounded, and captured or missing) had been inflicted along the streets and on the farmed fields of the community.



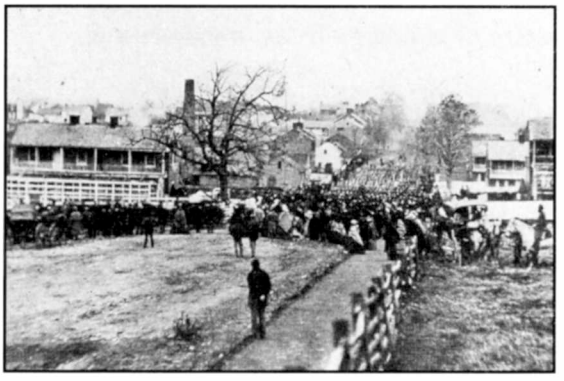
Confederate dead at Rose Grove. (Source: GNMP)

BATTLEFIELD PRESERVATION AND COMMEMORATIVE ACTIVITIES

The immediate impact of the battle and its aftermath on the community was tremendous. The area affected by the conflict, including the vast network of military field hospitals, covered more than 22,000 acres. In little more than a week's time, more than 8,000 men had been killed or mortally wounded and tens of thousands of wounded men lay scattered in farm fields and private homes. As many as 200,000 men and horses had been living off the land, and they left behind thousands of acres of trampled crops, miles of dismantled and destroyed fencing, burned buildings and little in the way of livestock or provisions. Those who died at Gettysburg had been buried throughout the battlefield, near where they fell or near field hospitals. Since the dead far exceeded the total population of the town, its resources were overwhelmed.

The Soldiers' National Cemetery and Initial Commemorative Activities

Members of the local community — David Wills, David McConaughy and others — communicated with Pennsylvania Governor Andrew G. Curtin within weeks after the battle and convinced him to establish what became the national cemetery. Wills invited landscape gardener William Saunders to provide a design. Saunders' plan was an innovative response to an extraordinary situation, providing a dignified, semicircle of grave sites, arranged to give equal emphasis to sacrifice made by soldiers from each Union state. By late October 1863, the cemetery was ready for reburial of the bodies from their temporary grave sites, an operation that



Citizens follow Lincoln through the borough of Gettysburg to the Soldiers' National Cemetery to hear the Gettysburg Address, November, 1863. The Address heightened Americans' awareness of the costs and meaning of the Civil War. (Source: GNMP)

was still underway at the dedication of the cemetery on November 19, 1863, when Abraham Lincoln delivered his renowned Gettysburg Address.

Within two months of the battle, local citizens organized the Gettysburg Battlefield Memorial Association (GBMA) to commemorate the victory of the Union Army of the Potomac. The organization proposed to purchase areas where significant fighting had occurred. This was an unprecedented idea: to preserve the battlefield, with its fresh evidence of the battle. The intent of GBMA was to secure, through purchase, "the principal points upon the great battlefield of the war, in the exact condition in which they were left in July, 1863."

Although a few key parcels of land were purchased, funds were difficult to raise and the organization could do relatively little in the 1860s and 1870s. Their decision to leave the land untouched meant that woods grew up on the west slope of Little Round Top, bullet ridden trees died on Culp's Hill, and dense forest growth overtook woodlots. The Union breastworks and lunettes on Culp's and Cemetery Hills decayed and fell into disrepair. However, the major topographic features of those areas were preserved from alteration.

Expansion of the Battle Lands and Addition of Monuments and Memorials

In 1880 veterans of the Grand Army of the Republic, who hoped to give the battlefield a broader vision and to enhance commemoration of the great Union victory, purchased a majority of the stock of GBMA. The new leadership encouraged reunions and encampments, and invited Union veterans to commemorate their experience with suitable monuments. As their perspective broadened, the strategy to manage the battle lands also changed; GBMA rebuilt defenses and actively maintained the natural features of their holdings, in order to retain the 1863 appearance

The battlefield grew into a memorial of national significance as veterans erected several hundred monuments, memorials and markers. GBMA established a policy that required regiments or batteries to place their first monument in their line of battle; secondary position markers were then permitted. This policy gave order to the placing of monuments. GBMA later developed a circulation system that followed the general line of battle and connected the monuments.

The lands preserved by GBMA represented only a fraction of the 22,000 acre battlefield. However, beyond the repair of fences and reconstruction of most buildings, the rest of this area changed very little during the 20 years after the battle. John Bachelder, the most knowledgeable historian of the battle, observed in 1873 that "no material changes have been made in the field." By 1890, the only significant change he noted was that certain points and views on the battlefield were being obscured by tree growth that had not existed at the time of the battle. Because

farming practices and population changed little, the pattern of buildings, fields, woodlots and fence lines remained largely as it had been in 1863.

By 1895, GBMA owned 522 acres of land, had established 17 miles of avenues through the park, and maintained 320 monuments and memorials. However, their charter would not allow them to own any land on the Confederate side of the battlefield, an increasingly important issue as the battlefield became a stage upon which reconciliation between the north and the south began to take place. That, combined with the threat of an electric trolley that was to pass through previously undisturbed battlefield lands, created problems that were greater than the small organization could solve on its own. The U.S. Congress intervened, first by appointing a three-man commission in May 1893 to survey, locate and preserve the battle lines of both armies, and in 1895, by creating Gettysburg National Military Park. GBMA transferred its holdings to the U.S. War Department, which assumed administration of the battlefield.

The Creation of Gettysburg National Military Park - Improvements of the Commission and War Department

The 1895 law establishing the park expanded upon the 1893 Commission Act, authorizing the federal government to preserve for the American people the "important topographic features of the battlefield" and to preserve and mark battle positions. The law gave the Commission the tools to protect the historic and natural resources that comprised the battle setting in 1863. The Commission's preservation and memorial activities ultimately overlaid a distinct, formal, commemorative landscape on the original landscape of the battlefield.

Creation of a park at the war's most celebrated battlefield stirred national and veteran interest in the site. Veterans saw the park as a visible and fitting reward for past services, but it also had a large national appeal. The commemoration of southern military units on northern soil, undertaken by the United States government, strengthened bonds between battle veterans and reinforced the ties between the two sections of the country. The park became a symbol of national unity and a benchmark for reunification, a symbol that was never more obvious than at the grand reunion of Civil War veterans held at Gettysburg in 1913, at the occasion of the 50th anniversary of the battle.

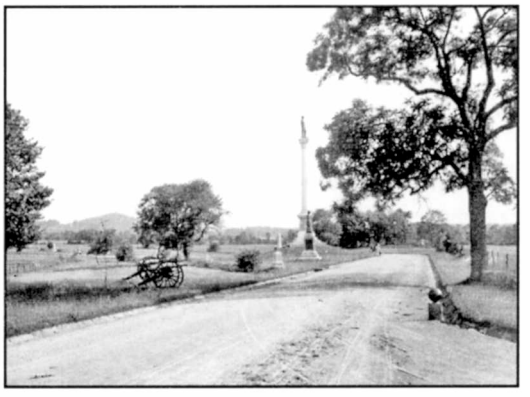
To develop the park, the Commission first acquired the strips of land that comprised the Confederate battle lines. Determining and marking the lines of battle was the first order of business, and the Commission threw itself into the effort, marking the positions of each brigade and artillery battery not yet marked on the field. More than 400 surplus cannon, some of which actually saw action in the 1863 battle, were placed on the field in the locations from which they were engaged. The Commission improved existing avenues and built new ones.

Over the next two decades, the Commission also added distinctive design elements such as specially designed bridges, copings, observation towers, shell stones and fencing designed by Emmor B. Cope, the park engineer. These elements were imposed on only a small part of the battlefield: the avenues and the areas around the monuments that lined them. This designed part of the park was obviously of newer construction, and was physically and visually separate from the older rural, vernacular landscape which was the field of battle. The formality of the Victorian era, and the desire of the Commission to provide "complete order," produced a formal, commemorative, linear landscape of avenues, from which the greater battlefield was seen from controlled points and observation towers.









Above, left: *Dedication of the 17th Connecticut Memorial, 1884, by veterans of the battle (Source: GNMP)*

Above right: *Veterans reunite at the angle, 1913 (Source:* GNMP)

Below, left: *Construction of the Telford Avenues, part of the E.B. Cope design for the commemorative landscape, 1894. (Source: W.H. Tipton, National Archives)*

Below, right: *South Hancock Avenue during the Commemorative Period displays many features (curbs, bollards, and fencing) which have been removed. (Source: W.H. Tipton, National Archives)*

In the actions they took, the Commission established as a major principle the preservation of existing topography and features of the 1863 battlefield. Within the narrow commemorative corridors, care was taken to ensure that avenues and monuments were built in such a way as to keep the 1863 topography and features intact. Elsewhere, the Commission maintained woodlots in their historic condition, reforested areas that were wooded during the battle but where trees had died or been cut, and maintained historic field sizes, fence lines, patterns and farm boundaries. The philosophy was one of preservation, not improvement.

The Commission worked with farm lessees to preserve significant features of the battlefield. On these farms, as on privately-held battlefield land, a few buildings might have changed, burned barns might have been replaced by new structures, outbuildings added, and orchards expanded or moved. However, the Commission ensured that the general arrangement and spatial qualities of a building complex continued to reflect the 1863 conditions. When development that would compromise the integrity of battle areas was threatened, the Commission condemned the land and took ownership. These actions, combined with the very low population growth in the area, helped preserve the great majority of historic farm boundaries, fencelines, woodlots and other features present in 1863.

In 1922, the management of the battlefield was transferred from the Commission to the Quartermaster General of the War Department. Emmor B. Cope, the park engineer largely responsible for the design and establishment of the commemorative landscape, became its superintendent. Upon his death in 1927, the philosophy of preservation, not improvement, abruptly changed. Within a month of his death, the new managers began modernizing the park, widening and straightening avenues to allow for higher-speed automobile traffic, and removing the fences and stone details that characterized Cope's design. They also began a campaign to modernize agricultural practices.

The National Park Service Era

In 1933, the park was transferred to the administration of the National Park Service (NPS). The park then included 2,530 acres of land and 23.2 miles of avenues, 1,728 monuments and commemorative structures, and 18 farms. NPS continued updating Cope's design to meet the needs of the first generation that had not lived through the trauma of the Civil War.

Several factors caused NPS managers to change the veteran-designed plan. Although tourism was increasing in importance to the local economy, the surrounding area continued to rely primarily on agriculture. Competition, mechanization, and expanding urban markets during the Depression years of the 1930s began to have an impact on the farming practices that had remained stable for the 70 years following the battle. NPS was one of the leaders in encouraging change. NPS understood its mission to preserve the land across which the battle was fought literally and consequently placed the highest priority on conservation of the soils of the battlefield. NPS began an active campaign to remove historic fences, combine fields, drain wetlands, and remove boulders. Woods were allowed to grow up in areas not useful for modern agriculture. Soil erosion plans changed plowing patterns, and the increasing use of machinery forced additional changes to the traditional spatial organization that had characterized the 1863 battlefield. This practice of accommodation of modern agriculture continued into the 1990s, and the changes permitted by each generation of managers have accumulated. As a result, the pattern of lanes, farm fields, and woodlands that characterized the historic landscape is obscured.

The second factor changing the battlefield was tourism. In the first two decades of this century, construction of two railroads to Gettysburg and the introduction of the automobile had encouraged development of a tourism industry resulting in increased visitation to the battlefield and national cemetery. The Lincoln Highway, now U.S. Route 30, begun at the 50th anniversary of the great battle, passed through the heart of Gettysburg and the battlefield.

By the 1920s and 1930s, tourist related businesses had begun to intrude on privately-held areas of the battlefield. For example, gas stations, tourist courts, food stands, and other uses catering to tourists began to crowd the field of Pickett's Charge. The Commission's practice of acquiring just the lines of battle and leaving the battleground to the care of its traditional owners could not protect the land where the soldiers fought and died from the pressures of 20th century development. NPS managers thus began a process of acquisition and consolidation of battlefield lands that ultimately doubled the size of the park. Although NPS had broad authority to acquire land in the 1895 establishing law, Congress had never established a formal boundary for the park; land acquisition proceeded based on the threat of imminent change.

The visiting public was changing as well. In the first 50 years after the battle, visitors were often veterans or survivors and their families who wanted to revisit the sites of their personal experience. But as the Civil War generation died, and a new generation without personal memories of the place began to visit the park, the need for educational programs, maps, tours and other tools to help them understand the battle became evident.

Providing for visitor services was of first importance to NPS. The Public Works Administration built restroom and entrance facilities for the park in the 1930s, and NPS used Works Progress Administration employees to answer questions, count visitors and study management of visitors. By the late 1930s NPS had established a downtown visitor center and hired historian/interpreters to answer questions for visitors, explain battle history, and undertake some of the research necessary to manage the park. By the 1940s, a self-guided tour brochure was developed to assist visitors in understanding the battle.

In 1945, after acquiring the 356' long cyclorama painting, "Battle of Gettysburg," NPS decided to build a center in the park to display it. In the late 1950s, as a part of NPS' Mission 66 initiative, the firm of Neutra and Alexander was chosen to design the building. After considerable discussion and correspondence, the concept and location for the building were redefined so that the building would not be adjacent to Emmitsburg Road, as originally conceived, but constructed on the ridge and in the southern portion of Ziegler's Grove. Construction began in 1960 and the building opened to the public in March 1962. (More information about the cyclorama painting is found in Section 3.1 of this document)

Adjacent to the Cyclorama Center is the structure that is now the park Visitor Center, acquired in 1971. The building was originally built as a residence in 1921 by George Rosensteel and was used to house the collection of battle and Civil War artifacts begun by his Uncle John within days of the end of the battle. Over the years, the Rosensteel family added to the collection and to the building, operating it as the Gettysburg National Museum. NPS bought the building intending to demolish it. However, NPS has never received funding to build a new center, so the building is now the center for visitor operations, and contains the popular electric map, the park's exhibits of artifacts, a bookstore, offices, and collections storage.

In June 1977, the Advisory Council on Historic Preservation published its "Plan to Preserve the Historic Resources of the Gettysburg Area," which included recommendations for the NPS to

remove both the Electric Map and Cyclorama buildings. All NPS planning efforts through the 1970s and into the early 1980s were consistent in proposing the eventual elimination of these buildings. Preliminary recommendations for the Visitor Center building included its use as merely an interim informational and orientation facility, and not the park's interpretive museum (the cyclorama building fulfilling that function). NPS proposed redesign of the building in order to perform these minimal tasks and thereby free up space in the old exhibit rooms for collections storage and custodial care labs. Ultimately, NPS wanted to build a new facility elsewhere within the park to replace the building and to move the visitor orientation function to the first day's battlefield north of town.

However, as the General Management Plan planning process evolved through 1980, the relocation of the visitor services function was eliminated because of local opposition and the delay of programming for a U.S. Route 30 bypass (which was an integral part of that earlier relocation effort). As early as 1974, NPS had assessed the consequences of such inaction: "It would cause the building to be retained as the Visitor Center with its high visitor and vehicle impact on [an already] heavily impacted area." In addition, the building's configuration promised "low adaptability for the increasing numbers of visitors and vehicles." Because NPS recognized the need for appropriate storage and accountability for its object collections, primarily housed in the Visitor Center building, it subsequently proposed an administrative and collections storage complex in the old Fantasyland amusement park, east of Taneytown Road and south of the existing visitor center. This multimillion-dollar project was never funded through the NPS line-item construction process.

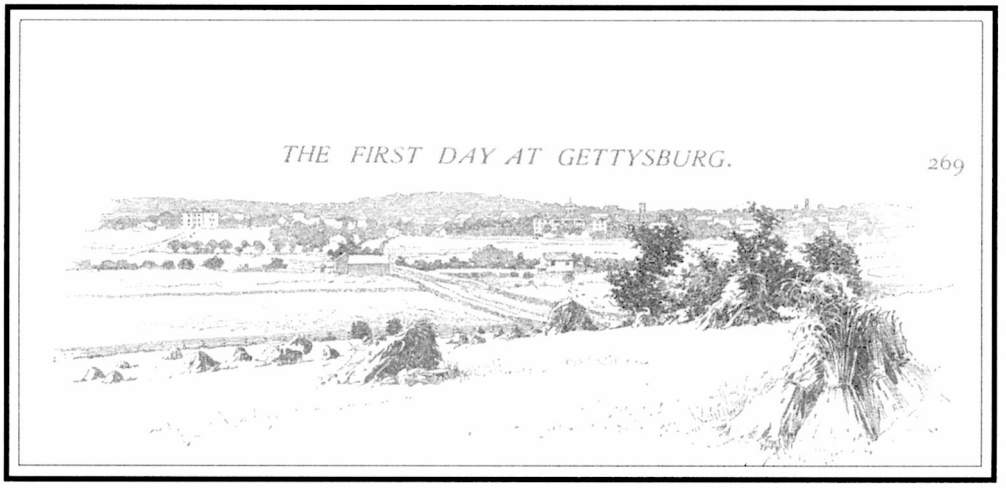
The last General Management Plan (GMP) for Gettysburg National Military Park was completed and approved in 1982. This plan indicated Development Subzones at the current location of the Visitor Center and Cyclorama Center (which were assumed to remain in their current location) and at Fantasyland amusement park. After the completion of the 1982 GMP, NPS realized that the existing brick building would need to serve as the Visitor Center for at least the next 10-15 years and began efforts to redesign the exhibit halls in order to enhance visitor interpretation and protect incorrectly or inadequately mounted exhibit objects. In 1988, the first of these newly refurbished exhibit halls was formally dedicated as part of the park's 125th Anniversary activities.

In 1988, the NPS completed, at the direction of Congress, a Boundary Study to respond to requests for additional land acquisition and to establish a permanent and widely accepted boundary, as well as authorize appropriate cooperative efforts with local communities and other entities to protect the historic setting of the park and its resources. In response to concerns of the park and the public, and responding to the directives of Congress in Public Law 101-377, in 1993 NPS completed a Land Protection Plan, recognizing that actions to implement the Boundary Study recommendations were underway and that other lands outside the park boundary were still important to the park and its setting and suggesting potential actions and initiatives which might be encouraged to protect park resources.

Today the park includes 5,989 acres of land, 1,830 monuments and cannon, 31 miles of historic avenues and 147 historic buildings. The park averages over 1.2 million visitors per year in its Visitor Center, more than double the number when the 1982 GMP was completed, and more than 1.7 million visitors per year on the field. Most visitors still see the field while on an automobile or bus tour, traveling the avenues that mark the lines of the Confederate and Union forces.

Chapter 1
Purpose and Need for Action

1



(Source: Battles and Leaders)

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1.1 PURPOSE AND STRUCTURE OF THIS REPORT

This document serves two purposes: (1) it is a **Final General Management Plan (GMP)** for Gettysburg National Military Park and; (2) it is also a **Final Environmental Impact Statement** that assesses the probable impacts of the GMP proposal and its alternatives.

1.1.1 Purpose of the General Management Plan

A General Management Plan (GMP) is prepared and periodically updated for each unit of the National Park System in order to help NPS, in consultation with the public, decide what resource conditions and visitor experiences a park should provide, and why. Each GMP defines the basic philosophy of park management and provides broad guidance to park managers who make hundreds of decisions each year that can affect a park's resources and its visitors. A GMP sets direction for resource protection and visitor use in consultation with the public, and NPS adopts its findings and uses them to guide the management of a park for 10 to 20 years. In short, it tells park managers what they should be doing, and why.

To do this, the park must clearly define and understand its **purpose, significance, mission,** and **mission goals**. An understanding of the park's purpose, or the reason it was set aside and preserved by Congress, and its significance, the definition of what is important about the park, help focus efforts and limited funding on the resources that matter most. The purpose and significance of the park are summarized in its mission. Mission goals describe the ideals NPS strives to attain in a park and the general conditions that must be met for the park to achieve its mission. Taken together, the purpose, significance, mission and mission goals describe a vision for the park's future.

Management prescriptions are the core of each GMP and provide the foundation for all subsequent decision-making in the park. Management prescriptions further define mission goals. These detailed statements clearly define the specific resource conditions and visitor experiences that are to be achieved and maintained for the park's various resources and areas over time. The kinds and levels of visitor use, management actions, and development that are appropriate for maintaining those desired conditions are identified. Management prescriptions become the primary source of reference for park managers and staff, who must determine if a specific action to be taken is consistent with the direction established and agreed upon for the park.

Because there may be different approaches to park use, management and development, the process for developing general management plans investigates a range of **alternatives** that may allow a park to achieve its mission and mission goals. To help the public and NPS understand what would happen if an alternative were adopted, the **impacts of each alternative** on the natural and cultural environment are described and compared. These descriptions are contained in the **Environmental Impact Statement**, which is prepared to satisfy the requirements of the National Environmental Policy Act of 1969, as amended. After a full range of alternatives has been described, NPS in consultation with the public chooses the alternative to be implemented.

1.1.2 Structure of the Report

The Forward to this document provides a brief history of the battle and the battlefield preservation, providing a context for the park's evolution and change. The plan is divided into 5 chapters:

- **Chapter 1: The Purpose and Need for Action** — describes why the GMP has been prepared, the park's purpose, significance and mission goals, and the issues and related planning concerns that have influenced the planning process.
- **Chapter 2: Alternatives** — describes the four alternatives that are being considered, as well as other alternatives considered but not analyzed in detail.
- **Chapter 3: The Affected Environment** — describes the natural, cultural and socioeconomic environment potentially affected by implementation of the alternatives.
- **Chapter 4: Environmental Consequences** — describes the potential impacts that would result from implementing each of the alternatives. This section describes the methodologies used to assess impacts, identifies impacts common to all action alternatives, and describes a series of resource and other impacts to enable comparison of the consequences of each alternative.
- **Chapter 5: Consultation and Coordination** — describes public involvement and agency coordination during the planning process and identifies the principal parties who prepared and who commented on this document.

The **Appendices** includes additional information and cost estimates, as well as an identification of related technical studies used or undertaken in coordination with the GMP process.

The alternatives are described in terms of management prescriptions that define conditions to be attained; these provide a framework for future decision-making. Typically, site-specific details and recommendations are not included in the GMP alternatives, since the GMP is intended to provide a framework for more detailed management decisions. Therefore, the environmental impact statement is programmatic; that is, it presents an overview of potential impacts that may result if an alternative is adopted. In the future, if site-specific decisions are considered that require additional analysis of impacts, more detailed assessments of impacts may be prepared as a part of implementation planning.

1.2 THE ORIGINS AND LEGISLATIVE HISTORY OF THE PARK

The land associated with the Battle of Gettysburg was recognized as a special place worthy of extraordinary preservation and commemoration almost immediately after the July 1863 battle. By the time Lincoln arrived for the dedication of the Soldiers' National Cemetery in November of that year, significant preservation efforts had already occurred. An overview of the history of the park is presented in the Forward to this Report and is summarized below.

1.2.1 Gettysburg National Military Park

Before it became a Federal park, portions of the Gettysburg Battlefield were preserved by local citizens and then by the action of the Commonwealth of Pennsylvania. Six weeks after the battle in 1863 efforts were underway to preserve Little Round Top, Cemetery Hill, and Culp's Hill –

places that had become familiar to most Americans after 1863. The Gettysburg Battlefield Memorial Association, incorporated by an Act of the General Assembly of Pennsylvania, was established:

> *. . . to hold and preserve the battlegrounds of Gettysburg, on which were fought the actions of the first, second and third days of July, Anno Domini one thousand eight hundred and sixty-three, with the natural and artificial defenses, as they were at the time of said battle, and by such perpetuation, and such memorial structures as a generous and patriotic people may aid to erect, to commemorate the heroic deeds, the struggles, and the triumphs of their brave defenders.*
> (An Act to incorporate the Gettysburg Battlefield Memorial Association, April 30, 1864.)

The attitude of the earliest battlefield preservationists reflected a change in what, in the past, had been considered important about remembering battles and their sacrifices. The preserved battlefield was intended to be more than just a reminder of the battle. Saving as much of the landscape of the battle was important because Americans had begun to care deeply about the tens of thousands of individual soldiers and volunteers who had fought and died here. As J. B. Jackson has noted, the sites of their sacrifice and the ability to understand what these individual soldiers had accomplished explains the need perceived by early preservationists to preserve the thousands of acres of land across which the battle was fought.

Thirty years later, as the desire for reconciliation between the north and the south became a national priority, Americans recognized the need to preserve and commemorate the Confederate as well as the Union battle lines. On March 3, 1893, President Grover Cleveland signed the Gettysburg Battlefield Commission Act establishing a Federal role at Gettysburg. The commission was created for:

> *. . . preserving the lines of battle at Gettysburg, Pennsylvania, and for properly marking . . . the positions occupied by the various commands of the armies of the Potomac and of Northern Virginia on that field, and . . . for opening and improving avenues along the positions occupied by troops upon those lines, and . . . to mark [these positions] with suitable tablets, each bearing a brief historical legend, compiled without praise and without censure.*
> (An act for marking the lines of battle and positions of troops of the Army of Northern Virginia at Gettysburg, Pennsylvania and for other purposes. Sundry Civil Appropriation Act, 27 Stat. 599, March 3, 1893.)

In 1895, the U.S. Congress made Gettysburg the third national military park in the United States. Among the purposes of the park was the instruction to:

> *. . . acquire . . . such lands in the vicinity of Gettysburg, Pennsylvania. . . which were occupied by the infantry, cavalry and artillery on the first, second and third days of July, eighteen hundred and sixty-three, and other such adjacent lands . . . necessary to preserve the important topographical features of the battlefield.*
> (An Act to establish a national military park at Gettysburg, Pennsylvania. 28 Stat. 651, February 11, 1895.)

Other purposes of the act included the preservation and protection of monuments and ornamental structures, the proper marking of the positions of the armies, historical research and protection of the vegetation, battle relics, wildlife and defense works of the park.

In 1933, NPS took over the management of the battlefield from the War Department. NPS management of the site was predicated upon the 1893 and 1895 Federal legislation, and procedures NPS developed especially for the management of battlefield parks.

In 1990, Congress established a new boundary for the park. One part of the legislation directed that:

> *. . . In administering the park, the Secretary [of the Interior] shall take such action as is necessary and appropriate to interpret, for the benefit of visitors to the park and the general public, the Battle of Gettysburg in the larger context of the Civil War and American history, including the causes and consequences of the Civil War and including the effects of the war on all the American People.*
> (An Act to revise the boundary of Gettysburg National Military Park in the Commonwealth of Pennsylvania, and for other purposes. P.L. 101-377, August 17, 1990.)

The legislation also created a special mandate for NPS, to allow it to preserve and care for monuments and tablets commemorating the battle but located outside the park boundary. To do this, NPS may enter into agreements with landowners and expend Federal funds to maintain monuments and tablets.

1.2.2 Soldiers' National Cemetery

Like the battlefield, the Soldiers' National Cemetery was established first by local citizens and then by an act of the Commonwealth of Pennsylvania. The Act to Incorporate the Soldiers' National Cemetery was passed by the Pennsylvania General Assembly on March 25, 1864. The Cemetery was transferred to the stewardship of the Secretary of War of the United States on May 1, 1872, and then to the National Park Service when it became the manager of Gettysburg National Military Park.

1.3 PARK PURPOSE STATEMENTS

NPS has summarized the preceding legislation in *purpose statements*. Purpose statements capture the reasons for which a park was set aside as part of the National Park System and provide the most fundamental criteria against which the appropriateness of all plan recommendations, operational decisions and actions are tested. The purposes of Gettysburg National Military Park are:

- To preserve the significant topographical, natural and cultural features that were significant to the outcome of the Battle of Gettysburg.
- To mark the lines of battle, and to preserve the monuments and markers that commemorate the struggle.
- To provide opportunities for people to learn about the Battle of Gettysburg in the full social, political and cultural context of the Civil War and American History.
- To preserve the objects, artifacts and archives that document the battle, its aftermath and commemoration.

The purpose of the Soldiers' National Cemetery is:

- To preserve and protect the Soldiers' National Cemetery as a suitable and dignified burial ground for the men and women who have been interred in it and as the site of the address delivered by Abraham Lincoln, President of the United States, at Gettysburg on November 19, 1863.

1.4 SIGNIFICANCE

Gettysburg National Military Park is nationally significant as the site of the Civil War Battle of Gettysburg, the Soldiers' National Cemetery, and the commemoration and preservation of the battleground. The battle was the largest and most costly in human terms to occur on the North American continent. It lessened the Confederacy's ability to successfully wage war and contributed to the ultimate preservation of the United States. The creation of the Soldiers' National Cemetery, and Abraham Lincoln's Gettysburg Address, heightened Americans' sense of the meaning and importance of the war. The national park inspired by those who experienced the Civil War preserved major features of the 1863 battlefield and commemorated the valor and sacrifice of participants. These elements make Gettysburg a place where Americans continue to remember and honor those whose struggle led to a united nation.

The enduring legacy of Gettysburg and its place in the nation's history provide a rare opportunity to discuss the social, cultural and political changes that brought about the Civil War and that were occasioned by it. The Civil War was a dramatic national struggle that touched the lives of every American alive then. The war, this battle, and the Gettysburg Address helped define the ideals of freedom that we, as a nation, still strive to achieve today.

The history represented by the park is expressed in six major themes:

- The Civil War was the result of decades of increasing divisiveness that pulled the nation apart economically, socially and politically.
- The Gettysburg Campaign was directly influenced and shaped by the 1863 strategic military/ political situation of the nation. The evolution, conduct and eventual outcome of the campaign and battle were directly related to the geography, topography, and landscape features of the region, as well as to the tactics, leadership and organization of the respective armies.
- The soldiers who fought at Gettysburg were for the most part battle hardened veterans who attempted to do their duty. Their backgrounds varied as much as their reasons for being here. Their experience in combat and the aftermath of battle were both uniquely individual and universal.
- The Battle of Gettysburg touched the lives of civilians both near and far. Farmers whose land became battleground, citizens in town, those who tended the wounded, buried the dead, or came to locate a friend or loved one were forever changed by their experience here. The tremendous human cost of Gettysburg touched and changed the lives of families, neighbors, and the general population in small towns and large cities of both the North and the South.
- With the Gettysburg Address President Abraham Lincoln focused the nation's attention on the cost, meaning and consequences of the Civil War. He spoke to a "new birth of freedom," a charge that still challenges us today.
- The thousands of monuments, markers, memorials and gravestones at Gettysburg National Military Park commemorate the experience of individuals associated with the battle, and establish a personal link between the battlefield and other places and people across the nation.

1.5 THE PARK MISSION

The park mission statement sums up NPS' understanding of why Gettysburg National Military Park was created and why it matters to Americans:

> ***The mission of Gettysburg National Military Park is to preserve and protect the resources associated with the Battle of Gettysburg and the Soldiers' National Cemetery, and to provide understanding of the events that occurred here, within the context of American history.***

Mission goals are the most general of three successively more specific kinds of goals NPS uses to implement the Government Performance and Results Act. Park mission goals, although based on the NPS's servicewide mission goals, are specific to each park and reflect that park's purpose and significance. Mission goals are expressed in terms of desired resource conditions and appropriate visitor experiences.

Gettysburg NMP has established four mission goals that articulate in very broad terms the ideals NPS will strive to attain. The alternatives in this draft general management plan investigate different ways that park managers may achieve these mission goals. These mission goals have been used to organize the alternatives presented in this General Management Plan and as the means of investigating a range of management choices.

The four mission goals for Gettysburg NMP and the Soldiers' National Cemetery are:

Mission Goal 1: Land and Resources. *The landscapes, buildings, monuments, structures, archeological sites, artifacts and archives that are significant to the outcome and commemoration of the Battle of Gettysburg are protected, rehabilitated and maintained in good condition.*

This mission goal encompasses the broad legislative mandate of the National Park Service and related legislation specific to the Gettysburg Battlefield. It tells managers to consider the broader context of historical events while preserving and interpreting park resources. To respond to this mission goal, park managers must clearly understand park resources, how they are related to resources beyond park boundaries, and what resource conditions should be attained.

Management prescriptions (refer to Section 2.3) related to Mission Goal 1 will provide specific guidance regarding the conditions to be attained in order to protect historic landscapes, structures and objects, research collections, archeological resources and natural systems that are relevant to the purpose and significance of the site.

Mission Goal 2: Interpretation and Visitor Experience. *The public understands and appreciates the significant events associated with the Gettysburg Campaign and its impact upon the development of the nation.*

Visitors have better experiences in a park when they understand the significance of its story and resources. Information, orientation, interpretation and education are park activities that help visitors discover the most significant meanings to them and that help them make connections between the tangible resources of the park and the intangible values and meanings that the resources represent. The park has established three interpretive outcomes that should be achieved for visitors as a result of their visit to the site:

(1) Visitors understand the significance of the Gettysburg Campaign in determining the outcome of the war.

(2) Visitors understand the personal, social and economic impacts of the battle and the Civil War on individual soldiers and noncombatants.

(3) Visitors understand how the Gettysburg Address redefined the meaning of the Civil War and led toward the reunification of the nation.

Management prescriptions related to Mission Goal 2 will indicate the visitor experiences that should be attained and sustained over time in order to achieve the park's interpretive goals.

Mission Goal 3: Visitor Use and Facilities. Visitors safely enjoy high quality educational experiences accessible to all segments of the population.

Visitor safety and the quality of the visitor experience are affected by park programs, facilities and services, whether provided by NPS, licensed battlefield guides, the park's cooperating association or nonprofit partners, or private entities. Convenient park facilities, that do not harm or infringe upon significant or contributing park resources, and services and interpretive opportunities that are available when visitors need them are important to enjoyment of the park. Also important is developing a diversity of facilities and services that provides a range of appropriate activities (at various prices and levels of expertise and interest) for park visitors. Park facilities and resources should be accessible and available to special populations. Recreational opportunities must be consistent with the park's purpose and significance and not harmful to resources or park visitors.

Management prescriptions that result from Mission Goal 3 will identify the kinds and levels of visitor use, management and development that are appropriate for achieving and maintaining the desired resource conditions and visitor experiences.

Mission Goal 4: Partnership and Cooperative Actions. Public and private entities understand the park's mission and act cooperatively to protect and interpret resources related to the Gettysburg Campaign and its commemoration.

Gettysburg National Military Park needs partners to achieve the first three of its mission goals. Like all national parks, Gettysburg struggles to find human and fiscal resources to meet the increasing needs for protection of its resources and to fulfill the expectations of its visitors. At this park, with its long history of cooperative actions, partnerships are an obvious way to help find solutions to the twin problems of insufficient means and increasing demands. Many existing partnerships and areas of cooperative activity with public bodies, civic groups, nonprofit entities, and private sector interests are crucial to the day-to-day operation and long term management of the park. Partners bring with them special interests and attitudes toward the park and its resources. Some of the park's most important partners include:

Gettysburg National Military Park Advisory Commission: The park's Federal advisory commission provides a public forum within which the park can solve problems, work with adjacent communities, and provide regular information to the public.

Eastern National: The park's nonprofit cooperating association, Eastern National currently operates the park book and museum store, the Cyclorama and Electric Map Programs. The cooperating association donates the revenue from these operations to support interpretation and resource management at Gettysburg and other National Park sites.

Licensed Battlefield Guides: Since the 1870s, local citizens have been providing tours to visitors. In 1915, the War Department began regulating and licensing official park guides. Today, licensed battlefield guides provide tours to several hundred thousand park visitors each year, and provide an interpretive service that NPS could never afford to provide for its visitors.

Friends of the National Parks at Gettysburg: The Friends provide support and raise money to preserve land, improve interpretation and protect the park's setting. The 10,000 plus members of the

Friends have taken initiatives to purchase key parcels of land within and outside the park boundary, and to undertake significant advocacy and public information efforts.

Site Volunteers: Many interested citizens provide day-to-day services to visitors, by serving as members of Park Watch, volunteering in the visitor centers, adopting a position on the field of battle, and many other activities. The park's dedicated volunteers free Park Service personnel to focus on critical public safety, maintenance, and interpretive efforts and greatly enhance NPS' efforts to protect resources and serve visitors.

Civil War Roundtables and historical interest groups: These experts and enthusiasts fulfill many roles, including assisting in battlefield maintenance through the Adopt-a-Position Program and providing living history demonstrations through special permits.

Municipal and Regional Governments: The Borough of Gettysburg, surrounding townships, and Adams County initiate many cooperative improvements and undertake historic and landscape preservation initiatives in the areas surrounding the battlefield. In addition, the park depends upon these communities and partners for services critical to the park and the health and welfare of its visitors, including fire protection, ambulance service, water and sewer, and other services.

Local Preservation Organizations: Of particular interest to both NPS and the community is the health of the historic core of Gettysburg, the site of intense action during the 1863 battle. The community has created a "Main Street" program to conserve and revitalize the downtown. The *Gettysburg Pathways* project, funded by the borough, Adams County, the Commonwealth of Pennsylvania, the citizens of Gettysburg, and NPS, has developed an interpretive path that links the historic downtown to the National Cemetery and the park. The Gettysburg Battlefield Preservation Association helps purchase lands and protective easements for the park, and serves as an advocacy and watchdog group on actions affecting the park.

Local and Regional Educational Institutions: Local and regional colleges and universities, particularly Gettysburg College, provide scholarly information and assistance to the park on many issues. Local and regional school districts partner with the park to provide programs to students regarding the Battle of Gettysburg and the Civil War.

National Preservation Organizations: the National Parks and Conservation Association, the Conservation Fund, the National Trust for Historic Preservation and many others provide assistance, guidance and expertise to the park. Their experience and assistance are crucial to the park's ability to ensure that its actions are appropriate and in the best interests of long term preservation of its resources.

Local Tourism Agencies and Businesses: Local agencies want to build upon the park's stable base of visitors to strengthen the local economy, increase visitor stays and attract more people. The for-profit community provides food, lodging and entertainment and looks for ways to draw park visitors to their businesses.

Local citizens: The local community has many interests in the park. Agricultural permittees rent some of the park's open land and farm it, which continues agricultural uses within the park. The neighborhoods that border the park have a vital interest in what happens here, as well.

State and Federal Government Partners: The Pennsylvania Historical and Museum Commission, the Pennsylvania Department of Environmental Protection, The Pennsylvania Department of Conservation of Natural Resources, U.S. Fish and Wildlife, U.S. EPA and many other state and Federal agencies provide advice, consultation and support to Gettysburg NMP.





Above: *Licensed battlefield guides are a critical part of the park's interpretive programs and reach a significant percentage of visitors. Demand for their services and for specialized and creative interpretation will continue to grow. (Source: GNMP)*

Below: *Wayside exhibits in the town are part of the Borough of Gettysburg's Pathways initiative. Opportunities are plentiful to expand interpretive programs into the borough and to complement this local initiative. (Source: GNMP)*

The diversity of partners and cooperators ensures a lively debate and level of interest on any item affecting Gettysburg National Military Park. Partnerships and cooperative programs will continue to be a part of successful park management for many reasons. *Cost effectiveness* can be achieved by engaging partners in park programs, recognizing that the National Park Service is unable to unilaterally finance all desired activities within the park. *Intergovernmental cooperation* is essential, as the park surrounds the Borough of Gettysburg and includes land in several townships, requiring cooperative efforts in land and resource management. *Citizen cooperation* through interaction with entities who are chartered to support Park Service operations and whose interests coincide with the history of Gettysburg continues a long tradition, starting with the original citizen initiatives to acquire and preserve the battlefield in the 1860s.

Management prescriptions that result from this mission goal will help define the partnership activities that are appropriate, necessary and desirable in order for the park to attain the resource conditions and visitor experiences described.

1.6 WHY IS THE PLAN NEEDED?

The current General Management Plan for the park was approved in 1982. It is no longer adequate to address the policy and operational issues now facing Gettysburg National Military Park. The public, the interdisciplinary GMP team, and the park's staff have raised many issues that have been considered as a part of this plan. These issues are reviewed below, organized in relationship to the park's Mission Goals, and provide some insight into the challenges facing the park in realizing them.

1.6.1 Issues Related to Mission Goal 1: Land and Resources

How should the lands acquired since the 1982 GMP be managed? Since the release of the 1982 GMP, the park has had major changes in its responsibilities. In 1990, new legislation added 1,794 acres to the authorized boundary, increasing the park's size by one third. Most of this land is privately owned. NPS is acquiring interests in these properties, and a framework for their management must be developed.

How should the park's historic landscapes be managed? Since the last GMP was completed, an additional level of national significance for the park is now recognized in the park's National Register of Historic Places documentation: the commemoration of the battle by its survivors. This means that there are three nationally significant landscapes at Gettysburg NMP: the landscape of the battle of Gettysburg, the Soldiers' National Cemetery, and the landscape of the commemoration of the battle by its veterans. The national significance of the commemorative landscape was not recognized or planned for in previous park management documents, which regarded much of the park's commemorative landscape, including its avenues, as park development zones. The commemorative environment at Gettysburg NMP contributes to the special sense of place of the park, has a history which is in excess of 100 years, and is a significant historic resource in its own right. The GMP will consider the appropriate management of these nationally-significant commemorative corridors.



Above: *These field patterns (here in 1986) are the result of modern farming techniques. These methods benefit farmers and reduce erosion, but modify and obscure the 1863 battle landscape. (Source: GNMP)*



Right: *Codori Farm at Pickett's Charge is one of the original farm complexes which will continue to be preserved as an important feature of the 1863 battlefield setting. (Source: GNMP)*

What is the appropriate level of rehabilitation for the historic landscape of the park? Preserving the historic landscape of the battle is the fundamental purpose of the park. Although the natural and topographic features of the battlefield were the basis for the tactics with which the battle was fought, the National Park Service had never cataloged those features. Traditionally, park preservation has focused on man-made features. Although historians and interpreters understood and discussed the significance of the natural features of the park, NPS managers usually treated

these features as natural resources rather than as cultural features. For example, managers made little attempt to keep boundaries of wooded areas at their historical limits. This meant that a very significant feature of the battle landscape, the pattern of open and wooded terrain that determined where the armies moved and why, was lost or obscured. As a result, critical battle views and avenues of approach have been obscured in large sections of the battlefield, including Culp's Hill and between Warfield Ridge and Little Round Top. The GMP will consider various means and levels of rehabilitation and treatment of these landscapes.

What is the role of the park's agriculture program in the preservation of its historic landscape? The 1982 GMP continued the major management direction adopted by NPS in the 1930s – continual modernization of the park's agricultural program. However, this goal is in direct conflict with the mandate to protect natural and cultural features that were significant to the outcome of the Battle of Gettysburg. Many features of the 1863 battle landscape, including field topography, historic lanes, fence lines, wetlands and watercourses, orchards and farm boundaries, were modified or eliminated to increase field sizes and permit the use of modern mechanized farm equipment. Consequently, after decades of managing the park to meet the needs of modern agriculture, much of the landscape can no longer fully communicate its history and significance.

In the late 1980s, a policy to manage the battlefield as an 1895 memorial landscape instead of a battle landscape was a public relations and resource management failure. This policy led to an appreciation by the public, historians and park staff of the importance of preserving, and where possible, rehabilitating or restoring the significant topographic, natural and cultural features of the 1863 battle. The GMP will consider principles to guide the park's agriculture program.

How can the thousands of historic structures in the park best be maintained? Buildings, breastworks, stone walls, monuments, equestrian statues and park avenues are just some of the thousands of historic structures found in Gettysburg NMP. They contribute to the park's significance, and are key elements that help visitors understand the course of the battle and the meaning of its commemoration.

Almost two decades of inadequate funding has meant that many park resources have been poorly maintained. Lack of appreciation of the park's meaning and purpose has led to a spate of vandalism and inappropriate use of resources. In 1998, Congress increased the park's budget by 1/3 to help meet the critical needs for monument preservation and resource protection. However, much work needs to be done to bring the park's resources up to an acceptable standard, and maintain them in good condition.

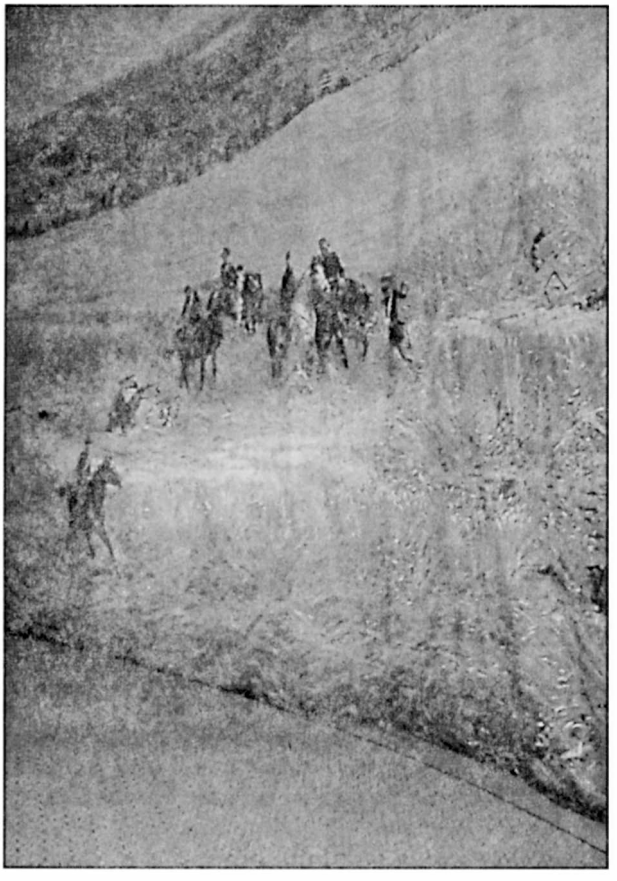
How can the park's collections and archives best be protected and maintained? The park's large and significant collection of historic objects and artifacts – numbering more than 43,000 individual items – are stored in basement storage rooms lacking appropriate temperature and humidity controls and inadequate fire and security protection. Used by battle participants, and gathered from the field or donated after the battle, the collection includes uniforms, weapons, spent ammunition, drums, battle flags and many other items. With the battlefield, it forms one of the most significant physical records of a major Civil War battle in the nation. Considerable damage has been done to these articles in the last generation, and the damage will continue to occur until the unfavorable environmental conditions can be corrected. The park also owns extensive archeological collections, numbering more than 86,000 items.

The park archives, including more than 350,000 items, are considered to be among the most significant document collections in the NPS. These records document the battle as well as preservation and commemoration of the battlefield, and without these items, the full story of the

Gettysburg Battlefield cannot be told. Like the collections, the park archives lack the environmental, fire and security conditions necessary to protect them.

The cyclorama painting, "Battle of Gettysburg," is exhibited to the public in a gallery that lacks proper humidity and environmental controls. Excess humidity is allowing moisture to collect between the canvas and the painting, causing damage. The painting is improperly hung, a condition causing large wrinkles in the canvas. Conservators believe that irreversible damage has already occurred, and will become worse, unless these conditions are rectified. They also believe that the painting cannot be appropriately conserved within the existing gallery. The costs for conservation of the painting probably range between $1,000,000 and $5,000,000.

How can the park's natural resources best be managed to balance environmental concerns with preservation of the park's historic landscape? The lack of proactive management of natural resources has created a number of issues. Many of the forested areas within the park have matured into even-aged stands with little natural regeneration. Over-browsing by deer, closure of the tree canopy and unrestricted growth of non-native species contribute to these conditions. (Over-browsing by deer has been curtailed and should be eliminated by 1999.) In addition to passive management within forested environments, the park has allowed cattle unrestricted access to streams and waterways, which has increased sedimentation and stream bank erosion. Wetlands have been compromised by installation of tile drains throughout the park. Timing of mowing has been based on hay production, which has detrimental effects on the presence and abundance of grassland birds. The GMP will evaluate ways to improve the environmental conditions of the park as its historic resources are preserved.



Left: *The Cyclorama painting is not housed adequately, resulting in buckling and wrinkling of the canvas. (Source: GNMP)*

1.6.2 Issues Related to Mission Goal 2: Interpretation and Visitor Experience

How can NPS best provide for GNMP's visitors' changing needs for interpretation? Visitors increasingly demand up-to-date interpretive museum exhibits and programs geared to their special interests and needs. Exhibits in the park's museum are out of date and do not provide a context for understanding the Battle of Gettysburg. Exhibits do not explain how the battle influenced the course of the Civil War, or why the battle continues to have meaning today. Little information is available about civilians and their role in the battle and its aftermath. The Visitor Center does not encourage visitors to find related sites in the Borough of Gettysburg or other sites important to the Gettysburg Campaign. The park is also nationally significant for the Soldiers' National Cemetery, the Gettysburg Address and commemorations of the battle, but these themes are not interpreted in the museum.



Left: *Interpretive ranger programs were only available to 88,000 of the park's 1.8 million visitors in 1997. (Source: GNMP)*

Ranger programs can and do provide a broader understanding of these themes and are in great demand, but ranger tours and special education programs reach only 88,000 visitors and students each year, less than 5% of the park's 1.8 million visitors in 1997. Visitor services staff has decreased by 20% since 1985 while park visitation has increased more than 23%. In the summer, a ratio of one ranger per 300 visitors during a program is not uncommon. A lack of basic facilities, including indoor classrooms, further limits NPS' ability to provide the programs desired by students and visitors. The GMP will set interpretive goals, develop revised themes, and consider various ways to meet visitors' educational and interpretative needs, while protecting resources from damage.

The park's licensed battlefield guides provide substantial interpretation to the public; guides give private tours to approximately 230,000 visitors a year. Guide programs generally focus on the tactics and movements of the armies during the three-day battle.



Left: *Visitors want to experience the battlefield in new and creative ways. Interpretive programs and resource protection actions must grow to meet these new demands on the park. (Source: GNMP)*

1.6.3 Issues Related to Mission Goal 3: Visitor Use and Facilities

How can NPS meet the need for visitor services at GNMP? The level and type of demand for visitor services at Gettysburg has changed. The park's visitor centers can no longer meet existing demand. In 1980, 493,000 people used the park's main Visitor Center; by 1997, that number had risen to 1,142,000, an increase of more than 230%. In addition, an estimated 289,000 people visited the Cyclorama Center. The Visitor and Cyclorama Centers are inadequate to meet this demand. Both buildings have health and safety problems. Neither building meets accessibility standards for the disabled. Both buildings lack adequate fire suppression and public galleries lack accessible fire exits. Major mechanical features do not work (and in some cases, cannot be efficiently replaced). Bathrooms are outdated and too few in number to support current levels of visitation. Parking is inadequate, and weekends between April and October routinely find 200 to 300 cars parked on the fields and lawns surrounding the centers. On these days, traffic congestion at the most visited sites becomes a problem. The GMP will look at ways to meet the increased demand for services.





Above, left: *The Visitor Center and book and museum store are often crowded. (Source: GNMP)*

Above right: *The Visitor Center parking lot is insufficient during peak seasons. (Source: GNMP)*

How can resource damage caused by changing patterns of visitor use be limited? More and more, both knowledgeable students of the battlefield and first-time visitors want to get off the avenues and lanes and experience the battle from the perspective of its participants. People want more ways to see and experience the park. This, combined with the increased number of visitors in the park over the last two decades, results in trampled grounds, significant erosion, and, in some cases, damage to commemorative monuments. On a battlefield where the resource is literally the ground that was contested, well-meaning and curious visitors are eroding the very surface of the park; the public is loving the battlefield to death. Few policies to help limit resource damage are in place. The GMP will consider appropriate ways to limit resource damage and provide the kind of access to fields people want.









Above, left: *Resource damage from horseback tours occurs on the field of Pickett's charge shown here) and through the park. (Source: GNMP)*

Above right: *Erosion and vegetation loss is caused by pedestrian traffic behind the Peace Light (Source: GNMP)*

Below, left: *Erosion around the Armistead Marker at the Angle. (Source: GNMP)*

Below, right: *Trails are worn by pedestrians who leave the paved paths on Little Round Top. (Source: GNMP)*

However, the greatest amount of resource damage comes from automobiles. The commemorative avenues that were built along the lines of battle form the path that most visitors use to experience the park. The avenues go through or lie on top of significant features that affected the outcome of the battle. Although NPS has invested significant time and funding in road renovations and signage, including providing one-way road systems that allow for extensive on-road parking, damage to resources still occurs. Damage occurs because cars and buses often park off the road surface, fail to negotiate curves, or pull-off near monuments instead of at parking lots. Finding ways to manage automobile and bus traffic is critical if sensitive resources adjacent to the avenue system are to be protected.

Another source of resource damage can be special park events. More and more, the park is faced with requests that it host events that are not related to the purpose of the park. These events – from weddings to fund raisers that support worthy local or national causes – use staff and can place a strain on the park's natural or cultural resources. The GMP will consider appropriate limits on events.





Left: *Landscape damage and resource degradation occurs throughout the park from vehicles pulling off the avenues. (Source: ICON)*

Right: *Resource damage on Reynolds Avenue from vehicles parking on the edge of the battlefield, beyond the edge of the avenue. (Source: ICON)*

How can staff working space be improved to facilitate proper NPS stewardship of this resource? Park staff is housed in more than seven different buildings along Taneytown Road and elsewhere in the park. The Maintenance facility is inadequate, in poor condition, and does not provide sufficient space to perform the specialized functions required to maintain adequately monuments, cannon and other historic structures.

1.6.4 Issues Related to Mission Goal 4: Partnerships

How can interpretive and preservation partnerships be established with the community? Members of the local community do not feel that the national park does enough beyond its boundaries to encourage interpretation and preservation of non-park owned battle resources. In particular, the lack of interpretation of the significant battle action in the town and of the role of the town's noncombatants during the battle is seen as weaknesses of the park's programs. The GMP will consider NPS' role in interpretation outside of its boundaries and partnership mechanisms to accomplish community goals.

How can communication between the park and the community be improved? The park nearly surrounds the Borough of Gettysburg, comprises a large part of Cumberland Township, and touches at least five other townships in and around the park. The fate of these small communities is tied to that of the park and actions taken by NPS have impacts on the communities. Improving relationships between NPS and the adjacent communities has been identified as a priority by local citizens who participated in the GMP process.

1.7 IMPACTS TO BE CONSIDERED IN ANALYZING THE PLAN

To focus analysis of potential consequences of the four alternatives, specific impact topics were selected for further analysis based on legislative requirements, resource information, planning issues, concerns expressed by the public, NPS and other agencies during scoping. Other impacts were eliminated from further evaluation. The description of the affected environment (Chapter 3), and then the assessment of environmental consequences (Chapter 4), focus on these impact topics.

Impact topics selected for further analysis include natural resources (soils, topography, floodplains, water resources, vegetation, wildlife, aquatic life, and prime or unique farmlands), cultural resources, landscape character and visual resources, socioeconomic environment, visitor use, traffic, and NPS administration and operations. The following topics are analyzed in detail in Chapter 4.

1.7.1 Land and Resources Impacts

Cultural Resources

Each of the Alternatives has the potential to have direct and indirect effects on cultural resources, including collections, historical and archeological resources.

Soils

Under Alternatives B, C and D, construction and operation of facilities would result in localized disturbance to soils. Although there are generally few constraints to construction from soils in Adams County, some locations have seasonally high water tables, granite outcroppings and bedrock close to the surface. These factors could present issues for planning and design of facilities.

Floodplains

Executive Order 11988 ("Floodplain Management") requires an examination of impacts on floodplains and of the potential risk involved in having facilities within floodplains. Portions of the park are within the 100-year and 500-year floodplains.

Topography

Many of the hills, ridges and other topographic features of the park were important elements that determined the tactics of the armies that met in Gettysburg in 1863. Their preservation is an important element in the conservation of the battlefield setting.

Water Resources

There is relatively little surface water in the park. The area is drained by Rock and Marsh creeks, and incorporates several of their tributary and intermittent streams.

Wetlands

There are small areas of wetlands throughout the park. Executive Order 11990, "Protection of Wetlands," requires Federal agencies to avoid, where possible, effects to wetlands. Construction activities, rehabilitation of the cultural landscape and management of the agriculture program may affect wetlands.

Threatened or Endangered Species or Species of Concern

The Endangered Species Act requires an examination of impacts of Federal actions on all Federally threatened or endangered species. NPS policy also requires impacts on state-listed threatened or

endangered species and Federal candidate species to be examined. The park falls within the known range for one endangered species, and several state-listed species have been identified within the park.

Vegetation, Wildlife and Aquatic Life

The National Environmental Policy Act requires Federal agencies to assess the impacts of their actions on components of affected ecosystems. NPS policy is to protect the abundance and diversity of natural resources. The entire park has been previously disturbed; most of the area is agricultural. Some sites have been reforested. Under Alternatives B, C and D, restoration of the historic landscape of the park and construction and operation of new park facilities would involve localized disturbance to vegetation and wildlife.

Prime or Unique Farmlands

Although there are no unique farmland soils in the park, there are prime farmlands. A Memorandum dated August 11, 1980, from the Council on Environmental Quality requires Federal agencies to assess the effects of their actions on soils classified by the U.S. Natural Resources Conservation Service (formerly the U.S. Soil Conservation Service) as prime or unique farmlands.

1.7.2 Interpretation and Visitor Experience Impacts

All of the alternatives directly affect visitor experience and use.

1.7.3 Socioeconomic Environment Impacts

The potential impact of the Alternatives on the economy of the region is an important issue, especially for the local community. Such impacts are principally associated with changes in overall park visitation and the resulting consequences of these changes on visitor spending in the community. There are potential impacts to local services and infrastructure from Alternatives B, C and D. In addition, the proposal for moving the Visitor Center and incorporating new uses within it would have impacts on local spending and may interact with local land use policies, plans or controls for the area.

1.7.4 Traffic, Parking and Transit Impacts

The alternatives would affect traffic patterns and parking in the park and in areas immediately surrounding the park.

1.7.5 Park Operations Impacts

Each option has impacts on NPS Administration and Operations.

1.7.6 Impact Topics Eliminated from Further Evaluation

The impact topics eliminated from further evaluation are briefly discussed below and will not be analyzed in detail in this document.

Air Quality

The Clean Air Act requires Federal land managers to protect air quality and NPS *Management Policies* address the need to analyze air quality during park planning. Air quality protection and monitoring have been delegated by the Clean Air Act to the Pennsylvania Department of Environmental Protection, Bureau of Air Quality. The state has adopted the entire Clean Air Act National Ambient Air Quality Standards for carbon monoxide, nitrogen dioxide, ozone, PM_{10} suspended particulate matter) and lead. The state has also developed standards for settleable particulate, beryllium, sulfates, fluorides and hydrogen sulfide. Pennsylvania is divided into 13 air basins that are based on population. Each air basin includes a metropolitan area or areas and the subdivisions surrounding them.

Gettysburg NMP is part of the Region III Air Basin, with air quality monitoring done in York, Harrisburg, Altoona and Lancaster. The park is located in a rural, agricultural area that does not have heavy industry, chemical plants, or other major sources of air pollution. Region III complies with National Ambient Air Quality Standards for carbon monoxide, nitrogen dioxide, PM_{10}, lead, and with all state air quality standards. However, it does not meet the National Ambient Air Quality Standards and is a marginal nonattainment area for ozone. Ozone pollution is not unique to the Gettysburg area, but is of concern for the eastern United States. To be an attainment area for ozone, a site cannot exceed the standard more than three times over a three-year period.

Ozone, or photochemical smog, is not emitted directly to the atmosphere, but is a secondary pollutant or by-product formed by the reaction of sunlight with volatile organic compounds (VOCs) and nitrogen oxides (NO_x) (DEP 1995). The source of ozone in the region is from vehicle emissions along the east coast, and from major stationary sources of nitrogen oxide emissions in the Ohio River valley. Ozone is erratic and is consistently higher during warmer and longer summer days. Ozone affects humans by irritating the eyes and upper respiratory system and can also damage vegetation. Ozone damage to plants is widespread at Gettysburg NMP (Davis and Bennett 1985).

Another secondary pollutant that can affect certain structures and human health is acid rain. The burning of hydrocarbons (oil, gas, and coal) by automobiles and power plants, particularly in urban areas along the eastern seaboard has resulted in large amounts of nitrogen oxide and sulfur dioxide being released into the air. When these gases and particles react with water, chemical reactions can occur, creating acid rain (pH less than 7). At the park, the median pH of rain and snow is 4.2 and has accelerated the deterioration of bronze monuments and limestone and marble statuary. NPS has participated in a ten-year study to monitor acid deposition levels at Gettysburg NMP. The park is actively working to stabilize and prevent further deterioration of monuments in the park. Humans are not directly in danger from exposure to acid rain, but the particles in air that lead to acid rain may be a risk to human health.

No significant effects on existing air quality within the regional airshed are expected as a result of the alternatives noted in this GMP. Project construction would potentially result in an increase in fugitive dust from soil exposure and disturbance. However, this effect would occur only during the construction period and would be localized. Water or dust control agents would be applied during construction as necessary to control dust. No long-term impacts on air quality from facility operation are anticipated. Local automobile traffic could increase near a new facility in Alternatives B, C and D. However, because park managers are not anticipating significant long-

term increases in visitation, increases in vehicle emissions would have negligible impacts on local air quality.

Climate Change

On a global scale changes in climate are associated with the increase of greenhouse gases that result from the burning of fossil fuels and the removal of vast tracts of vegetation, primarily tropical rainforests. Increased use of fossil fuels within the park would occur primarily as a result of increased visitation and the associated use of automobiles. Because NPS does not anticipate a significant long-term increase in visitation, the effect of additional vehicle emissions on global climate change is not evaluated further. The removal of up to 861 acres of hardwood trees, the most in any alternative, would be less than 1% of the total forested area of Adams County and a tiny fraction of the forested area of Pennsylvania. NPS anticipates that the effects of removal of hardwood trees would have a negligible effect on climate change.

Tree removal from a large area of a landscape can alter the soil chemistry, soil water, and microclimate of an area, particularly when plants and trees are eliminated from the new land use. The alternatives discussed in this plan would leave woodland and plant communities in large areas of the park. No alternative would eliminate plants from the areas where non-historic woodlands will be removed. Therefore, no measurable changes in the soil chemistry, soil water and microclimate of the park is anticipated.

Hazardous Materials

There are no known hazardous materials on lands owned by the park, or on the site proposed for the new park museum complex in Alternatives B, C and D. However, before facilities are built on the proposed site, written certification of the absence of hazardous materials would be required. If any hazardous materials are found, they must be remedied before the site is accepted for use by NPS. Consequently, it can be assumed that there would not be sufficient hazardous materials at any candidate site proposed by a partner to pose a threat to the health of visitors or NPS staff.

Noise

Alternatives B, C or D could affect noise levels on a site-specific or a local basis. During facility construction or vegetation removal, for example, noise levels could be expected to increase in the site vicinity because of vehicular and heavy equipment activity. However, this increase would be short term. Since the park includes primarily urban or agricultural areas where heavy machinery is commonly used, it would not be a major variance from existing noise levels.

Facility operation might result in a low-level increase in noise levels over the long term near the museum complex site. The primary noise source would be increased automobile traffic associated with visitors and employees. Increased noise levels would be experienced only during facility operating hours. However, noise levels around the existing visitor centers and in the National Cemetery would be reduced.

Potential visitation levels under Alternatives C and D are not projected to rise substantially, given the established nature of the park, the many years of history of stable visitation to the visitor facilities, and the already-high degree of market penetration associated with the Gettysburg resources. Therefore, although noise levels would likely increase near the new facility, the proposals should not create a substantial adverse impact upon the resources of the park.

Sacred Sites and Indian Trust Resources

Gettysburg NMP is not considered a sacred site by the keeper of the National Register of Historic Places, nor is it an Indian Trust resource.

Socially or Economically Disadvantaged Populations

Executive Order 12898 requires Federal agencies to evaluate the impacts of proposed actions on socially or economically disadvantaged populations. NPS analyzed local communities using the standards included in the EPA publication, *Final Guidance for Incorporating Environmental Justice Concerns in EPA's NEPA Compliance Analyses.* According to the standards set in this publication, no socially or economically disadvantaged populations exist within the study area. In any event, none of the alternatives would result in disproportionately high and adverse environmental effects, including human health, economic and social effects, on minority or low income communities. There are no air or water pollution impacts that would impact human health. Economic impacts from employment, associated earnings, and construction because of the action alternatives are expected to be positive. There would be no effect on types or character of land use in the surrounding area that could affect minority or low income communities. Therefore, this issue was eliminated from further evaluation.

Light Pollution

NPS management guidelines recognize the part that darkness and the night sky play in the overall visitor experience and directs the NPS to cooperate with park neighbors and local government agencies to seek to minimize the intrusion of artificial light into the night scene (*NPS Management Policies* 4:18-19). However, since the park is closed during most of the hours of darkness, this issue was eliminated from further evaluation.

The park is currently closed to the public from 10:00 p.m. to 6:00 a.m. and no activities are permitted on the park during these hours. Consequently, the opportunity for visitors to experience the battlefield at night is limited. There are no lights on the battlefield except around private houses within the park boundary over which the NPS has no jurisdiction and historic houses where park residents live. The park's Visitor Center, Cyclorama Center, and maintenance complex have low-level lights, which are necessary for safety and security reasons. The Eternal Light Peace Memorial is lit at all times.

The park has worked in the past to reduce light on the battlefield. At major intersections with stoplights, the Pennsylvania Department of Transportation (PennDOT) usually requires streetlights. The park was able to persuade PennDOT not to put up streetlights at the intersection of Route 30 West and Reynolds Avenue in order to maintain the rural nature of the area. The designers of the Friend to Friend Masonic Memorial wanted the Memorial illuminated every night, but the park persuaded them to light it only on special occasions. Consequently, the lights are on only three times a year.

The park will continue to work through its Land Protection Plan to acquire private property within the park boundary to remove non-historic structures, thus removing some sources of light from the battlefield. The park will also continue to work with its neighbors in the Historic District to minimize inappropriate development around the park.

1.8 RELATIONSHIP TO OTHER PLANS AND PROCESSES

1.8.1 Collections Storage, Museum and Visitor Center DCP and RFP

Background: The current visitor center and museum facilities at Gettysburg NMP are located on land that was central to of the Battle of Gettysburg and they are visible from large portions of the battlefield as contemporary intrusions on the battlefield's historic setting. In addition, the facilities are greatly inadequate to meet visitor and curatorial needs. For these reasons, construction of new museum and visitor center facilities in a more suitable location has long been an objective of the park. However, Federal funding limitations effectively have precluded the possibility of constructing replacement facilities with government funds. Accordingly, other funding alternatives have been explored.

The concept of a public/private cooperative effort to solve some of the visitor center and curatorial needs was first considered by NPS when a local developer proposed a new Cyclorama Center paired with a private IMAX theater on a piece of park-owned land. In order to respond to the unsolicited offer, NPS held three public workshops and produced a draft plan/environmental assessment to evaluate the proposal. After a total of 65 days of public and agency review, NPS decided to look at additional options for the building's configuration and initiate a nationwide call for cooperators.

Between August 1995 and April 1996, NPS prepared a *Draft Development Concept Plan/ Environmental Assessment* (DCP) to explore alternatives for the center. The DCP included four alternative concepts for the new facilities: a no action alternative; building a collections and archival storage facility and leaving the Cyclorama and Visitor Centers as they are; renovating the existing Visitor Center in place and building a new Cyclorama Center; and building a new combined facility incorporating all these uses. The DCP proposed the cooperative development of new visitor center and museum facilities to house the park's visitor center, museum, cyclorama painting, collections storage, library, archives, research rooms, bookstore and associated office space. This included the removal of the existing visitor and cyclorama centers and the rehabilitation of their sites to reflect the setting of the historic battlefield. As a part of the development of this plan, NPS held a series of workshops, focus group meetings, and community presentations to understand public concerns, write goals for the facility, and develop criteria for judging proposals and sites.

After considering public comments on this concept plan, NPS issued a *Request for Proposals, Visitor Center and Museum Facilities, Gettysburg National Military Park*, (RFP). The RFP solicited specific proposals from non-Federal sources to enter into a cooperative agreement with NPS to provide new visitor center and museum facilities either on park land or on non-park land in the vicinity of the park.

The terms of the RFP invited creative proposals from all possible sources with few limitations so long as they furthered the NPS goals for the new facilities. The RFP required that proposals suggest a proposed site for the facilities within a specific area of consideration (extending beyond the boundaries of the park.)

NPS, as of the closing date of May 16, 1997, received six proposals. On November 8, 1997, the Director of the National Park Service announced that NPS had selected one proposal for negotiation. NPS selected the proposal because it offered to have a nonprofit corporation provide the facilities it sought on an excellent site, and the facilities and land would eventually be donated to NPS. The memoranda discussing the proposals and the reasons for its selection is included as Appendix 7 of this documents.

The Proposal Selected for Negotiation: The proposal submitted by Mr. Robert Kinsley, principal of Kinsley Equities and Kinsley Construction Inc., of Seven Valleys, Pennsylvania, on behalf of a new foundation, which has come to be called the Gettysburg National Battlefield Museum Foundation (the Foundation), was selected for negotiation. In addition, the team as proposed included National Geographic Television, Destination Cinema, Gettysburg Tours, Inc. and John L. Adams and Company.

The proposal offered to construct a new Gettysburg Visitor Center and Museum on a privately-owned 45-acre site within the boundaries of the park and located at the intersection of Hunt and Baltimore Avenues. The site is adjacent to and immediately east of the park's Fantasyland development zone. In addition to the new Gettysburg NMP Visitor Center and Museum, the NPS facilities would include a new Cyclorama Gallery, an electric map orientation theater , and the Eastern National Bookstore. Related facilities included a large format cinema for display of a film about the Gettysburg Campaign to be produced by National Geographic Television, a National Geographic Store, food service, a tour center, a tour center gift shop, and a Civil War Arts and Crafts Gallery.

The nonprofit Foundation would raise funds to build and then operate and manage the new visitor center and museum. The $40.4 million needed to acquire the land and build the building would come from a combination of commercial loans, grants and nonprofit fundraising. The proposal suggested that approximately $22 million be raised through grants and nonprofit fundraising to cover the costs of most of the NPS facilities, but not including land and soft costs i.e., costs of planning, design, financing, etc. The Foundation planned to raise the balance needed to cover land, soft costs and building costs for related facilities through nonrecourse commercial loans.

The proposal did not require that a fee be charged to visitors for entrance to the Visitor Center and Museum facilities. Revenue would be generated through a continuation of the park's current interpretive fees, and new fees for the film to be shown in the National Geographic Theater, revenues from the tour center and other facilities, and a parking fee. The proposal suggested that the institutional financing be guaranteed through the leasing of space to long term tenants. NPS would be responsible for a pro-rata share of operating costs related to use of its portion of the facilities. Eastern National would pay rents, along with other tenants, on the spaces it operated for NPS. The proposal suggested that additional endowment funds might be raised to help NPS lower its costs of operation and maintenance, once funds to build the center were raised.

Although the proposal was judged to provide the best opportunity for Gettysburg NMP to achieve its principal objectives of cooperative development and management of its needed new facilities, NPS pointed out that there were aspects of the proposal that needed to be negotiated in order to achieve an acceptable cooperative agreement. As a part of this process, NPS sought public comment on the proposal through environmental and other public review processes.

Scoping for the park's new General Management Plan and Environmental Impact Statement (GMP/EIS) had been initiated in April 1997. Based on the public input received on the DCP, the GMP/EIS and other public comment, NPS determined that it was desirable to incorporate the issues of visitor use and interpretation at the visitor center and museum facilities as an element of its forthcoming GMP/EIS.

Public Comment: NPS held a series of public meetings (which are listed in the Consultation and Coordination Chapter) and produced a newsletter which was mailed to almost 3,800 people. Copies of the newsletter were placed on the park's web site, and reproduced and placed in the park visitor centers. NPS solicited comments and concerns from the public with a mailback and comment forms placed in visitor centers. In addition, the Friends of the National Parks at Gettysburg prepared a separate newsletter regarding the proposal and surveyed their membership. NPS received copies of all of the comments received as a part of the Friends' survey.

In total, NPS has received over 3,200 sets of written comments from the public. Of these, more than 85% of respondents favored the proposal; 11.5% opposed the proposal, and 2.7% were undecided. Of those who favored the proposal, most noted that the facilities were needed, and that the proposal offered a way to build them without reliance upon Federal funds. Others favored the restoration of the sites of the current Visitor and Cyclorama Centers.

Of those who commented to NPS, favorably or unfavorably, 29% were concerned with the level of commercial development in the proposal. Many people did not like the idea or the building size required by an IMAX film; others were concerned about the food service or retail components of the project. Site issues concerned 17%: many people found the site acceptable if it could be shielded from view and if artillery sites along the eastern edge of the property could be avoided. Others were concerned about traffic, wanted to be sure the program included enough museum space, and disapproved of parking fees. Some people were opposed to public private ventures on principle and wanted full Federal funding for the park. A few wanted the park to stay as it is. Responders to the Friends survey noted the same range of concerns.

Local concerns were expressed at public workshops and meetings of the park's advisory commission and Gettysburg Borough Council. About 20 merchants from the Steinwehr Avenue business community expressed concerns about moving the facility from its current location on Steinwehr Avenue because of the impact on their businesses. Other downtown business owners wanted more involvement on the part of NPS in the development and interpretation of the historic downtown. Local governments also expressed concerns regarding the impacts of the proposal on the community, and a few questioned the Environmental Impact Statement process and its applicability and usefulness as a tool for assessing the impacts.

On a national level, other concerns and questions were noted. Reviewers wanted full disclosure of the financial structure of the project. (Proforma and private financial information was withheld by NPS because such information was considered to be a trade secret and NPS was prohibited from releasing such information to the public). Specific financial issues included the mechanisms for ensuring an income stream to maintain a high quality operation while retiring the debt in a reasonable length of time; how capital was to be raised; and fees charged in the facility.

Ensuring that the site is appropriate for development from the perspective of historical significance and finding mechanisms to protect Baltimore Pike from unsuitable development were important to many. Observers wanted to ensure that all related facilities are necessary and appropriate, and meet the requirements set of the RFP and of NPS' management policies. A tour bus management plan was recommended as an integral part of the proposal. National partners wanted to ensure that the proposal would result in a quality designed building and site. Also noted were questions regarding the mechanisms that NPS would use to manage the project over the long term to ensure a quality operation and facility. One organization was concerned that fundraising for a Gettysburg project might reduce the funds it was able to raise for its own land purchases.

Foundation Response to Public Comments: After public comments were received, the Foundation suggested a set of possible refinements of the proposal to NPS. The refinements were intended to respond to public concerns and questions regarding the proposal.

The refinements included two additions to NPS requirements. The Foundation suggested a 1,700 square foot public library and research center. It also proposed an expansion of the Eastern National Bookstore to include a Museum Store, selling reproductions of items in the park collection, maps, prints and other items (similar to the museum store operated by Eastern National for NPS at the Jamestown Visitor Center, Colonial National Historical Park). Returns from this operation would benefit resource preservation at the park.

The Foundation suggested other changes to reduce to a minimum the commercial aspects of the project. The changes included reducing the size of the theater and the use of a non-IMAX format for the film. In addition, it changed the National Geographic-operated theater to nonprofit operation. Either Eastern National or the Foundation will operate the theater, with proceeds from the theater interpretive fee being used to pay off the commercial loan or benefit the park. National Geographic would produce the film, for fee or from donated funds, but would not participate in theater operation. The Foundation agreed to eliminate the for-profit Civil War Arts and Crafts Gallery, the National Geographic Store and the tour center gift shop. The proposed tour center would be open to different types of tours using licensed battlefield guides, including antique vehicles, bicycle tours, horse tours, etc. The Foundation also agreed to reduce by at least 50% or to the minimum determined by NPS as necessary to meet visitor needs the size of the family oriented cafeteria. The net result of these proposed changes is to eliminate most of the for-profit commercial users, except for the cafeteria, which may be operated by a for profit entity or by the Foundation, and the licensed battlefield guide tours. The parking fee was eliminated. The proposal, as revised, is incorporated into the action alternatives developed in this GMP/EIS.

These changes to the proposed visitor center facilities, as well as the objectives of the project, the general responsibilities of the Foundation, specific terms and conditions of fundraising, design and construction, and the actions NPS will undertake to support the project, are recorded in a Letter of Intent, signed by both NPS and the Foundation. A copy of this Letter of Intent is found in Appendix 6 of this GMP/EIS.

The proposal outlined in the Letter of Intent is subject to further revision through the NPS planning process. If the planning process does not result in an acceptable proposal, the proposed museum complex will not go forward. Final execution of a binding agreement for the new facilities is subject to the successful competition of all required planning procedures, consideration

of further public comment on the proposal, and adoption of any further changes that may result from the planning process and additional public comment.

1.8.2 1982 General Management Plan

The 1982 General Management Plan is the current guiding document for the park. It establishes the management philosophy and identifies means to address issues and achieve management objectives. Existing development, as described under the no-action alternative, is based upon the direction established in the 1982 GMP and amended by the 1997 Strategic Park Management Plan.

1.8.3 1988 Guinn Woods Administrative Facility DCP

Another long-held goal of NPS has been to combine its administrative facilities, which are scattered in historic buildings and on historic sites throughout the park. In 1987, NPS initiated the Guinn Woods Administrative Facility Development Concept Plan. That plan suggested combining all of NPS' administrative facilities in a new combined complex to be located in Fantasyland, the park's development zone. After public involvement including a 30-day review of the *Draft Development Concept Plan/Environmental Assessment*, NPS adopted the proposal, finalized the draft DCP/EA, and signed a Finding of No Significant Impact.

1.8.4 1990 Boundary Legislation/1993 Land Protection Plan

This GMP/EIS is based upon the park boundaries and defined by Public Law 101-377, An Act to Revise the Boundary of Gettysburg National Military Park. The priorities and planned actions for protecting lands within the 1990 boundary are detailed in the park's 1993 Land Protection Plan. The action alternatives in this General Management Plan describe several minor boundary adjustments and other actions needed to address deficiencies in the 1990 legislation and the 1993 Land Protection Plan.

1.8.5 1995 White-tailed Deer Management Plan / Environmental Impact Statement

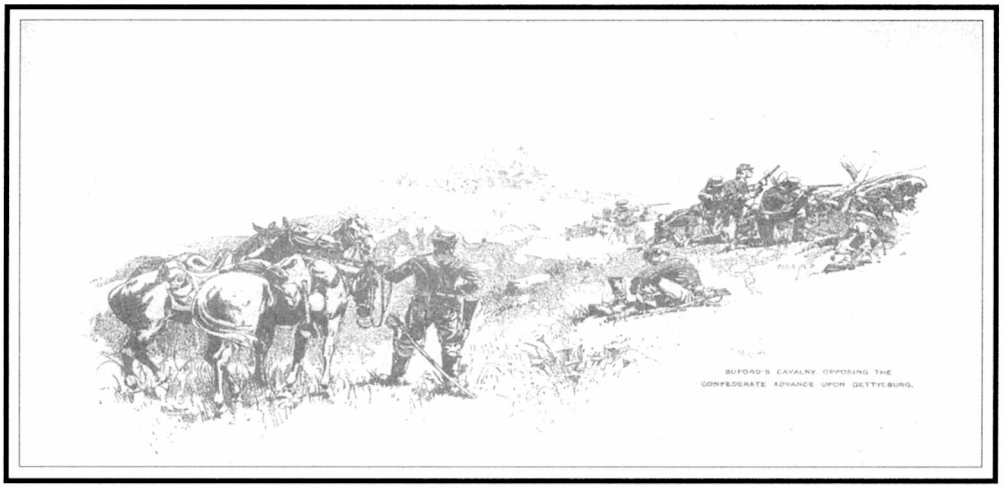
In 1994, NPS released a draft white-tailed deer management plan and environmental impact statement (EIS). The EIS reviewed alternatives for managing the park's population of white-tailed deer. In June of 1995, NPS approved the EIS and a record of decision was signed. Because the park has an approved and implemented plan for management of white-tailed deer, it is not necessary to discuss this issue as a part of this GMP.

1.8.6 1997 Government Performance and Results Act Strategic Park Management Plan

In 1997, NPS developed a systemwide plan to meet the requirements of the Government Performance and Results Act of 1993, and each unit of the National Park System developed its own Strategic Park Management Plan. As a part of the Strategic Park Management Plan, Gettysburg NMP developed a new significance statement, purpose statements, mission statement, mission goals, and long term goals to guide the park. The elements were developed with participation by every member of the park staff, and in consultation with the State Historic Preservation Officer, the Gettysburg National Military Park Advisory Commission, and other park partners. The action alternatives developed in this GMP/EIS are based upon the significance, purpose, mission and mission goals outlined in the Strategic Park Management Plan.

Chapter 2
Alternatives

2



(Source: Battles and Leaders)

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2.1 INTRODUCTION

Chapter 2 presents the philosophy and management rationale for the alternatives that have been considered for the Gettysburg National Military Park General Management Plan. Alternatives were developed during a process of public consultation that included workshops to review issues, resources, initial concepts, the new museum complex concept, final alternatives, and impacts. Each workshop was documented and summary findings have been distributed in GMP newsletters distributed to a mailing list of over 3500 people. The newsletters have also been posted on the World Wide Web, which has allowed participants from across the country to send comments and suggestions.

This chapter includes the following sections:

- **Section 2.2** – summarizes the research and analysis by park historians on the evolution of the battlefield landscape and describes the relationship between landscape features and the battlefield action. As a result of this analysis, NPS delineated the Major Battle Action Area - the portion of the park where significant combat occurred. Additionally, NPS historians identified those elements of the 1863 landscape that were significant to the outcome of the battle. Significant resource areas are outlined and defined.
- **Section 2.3** – explains what management prescriptions are, how management prescriptions are applied to the significant resource areas outlined and defined in **Section 2.2** to develop alternatives, and explains how the management prescriptions relate to the four mission goals that would guide park management in the future.
- **Section 2.4** – provides a summary description of the general intent and character of the four General Management Plan alternatives which evolved from the GMP process, as well as an identification of alternatives which have been eliminated from consideration.
- **Section 2.5** – explains the National Park Service and the Secretary of the Interior's Standards for landscape preservation and the varying preservation treatments which are described in the GMP.
- **Section 2.6** – describes Alternative A, which assumes the continuation of current management practices. Descriptive maps are provided for each element of this alternative, related to the park's mission goals.
- **Section 2.7** – describes management prescriptions common to all action alternatives, which include a set of conditions to be attained that apply to Alternatives B, C, and D.
- **Sections 2.8 through 2.10** – describe the three action alternatives, including management prescriptions for each of the resource areas identified in **Section 2.2.** Detailed illustrative maps are presented to further describe each alternative.
- **Section 2.11** — provides descriptive information on the four alternatives, which is a basis for comparison of their effectiveness in meeting the mission goals.

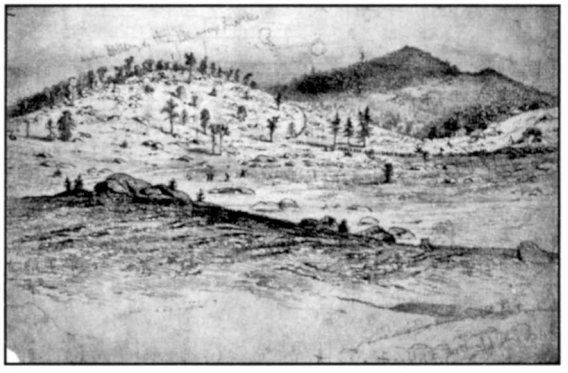
2.2 THE PARK'S HISTORIC LANDSCAPE

2.2.1 Landscape Change Over 135 Years - 1863 to 1998

Understanding the historic landscape of the 1863 battle, and how it has changed in the last 135 years, is the basis for each of the alternatives considered in this GMP. One of the park's most important purposes is to preserve the topographic, landscape and cultural features that were significant to the outcome of the battle. However, over years of institutional management of the landscapes, and especially during the last 60 years, some of those features have been obscured or changed. In many cases, natural processes have taken over. For example, woodlots have grown into woodlands and fields that are no longer cultivated have become woodlands. In some cases, the lack of an accurate understanding of the topographic features and their significance has led to their loss. Therefore, to ensure that park managers preserve those features, it is necessary to understand the extent of landscape change and accurately identify the features that were significant to the outcome of the battle.

Before beginning the General Management Plan, park historians developed a history of the park and a set of historical base maps that documented the park's landscape and built features during important time periods. Each period represents generally the extent of development of the park at the end of a significant period of management. The eras mapped included: **1863**, the battle; **1895**, the end of management by the Gettysburg Battlefield Memorial Association; **1927**, the end of management by veterans of the Civil War (and just prior to National Park Service management); and **1993**, when aerial photography documented the current conditions. A Cultural Landscape Inventory quantified current conditions and was completed in 1996. The information gathered was mapped on base maps at a common scale, and the maps were digitized. By comparing the maps it is possible to see how the battlefield and surrounding areas have changed over the past 135 years, and to estimate the extent of the changes.

The maps were based on extensive research. Historians used park archival materials, library records, period photographs, period sketches, maps, and for the 20th century, aerial photographs. Important maps included those developed by *Bachelder* (1863 and 1872), *Warren* (1868) and others to document the field at or near the time of the battle, and maps developed by the War Department and NPS to document existing conditions at various periods.



Historic sketches (like this one of Little Round Top by Forbes, are used to help document and understand the 1863 landscapes of the battlefield. (Source: GNMP)

Mapped features were verified or corrected using the park's extensive collection of period photographs. Sources for each feature identified were catalogued on the base maps. Among features mapped were woodlands, woodlots, thickets, orchards, open fields, fences, roads and lanes, railways, waterways and the town of Gettysburg. For comparison purposes, each map also shows the current boundary of the park and the proposed revised boundary of the Gettysburg Battlefield Historic District. Key findings of this investigation of landscape change are as follows:

- **The 1863 map** (Figure 3) provides the basis for comparison. It shows the topography and pattern of open land and woodlots/woodlands that helped determine the tactics of the battle and the movement of the armies. It also shows the patterns of fields, fences, lanes and roads that determined the course of the battle. The town of Gettysburg, the site of battle action, was smaller than it is today, housing about 2,400 residents.
- **The 1895 map** (Figure 4) shows that relatively little changed on the battlefield between the time of the battle and the beginning of War Department management. With the exception of monuments and avenues marking the Union line, most of the 1863 fences, road systems, fields and woods of the battlefield remained much as they had been at the time of the battle. The location and quantity of orchards had changed, and some areas that were thickets at the time of the battle, for example the area between the Codori and Trostle Houses, had grown into woodlands. There had been only slight growth in the town; the population of the entire area had grown only 10% since the time of the battle. The Soldiers' National Cemetery was completely developed and its primary monumentation and designed features were in place.
- **The 1927 map** (Figure 5) indicates that there were fewer and smaller orchards. Under the stewardship of the War Department, 1863 field patterns and fence patterns were basically unchanged. However, the Avenue system and monuments on the field had been expanded to cover both the Union and Confederate lines, and new fencing separated the designed landscape of the avenues from the historic farms that constituted the field of battle. New railroad lines provided visitor access across the field of Pickett's Charge and to Little Round Top. Wooded areas were beginning to expand as landowners no longer harvested them for timber and more land was acquired for the park. The town had begun to expand slightly. The Soldiers' National Cemetery remained largely as it had been, with only some small changes in vegetation and structures.
- **The 1993 map** (Figure 6) shows that the town of Gettysburg has expanded considerably into what had been open farmland in 1863. Orchards have been almost entirely removed from the battlefield, and wooded areas have expanded greatly from their 1863 boundaries. Most of the fences that defined field patterns and farm boundaries have disappeared, and the patterns of contemporary farming practices have changed the landscape and topography. Many of the lanes that provided avenues of approach in 1863 have disappeared, as have the rail and trolley lines of the War Department era. New, non-historic horse and walking trails traverse the field of battle, as does agricultural fencing in non-historic locations. Many of the large and small scale features that defined the 1895–1927 battlefield park, including avenue fencing, two observation towers, a few avenues, and the majority of the shell stones, decorative gates, headwalls and similar features, are gone. The topography, circulation and vegetation of the Soldiers' National Cemetery have been changed from the historic condition, and a new annex has been developed for veterans of later wars.

A comparison of the 1863 map to the 1993 map shows that many features from 1863 have been lost or changed, as illustrated by Figure 7. Similarly, the existing landscape includes many elements which have either evolved or been added which were not part of the 1863 landscape, as shown on Figure 6. A comparison of 1863 and 1993 conditions for selected landscape elements reveals the scale of the changes which have occurred:

Table 1: Comparison of Landscape Features, 1863 and 1993

	Units	1863 Landscape	1993 Landscape
Woodlots and Woodlands	Acres	898	1,974
Orchards	Acres	230	18
Historic Fences	Linear miles	160	43

Figure 3

Landscape Characteristics 1863

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

N

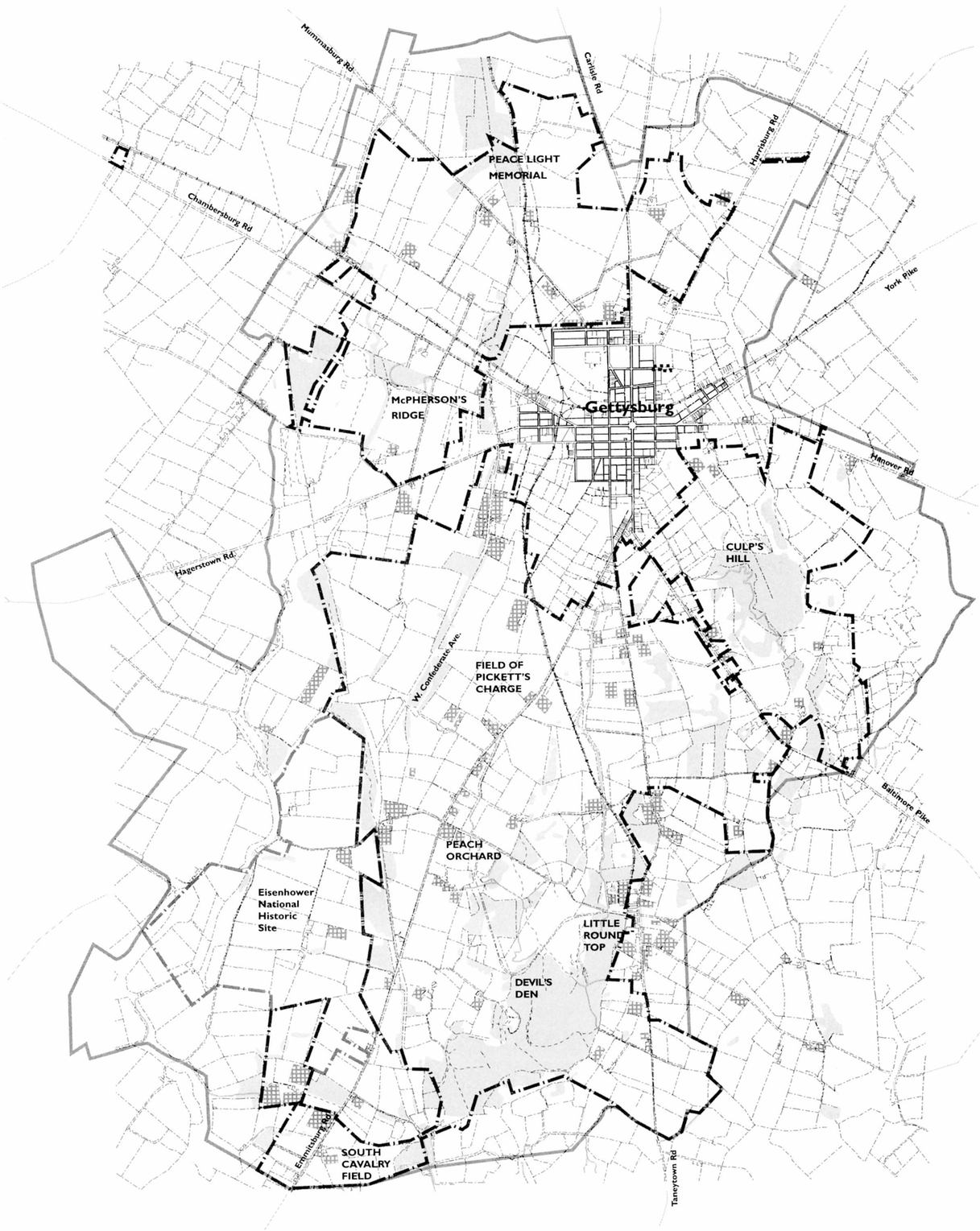


Historic Features

- Fences
- Orchards
- Woods

Contemporary Designations

- Gettysburg NMP Boundary
- Gettysburg Historic District
- Eisenhower NHS Boundary



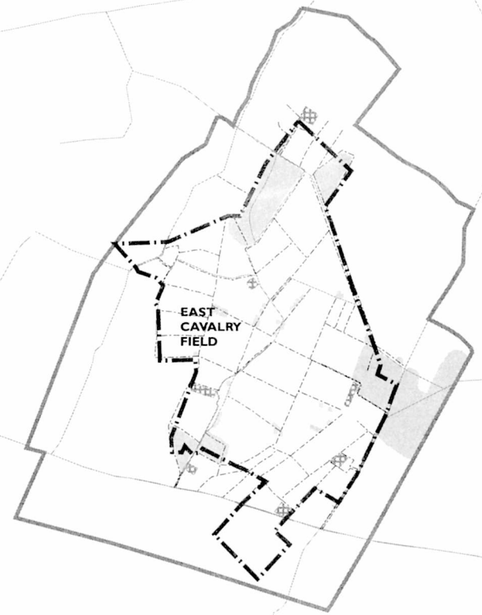


Figure 4

Landscape Characteristics 1895

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

N

Historic Features

- Fences
- Orchards
- Woods
- Farm Lanes

Contemporary Designations

- Gettysburg NMP Boundary
- Gettysburg Historic District
- Eisenhower NHS Boundary

Figure 5

Landscape Characteristics 1927

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

N



Historic Features

- Farm Lanes
- Fences
- Orchards
- Woods

Contemporary Designations

- Gettysburg NMP Boundary
- Gettysburg Historic District
- Eisenhower NHS Boundary

Figure 6

Landscape Characteristics 1993

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

N

Hummasburg Rd
Carlisle Rd
Harrisburg Rd
Chambersburg Rd
PEACE LIGHT MEMORIAL
York Pike
McPHERSON'S RIDGE
Gettysburg
Hanover Rd
EAST CAVALRY FIELD
CULP'S HILL
Hagerstown Rd.
W. Confederate Ave.
FIELD OF PICKETT'S CHARGE
Baltimore Pike
PEACH ORCHARD
Eisenhower National Historic Site
LITTLE ROUND TOP
DEVIL'S DEN
S. Confederate Ave.
Taneytown Rd
Route 15
Emmitsburg Rd
SOUTH CAVALRY FIELD

Historic Features

- Farm Lanes
- Fences
- Orchards
- Woods

Contemporary Designations

- Gettysburg NMP Boundary
- Gettysburg Historic District
- Eisenhower NHS Boundary

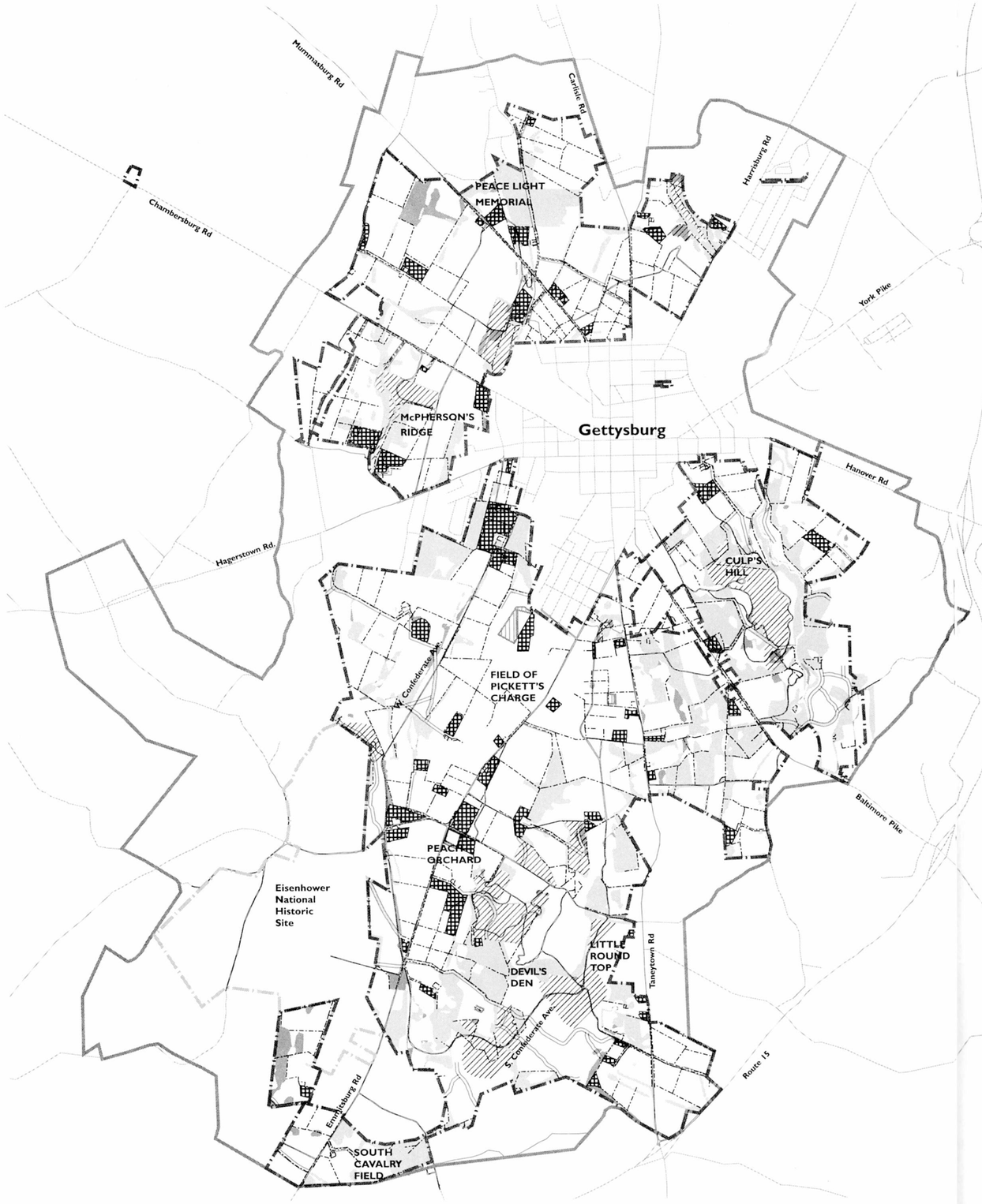
Figure 7

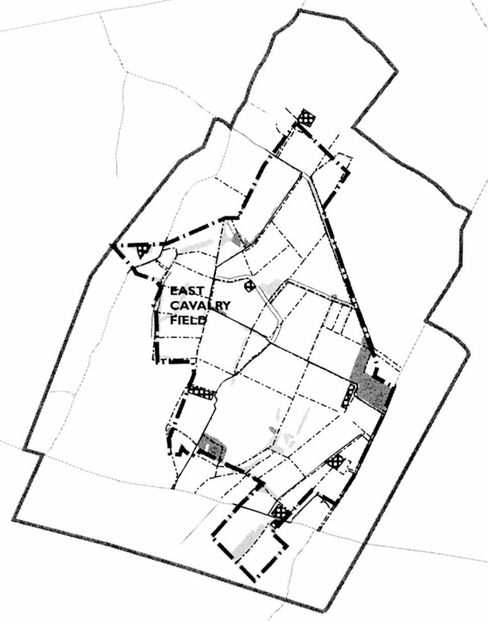
Changed Landscape Features 1863-1993

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

N





- Missing 1863 Farm Lanes
- Missing 1863 Fences
- Wooded Areas No Longer Maintained as Woodlots
- Missing 1863 Orchards
- Non-Historic Orchards
- Missing 1863 Woods
- Woods Not Present in 1863
- Gettysburg NMP Boundary
- Gettysburg Historic District
- Eisenhower NHS Boundary

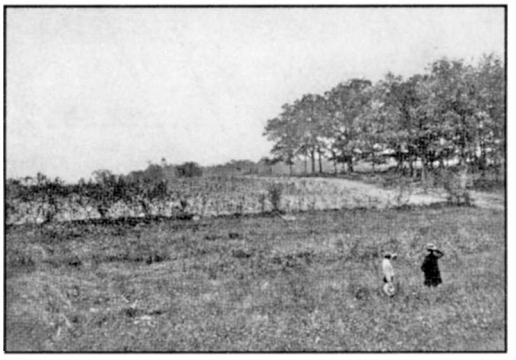
2.2.2 Key Landscape Features in the Context of the Battle

Once the extent of the landscape changes in the park were understood, park historians began an analysis to understand which features were significant to the outcome of the battle, and why. Understanding what is significant is important for many reasons. NPS can best protect features that are understood and documented. Understanding what is important also helps NPS set priorities for preservation, rehabilitation and restoration.

At the outset of the GMP process, Park Service historians prepared a draft National Register nomination. The nomination succinctly describes why the park is important and listed all of the man-made features that remain on the battlefield and that contribute to the significance of the park.

These features included not only buildings but also thousands of landscape elements, including stone fences, breastworks, lunettes, monuments, gravestones, historic roads and avenues, and bridges.





Above, left: *The present day Peach Orchard is managed in modern fashion for fruit production and bears little resemblance to its state in 1863. (Source: GNMP)*

Above right: *Reynolds Woods from McPherson Ridge, 1863. Now these woods are thicker and choked with undergrowth, and it is difficult to understand how troops could have moved through this area in battle. (Source: Library of Congress)*

Features Significant to the Outcome of the Battle

The next step in the landscape analysis was to understand the natural and topographic features that were crucial to the outcome of the battle. In order to do this, park staff used two different levels of analysis:

- To determine the effect various battlefield features had upon the fighting, a method taught by the U.S. Army was used. Known historically by the acronym **KOCOA**, it analyzes key terrain (K), observation points (O), cover and concealment (C), obstacles to the movement of troops (O), and avenues of approach or the ways troops could move to reach their targets or positions (A). The entire battlefield, including battle sites currently outside the boundary, was examined using this technique. Each feature that played a role in determining battle tactics or that created an obstacle or cover during a part of the battle was investigated and mapped. The maps for each category of significant features were combined, so that the general distribution of the features could be understood. (Figure 8).
- In addition, once a feature had been determined to be significant, it was examined so that historians could say what factors made it significant. For example, the Herbst woodlot was, among other things, an avenue of approach for troops; therefore, the open quality of the woodlot contributed to its use during the battle and to its significance. However, Patterson woods was used for concealment only, so the historically open quality of the woodlot is not important to understanding the role of that woodlot in the battle; however, the size and boundary of the woodlot are important.

Once these features were mapped and their significant characteristics understood, park historians mapped the action for each day of the battle. To determine troop movements during the three days, historians used official maps, War Department Reports (after action reports) written by officers of the various units participating, letters, reports, and newspaper accounts. The battle action maps for each day showed generally where troops were positioned, where they moved, and where on the field they were engaged. The intensity of battle action was characterized by three levels: (1) minor action with light casualties; (2) moderate action with a medium number of casualties, and; (3) major action with organized, intense combat and heavy casualties. Although these categories are subjective, they do, in general, indicate where the intense fighting occurred over the entire field of battle. The maps for each day were then combined, and a map showing the action for all three days was completed (Figure 9). For clarity in showing the maps at small size in this document, artillery fields of fire have been left off the illustrations, although they were crucial to the outcome of the battle. When mapped, they overlap and obscure most of the other features.

Figure 8

Key Battle Landscape Features (KOCOA)

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

N



Key Terrain

Obstacles

Cover and Concealment

Terrain Providing Observation

Avenues of Approach

Signal Stations

Buildings - 1863

Lanes - 1863

Gettysburg NMP Boundary

Eisenhower NHS Boundary

Gettysburg Historic District

Figure 9

Battle Action Area

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

N



Major Action with Organized, Intense, Combat Resulting in Heavy Casualties

Moderate Action with Medium Number of Casualties

Minor Action with Light Casualties

Attacks and Counter Attacks

Tactical Troop Movements

Union Troops Deployed in Line

Confederate Troops Deployed in Line

Union Troops Massed or in Bivouac

Confederate Troops Massed or in Bivouac

Gettysburg NMP and EisenhowerNHS Boundary

Features Significant to the Soldiers' National Cemetery

The National Park Service's Olmsted Center for Landscape Preservation undertook a similar process in order to understand the significant features and extent of landscape change in the Soldiers' National Cemetery. The history of the site was traced, and it was mapped over time. The significant features of the original design were delineated and described, and an analysis of the changes that have occurred over time in the cemetery was completed. Figure 10 shows the original Cemetery Plan, designed by William Saunders in 1863.

2.2.3 Park Resource Areas

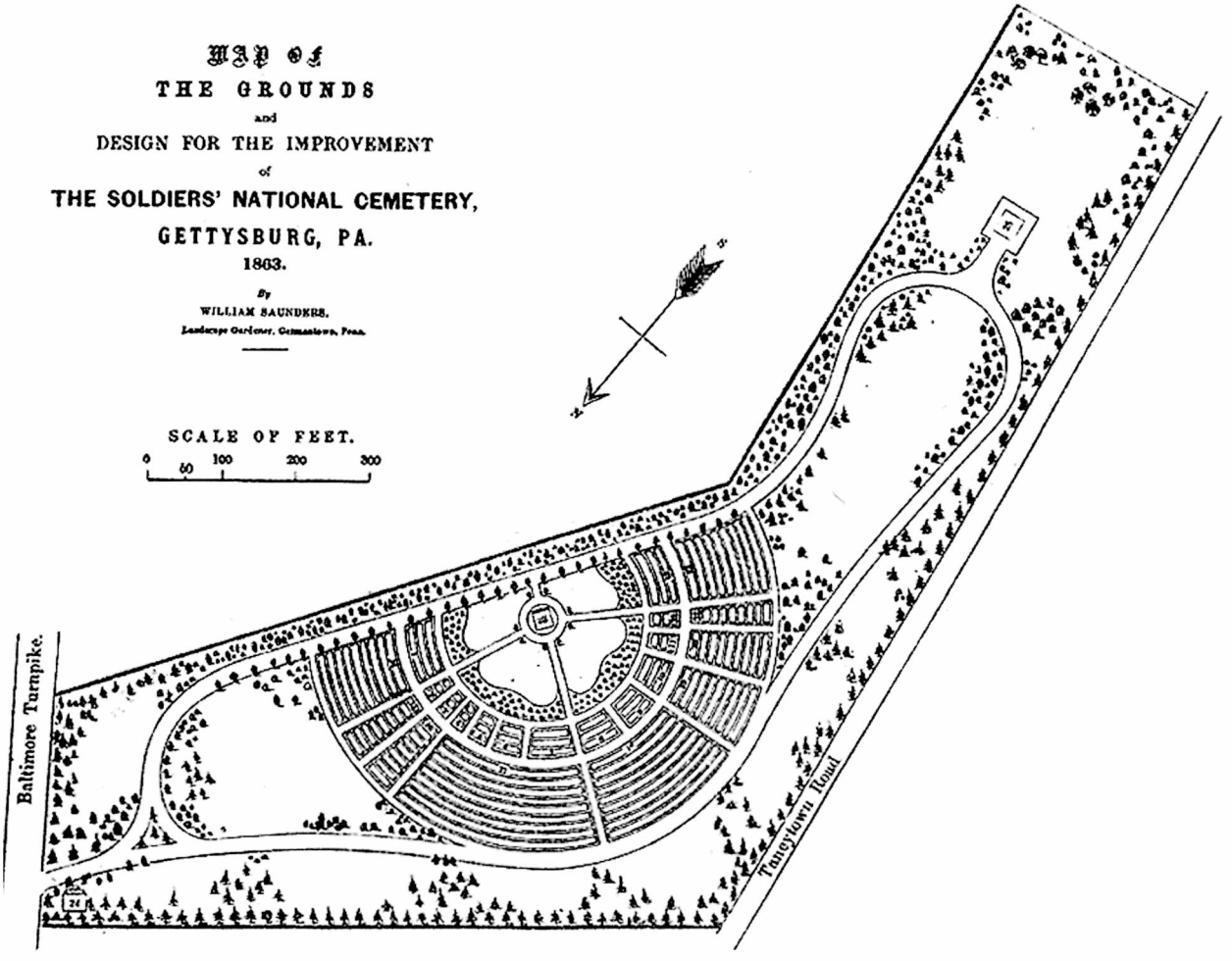
After the analysis of landscape evolution and significance was completed, the maps were compared, and key park resource areas were outlined. Each resource area comprises a set of significant resources that are related to one of the park's three nationally significant landscapes – the battlefield, the Soldiers' National Cemetery, and the commemorative system of avenues and monuments completed by the War Department in the early 20th century. Because the resources in these areas are closely related, the treatment and management of these areas would be similar. The defined park resource areas are described below and in Figure 11:

- **Major Battle Action Resource Area:** The Major Battle Action Resource Area includes the places within the park boundary where major combat engagements significant to the battle action took place. These areas also include the important topographic, natural or built features that were significant to the outcome of that combat.
- **Soldiers' National Cemetery:** The Soldiers' National Cemetery includes the original cemetery designed by William Saunders in 1863 as well as the cemetery annex that extends to Steinwehr Avenue.
- **Battlefield Commemorative Resource Area:** The Battlefield Commemorative Resource Area comprises the narrow corridors that include the monuments and monument groups that mark positions of troops and the commemorative avenues that mark the lines of battle. The Battlefield Commemorative Resource Area also includes the associated settings of the markers and avenues, which in general are the areas that were once enclosed by the War Department to form the park-like setting.
- **Other Resource Areas:** The Other Resource Area includes the remainder of the park, outside the three resource areas described above. This area typically includes those places that were not sites of major combat, but that were used for troop movements, encampments, hospitals or other support activities. Also included are areas placed within the park boundary for administrative or managerial purposes or to provide for the protection of important views and gateways to the park.

Figure 10

William Saunders' Plan for the Soldiers' National Cemetery, 1863

Gettysburg National Military Park
United States Department of the Interior
National Park Service



(John Russell Bartlett, Providence Press Co., 1874)

Figure 11



Each resource area comprises a set of significant resources related to one of the park's three nationally significant landscapes - the battlefield, the Soldiers' National Cemetery, and the commemorative system of avenues and monuments completed by the War Department in the early 20th century.

Park Resource Areas

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

N

Resource Areas

- **Major Battle Action Areas**
- **Soldiers' National Cemetery**
- **Battlefield Commemorative Areas**
- **Other Resource Areas**

- **Gettysburg NMP Boundary**
- **Eisenhower NHS Boundary**

* Only major memorial groups are shown on this map

2.3 MANAGEMENT FRAMEWORK

2.3.1 Resource-sensitive and Results-oriented Management Prescriptions

Within the broad parameters of the park's mission and mission goals, various approaches to park use, management and development are possible. Some of these approaches may represent competing demands for the same resource base. To address these conflicts, NPS general management plans define **management prescriptions**, which provide the policy framework for making specific decisions about resources and visitor use.

Management prescriptions describe the **specific resource conditions** and **visitor experiences** that are to be achieved and maintained over time. Based on these characteristics, each management prescription identifies the kinds and levels of visitor use, management activities and development that are appropriate for maintaining those desired conditions. A management prescription can apply to a specific resource wherever it appears in a park, or may apply to all resources within a specific resource area of the park. Taken together, the recommended management prescriptions form the core of the GMP.

Management prescriptions help managers of a park decide which implementing actions are appropriate. They provide a basis for decision making on the long- and short-term issues park managers are aware of today, but also help guide solutions for future problems that are unforeseen. They are intended to provide managers with the flexibility to make good decisions even when circumstances change. A range of actions is possible as a result of the adoption of a management prescription, and the purpose of the prescription is to ensure that action is appropriate to protect resources and provide for visitor use and interpretation. They are not detailed development plans.

Management prescriptions link mission goals and the other two types of goals NPS uses to manage its work: 5-year goals and annual goals. Each management prescription results in one or more 5-year goals, each of which is measurable. For example, a management prescription may indicate that the desired resource condition for buildings is that they be restored and maintained in good condition. The 5-year goal sets an attainable, measurable target: e.g., by the year 2003, 50% of the park's historic structures would be in good condition. Five-year goals are then broken down into annual goals, the yearly steps that must be taken to meet the objective.

In many cases, a more detailed implementation plan must be prepared once a specific action has been determined and funded. Examples of situation-specific implementation plans include collections management plans, maintenance guides, resource management plans, agriculture program guidelines, and project design plans.

2.3.2 Management Prescriptions Related to the Mission Goals

The Alternatives described in this Chapter are structured around the four mission goals of the park. Each goal requires different types of management prescriptions:

Table 2: Mission Goals and their Relationship to Management Prescriptions

Mission Goal	Statement of Goal	Management Prescriptions Would	What Resources or Activities are Covered
Land and Resource Management	All significant resources associated with the Battle of Gettysburg (historical landscapes, structures, archeological sites, curatorial objects, and cultural landscapes) are protected, restored, and maintained in good condition.	Define the resource conditions to be achieved and maintained over time.	• Cultural Landscape Management • Structures and Buildings • Collections • Archeological Sites • Natural Resources • Battlefield Resources outside of park boundaries
Interpretation and Visitor Experience	The public understands and respects significant events associated with the Gettysburg Campaign and their impact upon the development of the nation.	Define the interpretive and visitor experiences that are to be provided park-wide and within the park's resource areas.	• Ranger Tours • Guide tours • Museum Interpretation • Student Education Programs • Interpretation on the Battlefield • Interpretation of battle-related sites outside park boundaries
Visitor Use and Facilities	Visitors safely enjoy high quality educational experiences, accessible to all segments of the population.	Identify the kinds and levels of visitor use, management activities and development that are appropriate for maintaining the desired conditions park-wide and in each area.	• Visitor Facilities • Parking and Circulation • Trails • Visitor Use Management • Special Uses • Park Administrative & Maintenance Facilities
Partnerships and Cooperative Actions	Public and private entities understand the park's mission and act cooperatively with park management to protect and interpret resources.	Define cooperative management initiatives which can protect park-related resources outside the park boundaries Provide guidance on mechanisms to attract non-NPS human and financial resources in support of the park's goals.	• Preservation of park settings outside the NPS boundary • Actions by partners and cooperators to be encouraged by NPS

2.4 OVERVIEW OF ALTERNATIVES

2.4.1 Alternatives Described and Assessed in this Document

Four alternatives are described in this draft General Management Plan. As part of the planning process, other alternatives were considered and reviewed with the public, but were not carried forward because public comments received indicated that most people felt that these alternatives presented solutions that were not complete.

The four alternatives considered in detail in this document have been refined to respond to comments and suggestions from the public and other park partners. The general concept of each alternative is reviewed below in this section. Detailed management prescriptions are included in each alternative, including the resource and interpretive conditions to be attained, and the appropriate kinds and levels of resource management, visitor use and development associated with those desired future conditions. These are found in Sections 2.6 through 2.10 of this Chapter. Maps are provided for each alternative. The *Land and Resource* Map indicates the resource prescriptions for each alternative, and describes visually the key landscape actions recommended as a part of the alternative for each management zone. The *Interpretive Facilities* map describes the location for interpretive activities and actions. The *Visitor Use and Park Facilities* map shows the location of park facilities and indicates the areas where visitor use is causing damage and shows potential solutions for those problems. Partnerships and cooperative actions are also discussed for each alternative. Charts that compare the alternatives and their impacts are included in Section 2.11 of this Chapter.

An overview summary of the four alternatives follows.

Alternative A: Continuation of Current Management

This alternative assumes continuation of current policies and associated actions. It provides a baseline for comparison of the other alternatives and is required by the National Environmental Policy Act regulations. Alternative A retains the management guidance and direction of the 1982 General Management Plan, and the subsequent Management Objectives developed in the 1988 Statement for Management. This alternative retains the management zones defined by the 1982 GMP and would continue the management policies articulated in that document towards the landscape, park facilities, and visitor use management. Under this management strategy, the condition on the battlefield continues to be that of a modern agricultural landscape where features and resources significant to the battle and its commemoration are preserved in their current conditions. The Soldiers' National Cemetery continues to be managed to maintain and perpetuate modern vegetation and changes made for maintenance with modern equipment. In the commemorative area, individual monuments and monument groups continue to be preserved and restored, and the formal designed corridor in which the War Department placed them is recalled by mowing of the area. Modern features, such as parking areas, bollards, paths, fencing or other restraints are added as needed to protect resources from overuse and damage by pedestrians and vehicles. Big Round Top is managed as a natural area.

Alternative B: Minimum Action

This alternative is conceived to include the least costly set of actions that would respond to the park's mission goals. Alternative B has two major areas of management emphasis: rehabilitation of large-scale landscape features in the Major Battle Action Area and the Soldiers' National Cemetery, and the provision of a new museum complex to replace obsolete facilities and meet the

park's interpretive goals. Most of the actions recommended in this alternative are incorporated into Alternatives C and D, as well.

The rehabilitation of large-scale landscape features would reinstate the patterns of open and wooded areas within the Major Battle Action Area, including restoration of Ziegler's Grove. The condition that could be attained by implementation of this alternative is that of a predominately modern agricultural scene managed so that the large scale patterns present during the battle are represented in the area where major battle action occurred. This would allow visitors to visualize and understand the major movements of the armies and to appreciate tactical decisions made by its leaders. Landscape preservation would be recommended for Other Resource Areas and for Commemorative Areas, to protect these landscapes in their current condition.

Alternative B also suggests rehabilitation of the large-scale landscape and designed features that characterized the Saunders design for the Soldiers' National Cemetery. Under this alternative, the cemetery would remain in its modern condition, except that the vegetation and circulation in the Civil-War portion of the cemetery would be managed so that visitors can understand the ideas of equality expressed by Saunders in the design. These ideas parallel those expressed by Abraham Lincoln in his Gettysburg Address. The commemorative landscape would be managed similarly to Alternative A.

This alternative incorporates the development of a new museum complex and associated facilities that can provide state-of-the-art interpretation and visitor services, located on a site that was not pivotal to the outcome of the battle. Enhanced programs would provide broad, in-depth interpretation of the causes and consequences of the Gettysburg Campaign, its impact on participants and noncombatants, and the enduring meaning of the Gettysburg Address. Strong linkages would be provided from the park and museum complex to historic structures at the center of the Borough of Gettysburg, accompanied by cooperative agreements which could communicate the role of key in-town sites during and after the battle. Based on such agreements, an NPS presence would be possible to interpret these topics.

The broad initiatives of this alternative improve the visitors' understanding of the battle landscape by making it possible for them to understand the movements of the armies – the generals' perspective – and by providing greatly improved centralized interpretation of the causes and consequences of the Gettysburg Campaign. Alternative B incorporates visitor activity management policies which improve the condition of park resources by limiting damage from visitor use.

Alternative C: The Proposed Plan - Rehabilitation of Landscapes Significant to the Battle of Gettysburg and its Commemoration

This alternative, which is the proposed plan, incorporates the key management actions proposed in Alternative B, but also includes additional initiatives to improve resource conditions and the visitor experience. In the Major Battle Action Area, selected small-scale elements that were significant to the outcome of the battle (such as fences, orchards, and woodlots) would be rehabilitated. This would allow visitors to develop a more powerful appreciation of how the 1863 landscape influenced the course of the battle and affected individual units and soldiers. Visitors would be able to understand not only the major landscape patterns that affected the movements of the armies and the tactical decisions of its leaders, but also the details of terrain, obstacles, cover and other features that affected individual units and soldiers. In order to accomplish this, features that have been damaged, deteriorated or removed are replaced.

The landscape that results would not fully reflect the conditions present in 1863, but it could convey its history and retain and preserve the features that define its character. Similar improvements to the Civil War section of the Soldiers' National Cemetery would bring back elements of the original Saunders design so that it can be well understood by the public. Reconstruction of selected avenue fencing in the commemorative area would allow visitors to get a sense of the designed commemorative park developed by battle veterans.

A new museum complex and associated facilities, as described in Alternative B, would provide state-of-the-art interpretation and visitor services. Initiatives with the Borough would also be as described in Alternative B. Visitors would have the interpretive facilities and programs to understand the battle and its consequences in depth. The alternative includes additional initiatives to manage visitor access as required to protect the enhanced resources in the Major Battle Action area.

Alternative D: Maximum Park Rehabilitation

This alternative expands on the resource management actions presented in Alternative C, restoring the entirety of the known and documented battle landscape in the Major Battle Action area and the significant elements outside the Major Battle Action area included in the other resources area. Missing features from the commemorative era, principally along the system of commemorative avenues would, for the first time, allow modern visitors to experience the commemorative park built by battle veterans. This alternative adopts the point of view that comprehensive rehabilitation at Gettysburg is warranted because the park is nationally significant both as a battleground and also as a designed commemorative landscape. Interpretation would rely heavily on the new museum complex to provide the context overview, and on restored battlefield and commemorative landscapes to tell their stories.

Modern wayside signs would be removed to allow visitors to rely on the system of markers placed by the park's veterans to understand and experience the park. Visitor use would be managed to encourage and concentrate travel along the commemorative avenues, and alternative means of transport and interpretation would encourage visitors to tour the battlefield with far less reliance on private vehicles than currently.

2.4.2 Other Alternatives Considered

Two additional alternatives were proposed and reviewed with the public in early workshops and were presented in the GMP Newsletter. These alternatives were called *Improve Areas of Most Intensive Use*, and *Diversified Visitor Experience*. Other approaches, characterized by full and no restoration, were considered by the GMP project team but eliminated from consideration because the team felt they could not be accomplished within the parameters set by the *Secretary of the Interior's Standards for Historic Preservation*. These concepts included elements that have since been incorporated into the alternatives now under consideration, but were predicated on basic concepts that are considerably different than Alternatives A through D. The general concept of each eliminated alternative and the reasons for its elimination are reviewed below.

The alternative to *Improve Areas of Most Intensive Use* suggested addressing problems of visitor overuse and interpretation at heavily impacted sites like Little Round Top and the Angle by emphasizing interpretation and visitor use management. The concept would have created traffic-free zones representing each day of the battle. In these zones, detailed elements of the landscape

would be restored, and a defined interpretive sequence catering to first-time visitors would be developed. This approach created three parks-within-the-park, each with a defined visitor sequence, restricted vehicular access, nearby support parking and visitor services, and new interpretive and visitor contact facilities. Although some participants felt that this approach would recognize the attraction posed by the most popular sites and prevent additional resource damage, most participants felt that this alternative was too restrictive and placed too much focus on selected portions of the battle landscape to the exclusion of others. An additional argument against this approach was that it placed too much emphasis on improvements to serve first-time visitors and would have limited interest for repeat visitors.

The alternative of ***Diversified Visitor Experience*** placed the greatest emphasis (and commitment to resources) on innovative interpretation of the battle, its context, and aftermath. The idea of this alternative was that, using the opportunity posed by technologies that could be incorporated into the new museum complex, visitor experiences of the battlefield might be highly personalized and focused on areas of individual visitor interest. For example, individual battlefield tours might explore the course of a unit, a regiment or perhaps an ancestor over the three days of the battle. Similarly, in-depth interpretation might be provided about the experiences of noncombatants, or about other topics limited only by the imagination. This approach suggested interpretive outreach to the Borough of Gettysburg and with other Civil War sites relevant to an understanding of the Gettysburg Campaign. This alternative also emphasized educational opportunities provided through technology for those who might never be able to visit the park in person. This alternative did incorporate reestablishment of the open vs. wooded character of the park, as well as improvements to the battlefield landscape to permit some dispersal of visitors and mitigation of visitor impacts to heavily used portions of the park. Although there was strong support from participants for the idea of expanded interpretation, most felt that the ideas were not sufficiently differentiated to support this concept as an alternative in its own right, and that the best of these ideas should be incorporated into other alternatives under consideration. Accordingly, incorporation of borough resources (and their interpretation) and the idea of multiple interpretive viewpoints have been incorporated into Alternatives B, C, and D, described below.

Two other alternatives were considered by the GMP team: ***Full Restoration*** and ***Interpretation Only***. The approach which would embody ***Full Restoration*** responded to the perception that many participants in the GMP process want to see the battlefield fully restored. Although this option was explored by the GMP team during the GMP process, the NPS has concluded that this approach would not be feasible, as it would not comply with the *Secretary of the Interior's Standards for Historic Preservation.*

Throughout this GMP process, the language of preservation as described in the Secretary's Standards has created confusion for the public and the agency. The use of the term "restoration" is the best example of the confusion between the technical language of preservation and the public's everyday understanding. Generally, restoration is defined as the process of accurately depicting the form, features, and character of a landscape as it appeared at a particular historical period, by removing features from later periods in its history and reconstructing missing features. The intention is to make the landscape appear as it did at a particular – and most significant –

time in its history. An important consideration is that historians do not create anachronisms as a result of restoration; that is, historians would not create a landscape that never appeared in history.

At Gettysburg, given the vast acreage of the park and its nationally significant overlay of post-1863 commemorative monuments and avenues, and the intrusion of modern state roads occupying historic rights of way, this concept creates problems. A true restoration of the 1863 battlefield landscape would require the removal of all commemorative features and the exclusion of automobiles and state roads, a legal and practical impossibility. Restoration to the end of the period of significance of the commemorative landscapes would involve removing monuments placed after 1927, and would perpetuate undesirable changes to significant 1863 features, for example expansion of woodlands and changes in the patterns of orchards, farmsteads and buildings. Preservation standards suggest that a true restoration to 1927 would put back the tourist railroads and rebuild the tourist courts, souvenir stands and gas stations that have been purchased and demolished. Selection of either the 1863 or the 1927 time in history for a restoration of the park is impractical and would require inherent contradictions that would not be acceptable to the public, historians, or the community. Therefore, a true restoration, as defined by the Secretary's Standards, is not feasible. Various degrees of rehabilitation that would suggest the 1863 landscape are presented in Alternatives B through D.

Finally, an *Interpretation Only* approach that would have required no rehabilitation or restoration of features was considered by the project team. This alternative would have relied upon interpretation, waysides, written materials and publications to provide the information necessary for visitors to understand the battle. However, visitor surveys, experience with visitors on site and the results of public meetings convinced NPS that this approach would not meet the park's interpretive goals or satisfy visitors to the park. In addition, the team believed that this approach would not allow NPS to meet fully the park's legislated purpose-that of preservation of features significant to the outcome of the battle. Therefore, because this alternative would not allow NPS to meet the minimum standards set by the park's purpose and mission goals, it was eliminated from further consideration.

Alternatives for the park's collections storage, museum and visitor center facilities were considered in the development concept plan and request for proposal process described in detail in Chapter 1.

2.5 PRESERVATION TREATMENTS AND THEIR RELATIONSHIP TO ALTERNATIVES

Preservation treatments are described in the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes.* This document describes the principles that federal and state agencies must follow when they acquire, protect, stabilize, preserve, rehabilitate, restore or reconstruct historic buildings, sites or landscapes.

This GMP defines alternatives which include preservation treatments that are consistent with the Secretary's Standards. As a part of the process of developing this GMP, a number of different concepts were evaluated. As a result of public review and consultation between other agencies and NPS, the concepts were narrowed to include several generally appropriate treatments or ranges of resource conditions and visitor experiences. Each alternative represents a different combination of these basic treatments. The four treatments primarily used in developing the alternatives are summarized in Table 3. The four preservation treatments established in the Secretary's Standards are summarized below.

Preservation is the process of applying measures necessary to sustain the existing form, integrity and materials of an historic property. Work includes stabilizing the property, and focuses on the ongoing maintenance and repair of historic materials and features. Preservation retains the existing character of the resource. Most of the activity that takes place on the battlefield today is preservation; buildings, monuments and landscapes are stabilized and repaired so that they maintain their existing character.

Rehabilitation makes possible compatible uses for properties through repair, alterations and additions while preserving those historic features that remain and that are significant and convey historical values. Rehabilitation starts with identifying, protecting, retaining and preserving historic features. Changes to a property that have acquired significance in their own right are retained and preserved (an example at Gettysburg is the Codori Barn which did not exist in 1863, but is on the site of the original 1863 structure and is historic in its own right.) Then, historic features that have been deteriorated or changed may be repaired. For example, such repair work could include regrading a swale, reclaiming a field that has become overgrown, and replacing in kind of materials or parts lost to seasonal change. Rehabilitation also allows replacement of missing historic features, like fences. Finally, rehabilitation permits alterations and additions for new use; an example might be providing a subbase for a historic lane while retaining its original surface texture and width, thereby allowing it to carry horses, pedestrians and emergency vehicles while maintaining its historic appearance.

This GMP looks at three different levels of rehabilitation. Implementing one level does not preclude doing more in the future, if funds become available. The first level is *rehabilitation of large-scale features.* This treatment suggests that the major features that organize the park's landscape – the pattern of open fields vs. wooded areas and circulation – be rehabilitated. The second level is *rehabilitation of significant features.* For example, this treatment would imply that the significant features associated with the outcome of the battle of Gettysburg be preserved and rehabilitated, like the fences crossed by soldiers on the field of Pickett's Charge and the woodlot conditions encountered by soldiers at Reynolds Woods. The third level is *rehabilitation of all features from the historic period that can be identified and documented.* For example, this level of rehabilitation would suggest that all fences be replaced on the field, regardless of whether or not they were significant to the outcome of the battle. It would suggest that all the site furnishings

and objects, like shell-stones bollards and gates, that were a part of the commemorative park, be replaced.

Restoration is the process of accurately depicting the form, features and character of a property as it appeared at a particular period of time. This can include removing features from other periods in its history and reconstruction of missing features that can be substantiated by documentary and physical evidence. Care must be taken to ensure that features that are merely conjectured are not introduced, because that could create a false sense of history. An example of restoration on the battlefield might be the fabrication of a new bronze sword from the plans for a monument, where the original sword has been stolen or vandalized.

Reconstruction is defined as depicting, by means of new construction, the form, features and details of a non-surviving site, landscape, building, structure or object for the purpose of replicating its appearance at a specific period of time and in its historic location. Reconstruction is only appropriate when documentary and physical evidence is available to permit accurate reconstruction with minimal conjecture. An example of reconstruction on the battlefield might be replacing a fence in its historic location, when its construction, details and location can be fixed through period photographs or surveys, or through archeological investigation.

Each of the action alternatives includes elements of preservation, rehabilitation, restoration and reconstruction. Alternatives C, the proposed plan, and D include increasing amounts of restoration and reconstruction of individual features, within the context of overall rehabilitation of the battle, cemetery and commemorative landscapes.

Table 3:
Management Prescriptions Supporting Appropriate Preservation Treatments

	Preservation	Rehabilitation of Large Scale Landscape Features	Rehabilitation of Significant Features	Rehabilitation of all Features from the Historic Period that can be Identified and Documented
Land and Resource Management	All significant resources are stabilized, preserved and protected from deterioration.	All significant resources are stabilized and preserved The large scale features that organized the landscape during the battle — vegetation patterns and circulation — are rehabilitated.	All significant resources are stabilized and preserved Only significant features that contribute to the outcome of the battle or the significance of a design, and that are needed to understand the landscape, are rehabilitated Some documented features that have been removed are reconstructed or restored. Some modern intrusions are removed.	All significant resources are stabilized and preserved The historic landscapes of the park are rehabilitated so that they reflect to the greatest degree possible, their period of greatest significance Every missing feature that can be identified and documented is restored or reconstructed. Modern intrusions are removed.
Interpretation and Visitor Experience	Visitors use the preserved features, along with wayside exhibits, guided tours and other means to understand how the landscapes would have looked and been used.	Visitors can understand the major story told by the historic landscape (e.g., the movements of the armies or the main idea of the Saunders plan for the National Cemetery).	Visitors can understand the significant aspects of the landscape (e.g., how fences affected the movement of a unit or how individual soldiers were affected by the presence of cover).	Visitors can experience directly and in great detail the various historic landscapes of the park. To the maximum extent possible, contact with the modern world is shielded.
Visitor Use and Facilities	Modern visitor facilities – rest rooms, modern trail systems and waysides – remain and provide for use of the visitor. Modern features required for resource preservation or interpretation remain or may be added.	Modern intrusions that could be confused with large-scale features – such as modern trail systems – are removed. Other modern features required for resource preservation or interpretation remain or may be added.	Modern intrusions that could be confused with large-scale features – such as modern trail systems – are removed. Other modern features required for resource preservation or interpretation are removed and historic features that perform the same function are used.	Modern facilities are removed. Visitor use is tightly controlled to prevent damage to restored landscapes. Modern features added for resource preservation are removed and historic features that perform the same function are used.

2.6 ALTERNATIVE A: NO ACTION CONTINUATION OF CURRENT MANAGEMENT PRACTICES

This approach assumes continuation of current policies and associated actions. It provides a baseline for comparison of the other alternatives and is required by the National Environmental Policy Act regulations. Alternative A retains the management guidance and direction of the 1982 General Management Plan, including its management zoning and the continuation of current management policies toward the landscape, park facilities, and visitor use management. The resource condition that has been attained by following this management strategy is a modern agricultural landscape where identified features significant to the battle are preserved as they exist today. Modern, large-scale agriculture predominates the scene, and modern-day regrowth of woods infringes upon important views and avenues of approach. Changes to the landscape that are not significant in their own right are maintained and preserved. The visitors' experience in the park is and would continue to be of a modern, agricultural landscape where they must use their imagination, supplemented by a few wayside exhibits and the explanation of tour guides to envision the landscape of the battle.

The condition that has been attained through this management strategy in the Soldiers' National Cemetery is a modern cemetery managed to maintain and perpetuate existing non-historic vegetation and circulation and to simplify maintenance. Visitors experience a modern cemetery and obtain information about the cemetery from guides or from the monuments and tablets.

In the commemorative area, individual monuments and monument groups are preserved and restored, and linked by a mowed grass corridor that generally reflects the historic extent of the designed park built by battle veterans. Modern features, such as parking areas, bollards, paths, fencing or other restraints have been added to protect resources from overuse and damage from people and vehicles or to accommodate visitor services. Visitors experience an altered park corridor with avenues that represent the lines of battle and monuments, tablets and markers that denote the position of individual regiments and units at a specific point in time.

Big Round Top is managed as a natural area rather than as a part of the battle area, although 1863 features are preserved. Visitors experience this area through non-historic, un-interpreted nature and horse trails.

The major elements of Alternative A are summarized in Table 4 and presented in the subsequent portions of this Section.

Table 4:
Summary of Elements of Alternative A: Continuation of Current Management Practices

Mission Goal	Current Management Direction	Examples of Actions Taken
Land and Resources	Preserve modern agricultural and scenic landscape, with continued reforestation of areas not cultivated.	• Mow to preserve existing patterns. • Natural processes function in woodlands. • Use tree screens to minimize views of modern development.
	Preserve farm complexes, structures, archeological sites and other historic features as they exist today.	• Indicate the historic extent of the commemorative area through mowing. • Preserve monuments and monument groups. • Preserve buildings and structures.
	Manage open land and pastures through the use of the park's agriculture program, to accommodate modern agricultural practices.	• Permit changes to field sizes, fencing and access as needed to accommodate modern agricultural practices. • Allow use of wetlands as pastures.
	Manage Big Round Top as a natural area.	• Do not undertake programs to restore the historic setting. • Interpret the area through nature trails.
	Preserve the Soldiers' National Cemetery as a modern cemetery, perpetuating and allowing additional changes to ease maintenance and allow the use of modern machinery.	• Maintain the existing non-historic vegetation patterns • Add new circulation as needed to accommodate visitor use. • Preserve changes in topography instituted to allow machine mowing.
	Collections and archives continue in existing spaces that lack appropriate conditioning, storage, access and security.	• Collections continue to be stored in the VC basement. • Archives are stored in the Roller Building, the VC attic, and the Cyclorama Center basement.
Interpretation and Visitor Experience	1st day, 2nd day, 3rd day auto tour, ranger tours and licensed battlefield tours continue to be the primary interpretive experiences on the park.	• Continue existing ranger interpretation of the battle. • Retain self-guided auto tour. • Continue to focus tours and activities on the parts of the field that can be understood. • The design of Soldiers' National Cemetery and the development of the commemorative park are infrequently interpreted.
	The existing Visitor Centers continue interpretation of battle equipment and methods.	• Museum interpretive focus on research and objects is continued. No interpretation of context or consequences of battle.
Visitor Use and Facilities	Modern trail systems provide access to the battlefield.	• Maintain and expand modern trail systems.
	Damage from pedestrians, automobiles and buses is managed by ad-hoc built interventions on the field.	• Use modern bollards, curbs, signage and other features to limit pedestrian or auto access. • No dispatching or limits on bus traffic.
	Parking lots, amphitheaters, scout camping, and park administrative and managerial uses continue to be spread throughout the battlefield.	• Park staff continues to operate out of seven or more different structures, including several historic houses. • Non-historic houses and barns are maintained for use as offices and labs. • Parking around the Visitor Centers is insufficient, and supplemented by parking on surrounding fields.

Table 4: (continued)
Summary of Elements of Alternative A: Continuation of Current Management Practices

Mission Goal	Current Management Direction	Examples of Actions Taken
Partnerships and Cooperative Actions	NPS continues its existing partnerships to manage the park, acquire land, raise funds and other purposes.	• NPS works with Eastern National to manage the VC and its interpretive venues and operate the park bookstore. • NPS cooperates with the Friends of the National Parks at Gettysburg to raise funds and preserve battlefield lands. • NPS cooperates with the Gettysburg NMP Advisory Commission and other partners to communicate with the public on important issues.
	NPS continues to work with volunteers to provide visitor services, manage battle positions, and provide living history interpretation.	• NPS continues the Adopt-a-Position program. • NPS continues its volunteer programs. • NPS continues its living history programs.
	NPS works with Main Street Gettysburg, the Chamber of Commerce, Visitors and Convention Bureau, local governments and others to provide interpretive links to the town's pathway system.	• NPS continues to cooperate with Main Street to interpret the pathway. • NPS continues to cooperate with and serve on the boards of various local organizations to further joint goals.

2.6.1 Land and Resource Management

The battlefield landscape, the park and its resources and facilities would be preserved and maintained using current management practices in accordance with the current General Management Plan of 1982, as amended by boundary adjustments and minor modifications which have occurred since its preparation. The 1982 GMP defined the entirety of the land then included within the park boundaries as an Historic Zone, within which several subzones were defined. The subzones include:

- A **Preservation** Subzone that encompasses the vast majority of the park;
- A **Commemoration** Subzone that includes all monuments and memorials within the Preservation Subzone;
- Three **Development** Subzones where park maintenance, operations, and visitor services take place, including the area of the current Visitor and Cyclorama Centers, the Fantasyland site east of Taneytown Road, and all of the park avenues and roads;
- An **Outstanding Natural Features** Subzone which encompasses a wooded area including Big Round Top and associated woods south of South Confederate Avenue,
- A **Special Use** Subzone that includes land owned by other federal agencies or private landowners within park boundaries over which there is no NPS administrative control.

Figure 12 shows these management zones, adapted to the current boundary.

Current management practices focus on preservation. This means that the changes that have accrued to the historic landscape over time are preserved and perpetuated, and ongoing processes of natural change are allowed to continue.

The 1982 GMP called for the removal of woodlands that were not a part of the 1863 landscape, replacement of 100% of the historic orchards on the battlefield, and the management of 11 historic woodlots to 1863 conditions. Under it, NPS cut and opened Little Round Top, Houck's Ridge, and areas of the Rose Farm. However, except for those few actions, NPS has not yet removed other nonhistoric woodlands, managed woodlots or replanted most orchards. A weakness of this GMP was that the required historical research, documentation and compliance that would have firmly established these policies was not completed. One recommendation that was implemented was the addition of nonhistoric tree screens to shield views of modern development at the park edges. These tree screens have been continued, and would be continued, under this alternative. NPS would continue to maintain 6 orchards.

The general policy of preservation would continue under this alternative. Much of the park is managed to preserve the existing conditions and resources. An exception to this policy is the park's agricultural program, which is managed to facilitate modern agricultural practices, even when this means the loss of historic fence lines or lanes.

Park structures would continue to be maintained to meet NPS preservation standards. Routine maintenance would continue to occur. Park buildings would continue to be included in the NPS housing program or leased to farmers through the agriculture program. The income produced from these activities would be used to maintain the historic buildings.

The 1982 GMP recognized only the monuments, markers, and tablets themselves as commemorative, and did not include the avenues or the mowed lawn corridor in which the monuments were placed. Within the last six years, these avenues have been recognized by NPS and the Pennsylvania State Historic Preservation Officer as part of a commemorative, historic corridor. When complaints were received about letting grass grow high around monuments, the park adopted a policy of mowing the avenue corridors, a practice that would continue.

Collections and archives would continue to be stored in their current locations. The existing conditions for storage of the park's collections and archives would continue; no major changes to the adverse environmental conditions in which collections are displayed or stored would occur. The condition of the collection would continue to deteriorate. The cyclorama painting, "Battle of Gettysburg," would continue to be displayed in its current gallery at the Cyclorama Center. No change to the inadequate environmental conditions to which the painting is subjected would be made. The painting would not be rehung, and it would continue to deteriorate.

A survey and assessment of the park's archeological resources is underway. Known archeological sites would continue to be protected.

Woodlands would continue to be managed through natural processes, with little intervention from park management. Efforts to clear woods of invasive, non-native species would occur. An active program of woodlot management would not be initiated.

The Soldiers' National Cemetery is managed as a modern cemetery. The 1982 GMP suggested the development of a landscape management plan to restore the landscape of a portion of the

Saunders plan. Several components of that plan have been developed in draft. Vegetation management would continue to occur. However, structural changes to restore the patterns of circulation or the original relationships between ground levels and the top of gravestones would not occur.

2.6.2 Interpretation and Visitor Experience

Interpretation would continue to focus on the 1st-day, 2nd-day, 3rd-day sequence of battle activity. The auto tour would be the primary means to see and understand the park. Park ranger tours would focus on specific battle actions and tactics, the Soldiers' National Cemetery and the Gettysburg Address, with special focus tours for children, and special interest tours regarding the soldier's and civilian experience. Wayside exhibits would continue to be the primary means to understand the park, which has undergone major changes in some locations since the time of the battle. Ranger interpretation would continue to focus on the few sites where the battle can be understood through observation of the landscape, like the Angle, Little Round Top, the Wheatfield, The Peach Orchard and the Field of Pickett's Charge (see Figure 13). Tours of areas that cannot be understood easily in this way, such as Culp's Hill and the south end of the battlefield, would continue to be sporadic.

Licensed battlefield guides would continue to be a major part of the interpretive experience at Gettysburg.

Visitors would continue to use the existing museum complex for orientation; the Electric Map, a fee program, would continue to supply information relating to the course of the battle. Museum interpretation would continue to focus on the articles and equipment used in the battle, and would supply little or no information relating to the causes or consequences of the battle. The for-fee cyclorama program would continue in its current form, as would the orientation film currently in use in the cyclorama auditorium.

The areas in the vicinity of the Pennsylvania Monument and Pitzer Woods would continue to be used for living history events that receive special permits from the Park.

2.6.3 Visitor Use and Facilities

Existing park facilities for visitor services would be retained in their current locations. Vehicular and pedestrian circulation, as well as current parking lots, would continue at the existing park museum complex. The majority of visitors arriving by personal car or bus would continue to drive through Gettysburg and along Steinwehr Avenue or Taneytown Road to the Visitor Centers. Parking at the Visitor Centers would continue to be inadequate. Fields and overflow lots which are used for overflow parking during the summer months would continue to be used, with existing difficult pedestrian access to these areas.

This alternative would include completion of the one-way system of avenues and continuation of parking policies, which permit roadside parking along one-way avenues. Heavy vehicular traffic in areas such as Little Round Top, where summer weekend "gridlock" is a regular occurrence, would continue.

The existing non-historic walking trails, nature trails and horse trails would remain in their current

locations and conditions. These unimproved or minimally improved trails cut across the battle landscape, causing severe erosion in many locations. Visitor service facilities on the battlefield, such as restrooms, group camping areas, and horse-trailer parking, would remain.

Areas where resource damage is occurring would continue to be managed through signage, use of modern concrete bollards in a few locations, and other ad-hoc means. The parts of the battlefield where heavy pedestrian traffic causes ground erosion (Little Round Top, the Angle, Devils Den, and other heavily trafficked areas such as the vicinity of popular monuments) would continue to be managed as they are now.

Special uses, such as walks, dog-a-thons, bicycle races and other events that are not related to the interpretive purposes of the park would continue.

Park administrative and maintenance facilities would continue to be spread among existing visitor facilities, maintenance facilities and historic and non-historic buildings. The need for additional office space would increase over time. The park would continue efforts to fund the approved 1988 Development Concept Plan for a combined administrative and maintenance facility at Fantasyland.

Figure 14 shows the locations and characteristics of these visitor and park services and facilities, as well as areas where current usage patterns are causing overuse and resource damage.

2.6.4 Partnership and Cooperative Actions

Existing partnerships would be maintained with Eastern National, The Friends of the National Parks at Gettysburg, the Borough of Gettysburg, Main Street Gettysburg, the Licensed Battlefield Guides, adjacent communities, and other volunteer and special interest group constituencies. The successful adopt-a-position program, which now uses volunteers to protect 239 battle positions, would continue. Partners would continue to be sought to sponsor and/or fund preservation initiatives for monuments and historic battle positions. NPS would continue to support and, when possible, provide technical assistance to local communities preserving resources related to the Gettysburg Campaign and the Civil War.

The park would continue to cooperate with Main Street Gettysburg to develop the Historic Pathways project linking Gettysburg to the Soldiers' National Cemetery and Cemetery Ridge.



Alternative A proposes that the current land and resource management policies and their associated actions would continue on the battlefield, the Soldiers' National Cemetery and commemorative areas. The park would be maintained as a modern agricultural landscape with identified significant battle features preserved. Modern regrowth of woods would continue to obstruct important park views and avenues of approach. In general, the current management practices would limit the interpretive potential of the landscape.

Figure 12

Alternative A
Existing Conditions

Land and Resource Management

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

N

Preservation Subzone
(and Gettysburg NMP Boundary)

Soldiers' National Cemetery

Commemorative Subzone
Significant Monuments and Memorials
(major memorial groups shown)

Development Subzone

1 Major Museum, Visitor Center and Park Support Areas

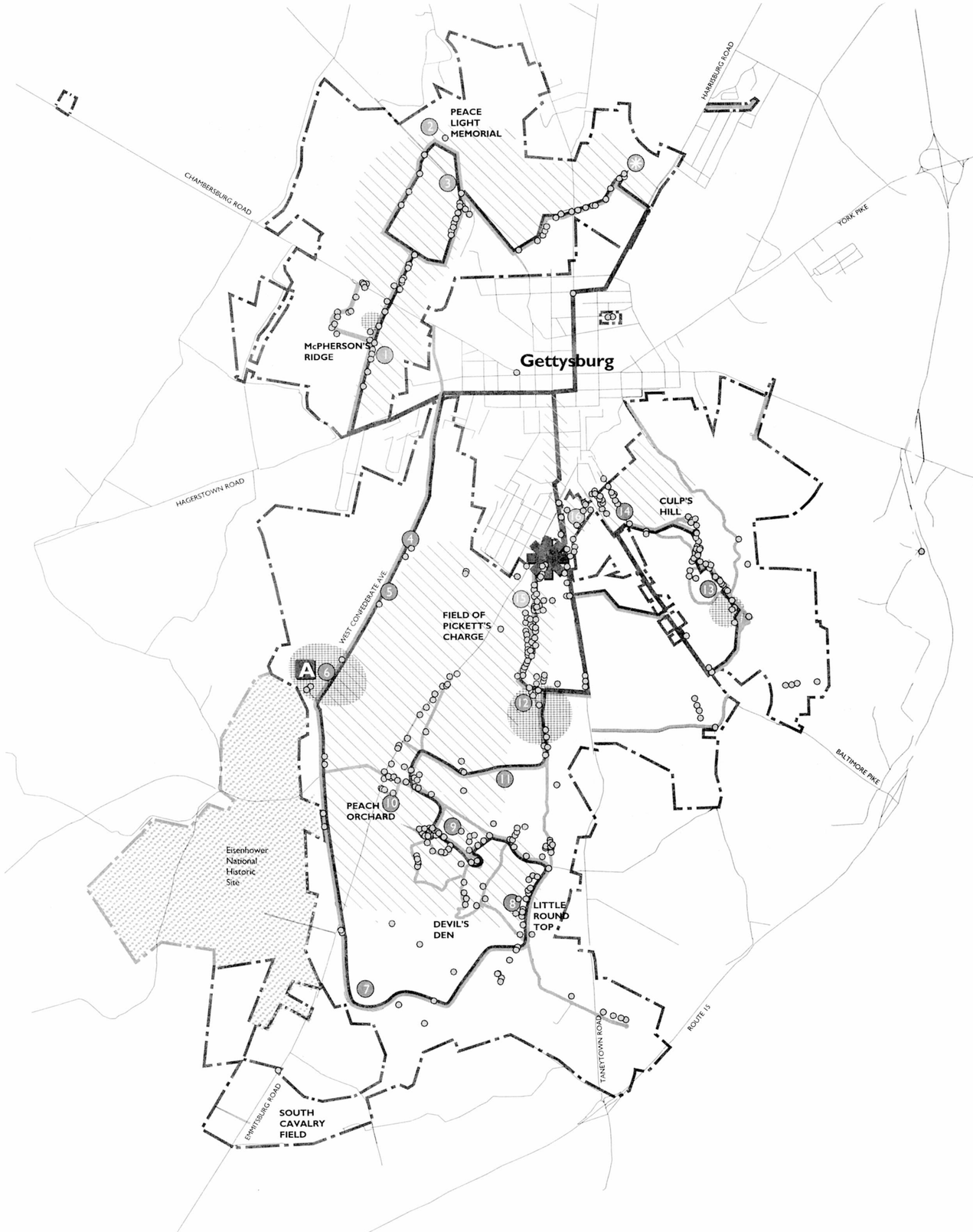
2 Secondary Park Management Support and Visitor Service Areas

a. Fantasyland parking
b. Resource management offices
c. Maintenance
d. Culp's Hill Tower and parking
e. parking
f. Little Round Top parking
g. Little Round Top parking
h. Devil's Den parking/restrooms
i. picnic area/restrooms
j. West Confederate Tower and parking
k. Amphitheater and parking
l. Campground
m. West End Guide Station and parking
n. Oak Hill Tower and Parking
o. Peace Light parking
p. Protection offices
q. Hummelbaugh House
r. Pennsylvania Memorial parking/restrooms
s. Rummel Woods parking
t. Big Round Top parking, Summit trail,
u. Administration(Cemetery Lodge)

Avenues

Outstanding Natural Features

Eisenhower NHS Boundary



Alternative A maintains the existing 1st, 2nd, and 3rd day auto tour, ranger tours and Licensed Battlefield Guide tours as the primary interpretive visitor experiences in the park. The current Visitor Center would continue to provide a museum of objects, as well as the Electric Map and Cyclorama painting. The Soldiers' National Cemetery would retain its current design and ranger tours, along with self-guided interpretation would continue to be the main visitor experience.

Figure 13

Alternative A
Existing Conditions

Interpretation and Visitor Experience

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

N

Primary Visitor Center, Museum, Cyclorama, Electric Map and Parking

Areas typically used for living history events

Areas of landscape which can be partially understood

Amphitheater

Commemorative features*

Self-guided auto tour

Major Interpretive Venues

Day 1

1. McPherson Ridge
2. Eternal Light Peace Memorial
3. Oak Ridge
- Barlow Knoll

Day 2

4. North Carolina Memorial
5. Virginia Memorial
6. Pitzer Woods
7. Warfield Ridge
8. Little Round Top
9. The Wheatfield
10. The Peach Orchard
11. Plum Run
12. Pennsylvania Memorial
13. Spangler's Spring
14. East Cemetery Hill

Day 3

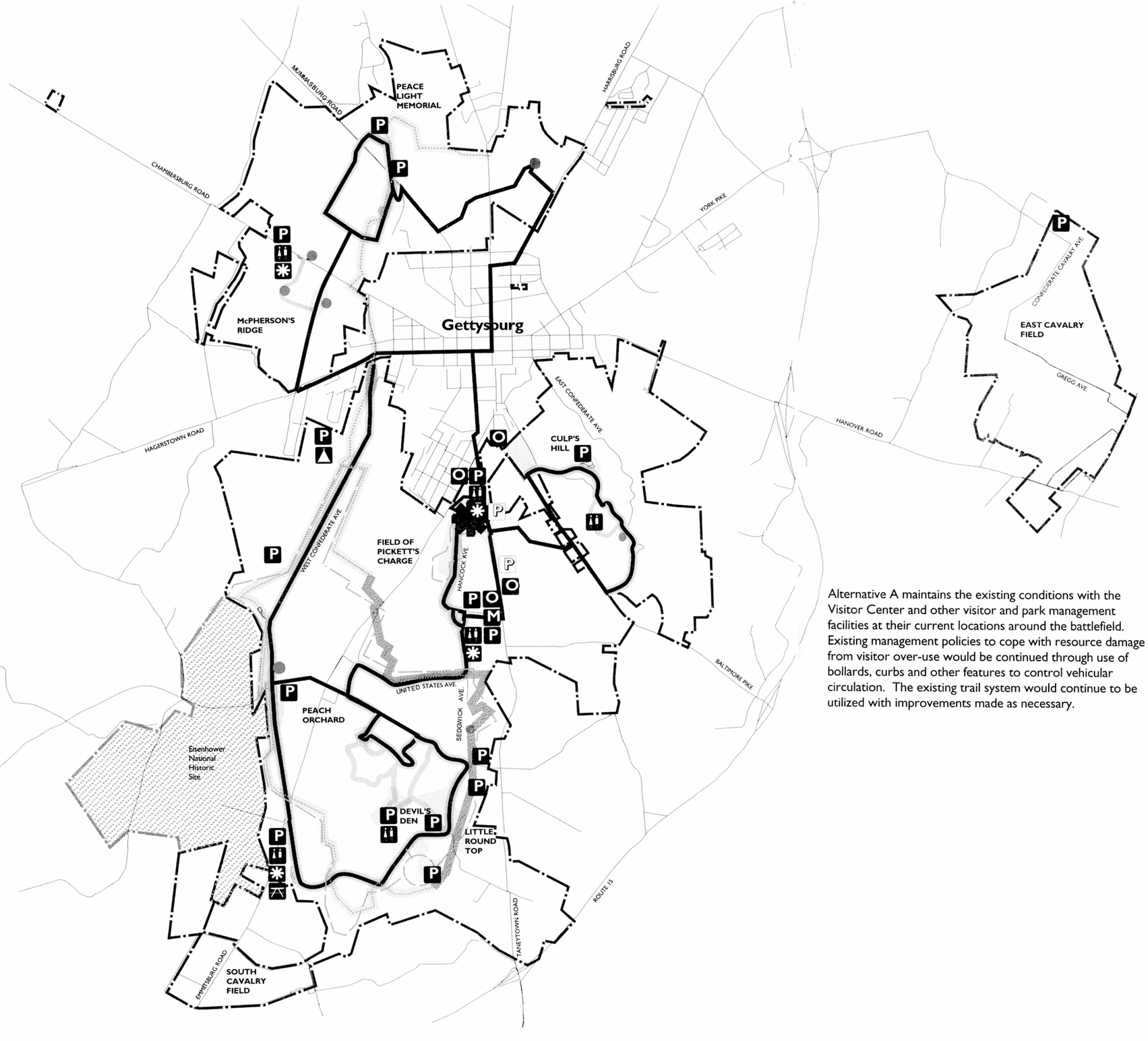
15. High Water Mark

Post-Battle

16. National Cemetery

Gettysburg NMP Boundary
Eisenhower NHS Boundary

* Only major monument groups are shown on this map.



Alternative A maintains the existing conditions with the Visitor Center and other visitor and park management facilities at their current locations around the battlefield. Existing management policies to cope with resource damage from visitor over-use would be continued through use of bollards, curbs and other features to control vehicular circulation. The existing trail system would continue to be utilized with improvements made as necessary.

Figure 14

Alternative A
Existing Conditions

Visitor Use and Facilities

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

N

- **Primary Visitor Center, Museum, Cyclorama, Electric Map and Parking**
- **Visitor comfort facilities**
- **Visitor parking**
- **Overflow parking**
- **Guide stations**
- **Picnic Area**
- **Campground**
- **Park Maintenance**
- **Park Offices**
- **Auto tour route**
- **Parallel parking on one side of street**
- **Walking paths**
- **Horse trail**
- **Areas subject to over use and /or resource damage**
- **Specific impacted sites**
- **Gettysburg NMP Boundary**
- **Eisenhower NHS Boundary**

2.7 MANAGEMENT PRESCRIPTIONS COMMON TO ALL ACTION ALTERNATIVES

The description of the three action alternatives (Alternatives B, C and D) are organized by the four mission goals discussed in Section 1.5. For each mission goal, management prescriptions are defined (in italics) which describe the future condition to be attained. Examples of the appropriate kinds and levels of resource management, visitor use, development and partnership actions associated with the desired future condition are described. These are expressed as a range of actions that may be undertaken to achieve the management prescription. If there are any special considerations or criteria that could be applied by managers to determine the specific action to be taken, they are also mentioned.

In this section, resource protection, interpretive, visitor use management, and partnership prescriptions that are common to all action alternatives and that apply across all resource areas are defined. The Management Prescriptions Common to all Action Alternatives are the baseline from which Alternatives B, C and D are developed. Alternatives B, C and D then include additional actions, most of which are resource area specific. These resource and interpretive prescriptions define the differences among these approaches. The rate and order of implementation of specific actions in any of the alternatives would depend upon the availability of funding and management priorities in future years. The management prescriptions included in this section and under Alternatives B, C, and D represent the broad outlines of the proposed future efforts. The actions listed are representative, and do not necessarily designate the specific actions that would be undertaken over the near term or the order in which they would be taken.

Table 5 presents a listing of these management prescriptions, along with examples of the kinds of actions that might result from their implementation.

Table 5: Summary of Management Prescriptions Common to all Action Alternatives

Mission Goal Category	Management Prescriptions	Examples of Appropriate Actions that may result from Prescription
Land and Resources	Managers make decisions based upon professional studies and adequate planning.	•Prepare cultural landscape reports, resource studies, inventories, surveys, implementation plans, and other work when needed for rehabilitation or preservation actions.
	Resources, including historic structures, landscapes, archeological sites and collections that contribute to the significance of the park, are stabilized, preserved and maintained in good condition.	Hundreds of actions result. A few examples include: • Routine maintenance, preservation actions, repair and restoration of features. • Use appropriate technologies to conserve collections. •Mow fields, and maintain orchards and wooded areas. •Protect sites from vandalism. •Maintain the historic alignment and width of park avenues. •Develop a new facility to house the park's significant collections and artifacts according to contemporary archival and conservation practices.

Mission Goal Category	Management Prescriptions	Examples of Appropriate Actions that may result from Prescription
	The park's boundary and land acquisition strategy is sufficient to protect the nationally significant qualities of the park.	•Update the park's Land Protection Plan to ensure that its recommendations adequately protect the significant qualities of properties. •Review easements to ensure that significant elements are protected. •Revise and update protection strategies. •Make needed administrative or legislative changes to boundary.
	Historic buildings are managed to produce income that defers the cost of their ongoing maintenance.	•Rent houses to employees and other tenants at market rates. •Lease buildings for use through the agriculture program or historic leasing program. •Develop preservation agreements for buildings that are privately owned.
	Non-historic or modern structures and intrusions are eliminated.	•The Cyclorama and Visitor Centers are removed and their sites rehabilitated. •Overhead utility lines are removed. •The National Tower is acquired and removed in accordance with the LPP.
	Natural resources are managed and monitored to encourage biological diversity and to avoid adverse impacts on regional ecology, while protecting the quality and character of the park's cultural resources.	•Document existing conditions with inventories. •Develop thresholds for action. •Cooperate with local agencies to protect air and water resources. •Design natural resource management policies which, to the extent feasible, comply with the goals of the Chesapeake Bay Program.
	No new monuments are built on the park.	•Work with groups wishing to construct new monuments to find other ways to meet their goals.
	The park's agricultural program is managed to protect cultural and natural resources, and to encourage the preservation of grassland species.	•Schedule mowing and haying to protect species. •Remove pastures from wetlands to protect water quality. •Require low-till or no-till methods where needed to protect soil, archeological and topographic resources. •Prohibit new tile drains, grading or development that disturbs historic wetlands or topography.
Interpretation and Visitor Experience	A new collections storage, museum and visitor center complex provides orientation and facilities for visit-planning and opportunities for learning about the Gettysburg Campaign within the full context of the causes and consequences of the Civil War.	•NPS cooperates with a partner to fund, plan, construct and operate a self-sufficient museum complex that meets the park's interpretive, visitor service and resource management goals. (refer to "Partnership and Cooperative Action" for additional detail). •Develop interpretive information, exhibits and materials to orient visitors to park interpretive themes. •Provide materials, assistance, and services designed to help visitors plan their time at the park and to select means of experiencing the resource that match their interests and time constraints.
	Visitors' movement through and experience of the park's cultural landscape is the foundation for their understanding of the park's interpretive themes.	•A new core experience is designed to provide first-time visitors exposure to introductory interpretive information at the museum complex as well as direct experience of key sites on the battlefield and the Soldiers' National Cemetery. •New programs that express and illustrate the park's six interpretive themes are presented on ranger tours, by licensed battlefield guides, through living history, first-person interpretation, and using other interpretive strategies. •Auto tours and exhibits are updated to reflect new conditions on the battlefield and the areas that can be understood by observation.

Table 5: Summary of Management Prescriptions Common to all Action Alternatives *(continued)*

Mission Goal Category	Management Prescriptions	Examples of Appropriate Actions that may result from Prescription
	Park visitors are actively encouraged to visit key sites and districts within the Borough of Gettysburg and to understand their relationship to the battle and its aftermath.	•Expand the historic pathway and related interpretive media and programs •Cooperate with local entities to preserve, rehabilitate and interpret the Lincoln Train Station. •Establish a partnership with local governments, the Commonwealth of Pennsylvania and private groups to acquire, preserve, interpret and operate the Wills House. •Establish an NPS presence downtown. •Develop, in coordination with local entities, an active menu of programs, interpretation, living history and tours to educate visitors about the town's role in the battle, its aftermath and the preservation of the battlefield. •Provide information about the town of Gettysburg, the historic pathway, and other sites in the park's museum complex, along with information about local and regional visitor services (hotels, restaurants, etc.) •Work with the community and private entities to provide regular shuttle service between the museum complex and the Borough of Gettysburg,
Visitor Use and Facilities	Pedestrian, horse and bicycle traffic is managed to prevent resource damage and/or loss.	•Design ground surfaces within the commemorative area to adapt them to high volume use while protecting the historic fabric. •Provide physical controls on visitor movement and access to ensure resource protection while accommodating high-density use. •Provide alternate transportation to high volume areas, such as between the new museum complex and the most highly visited sites. •Remove non-historic trails and restore the landscape. •Rehabilitate or reconstruct historic lanes and use them to provide pedestrian and horse access to historic and interpretive sites.
	Major visitor services and support uses are located where they would have little or no impact on significant cultural landscape resources.	•Relocate the amphitheater and youth campground to the new museum complex. •Develop a new museum complex and related facilities in the Visitor and Park Services Overlay Area.
	All public activities are systematically evaluated for appropriateness before they are permitted.	•Use NPS criteria to determine if and when uses are compatible. •Cooperate with local groups to find alternative locations for events. •Prohibit uses that damage park resources and do not contribute to understanding of park values and resources.
	Damage to roadsides and commemorative landscapes as a result of vehicular traffic is rare.	•Seasonally close selected internal park avenues, such as Hancock, Stone and Meredith, to allow pedestrian use and resource protection. •Limit the type of buses that are allowed on narrow avenues with tight curves to the size that can navigate these conditions without leaving the roadbed. •Use the park's reservation system to spread out vehicular and bus traffic at heavily used sites. •Use historic drainage, or, if necessary, add low, compatible curbs designed to be visually unobtrusive to keep cars on paved surfaces.

Mission Goal Category	Management Prescriptions	Examples of Appropriate Actions that may result from Prescription
	A Transportation Management System is in place that enables NPS to anticipate traffic overload conditions in the park and to take appropriate action to protect resources and provide visitor services.	•Install traffic monitoring devices at key park avenues that would report information to a central control location. •Determine key indicators that provide early warning of potential resource overload conditions. •Develop traffic management measures that can mitigate resource impacts, including, but not limited to: museum complex information about the "best way" to visit heavily used sites; increased shuttle services, ranger/volunteer dispatch to locations where impacts are expected, and traffic/vehicular control to direct auto visitors to available parking at key sites.
Partnership and Cooperative Action	Existing park partnerships are maintained and strengthened, and they expand NPS' ability to protect park resources and provide high quality visitor interpretation and experiences.	•NPS works with volunteer groups to expand and extend their services to the park. •NPS expands the ways that volunteers can assist the park in maintenance, resource management, interpretation and visitor services. •Enlist major partners and donors to help meet resource goals .
	NPS works with a private sector partner to plan, develop, maintain, and operate a new museum complex and related facilities	•NPS executes an agreement with its private sector partner which reserves to NPS the right of final approval for every aspect of the planning, fund-raising, design, maintenance, and operations of the development. •The entirety of the museum complex reverts to NPS at the end of its amortization period, •NPS and other services that are offered at the museum complex are available to the public; with fees kept at reasonable levels.
	Sites and resources outside the park's boundary that are significant to the Gettysburg Campaign are preserved and protected.	•Collaborate with local communities to prepare inventories, historic district ordinances, and preservation strategies. •Ensure that federal actions are appropriate and conserve significant features of historic sites and districts. •Encourage private groups to acquire and donate easements to protect significant properties in the historic district.
	The park's scenic and rural setting remains relatively undisturbed, and development within the park's viewshed is compatible in scale and intensity.	•NPS works with local communities to develop zoning ordinances that are compatible with the park's purposes. •NPS provides technical assistance to communities as suggested in PL 101-377 to assist them in developing compatible planning and implementation of resource protection actions. •Support the work of the Adams County Land Conservancy.
	Special initiatives are taken to expand cooperative relationships and partnerships with the Borough of Gettysburg and other sites associated with the Gettysburg Campaign, to ensure that resources closely linked to the park, the battle, and the non-combatant civilian involvement in the battle and its aftermath are appropriately protected and used.	•NPS initiates cooperation agreements with willing owners, and seeks the assistance of the Borough of Gettysburg and other appropriate entities to preserve, operate and manage the Wills House and the Lincoln Train Station. •NPS provides assistance to expand and extend the Gettysburg Pathway system and integrate the story of the town and its involvement with the battle and its aftermath. •NPS provides technical assistance and research facilities to groups and individuals planning and operating historically correct interpretive tours and venues within the community and other areas affected by the Gettysburg Campaign. •NPS cooperates with other national park, state or local historic sites, agencies and institutions to provide interpretation of the Gettysburg Campaign and its context of the Civil War and American History. •NPS supports and participates in long distance learning and other activities to bring information about the battle and its context to those who cannot visit Gettysburg in person.

2.7.1 Land and Resource Management

Managers make decisions based upon professional studies and adequate planning: The National Park Service uses its procedures and policies to try to make the best resource decisions possible within budgetary and time constraints. The tools it uses to do this are professional assessments, inventories, documentation and planning. These requirements often add cost and months or even years to the process of making changes on the battlefield. The costs and time required can sometimes be confusing or frustrating for volunteer groups and the general public, who are not accustomed to the research and planning used by federal agencies and the National Park Service. The kinds of actions that may result from this management prescription include:

- Prepare cultural landscape reports as needed.
- Prepare natural and cultural resource inventories and management plans as needed.
- Prepare historical studies for specific park cultural resources as needed.
- Prepare archeological surveys as needed.
- Prepare implementation plans and design plans as needed.

Resources, including historic structures, landscapes, archeological sites and collections that contribute to the significance of the park are stabilized, preserved, and maintained in good condition: Much of the day-to-day work of park maintenance and professional staff, and a large portion of the park's annual spending, is dedicated to the protection, preservation and maintenance of the park's historic resources. Buildings, battle landscapes, breastworks, stone walls, monuments, equestrian statues and park avenues are just some of the thousands of historic structures found in Gettysburg NMP. Gettysburg NMP owns one of the most significant collection of Civil War artifacts in the United States, and its 350,000+ collection of archives documents the preservation and commemoration of the field. The landscape upon which the battle was fought – the ridges, hills, woodlots, lanes and fields – determined the tactics of the armies. Battle sites, 19th century farms and campsites are just some of the types of archeological sites found within Gettysburg NMP. Without all of these resources, the battle cannot be fully understood. The kinds of actions that may result from this management prescription include:

- Protecting historic buildings from fire.
- Stabilizing and preserving historic era buildings and maintaining them in good condition.
- Stabilizing and preserving monuments, and doing the work needed to bring them up to good condition, and repairing and restoring dilapidated cannon carriages.
- Routine and regular maintenance to prevent conditions that may lead to destruction of historic fabric.
- Providing appropriate environmental, fire safety and suppression, and security conditions for the protection of collections and archives.
- Completing inventories and cataloging of collections and archives, and preparing indexes (funding aids) or other retrieval systems so researchers and scholars using the collections can locate items; updating Scope of Collections statements and completing historic furnishing reports for buildings used for display.

- Stabilizing the condition of artifacts and archives that are endangered to stop further deterioration.
- Mowing fields and the commemorative corridors.
- Maintaining orchards and wooded areas.
- Protecting significant topographic and natural features of the battlefield from erosion.
- Protecting known archeological sites from deterioration as a result of natural processes.
- Protecting cultural and natural resources from damage as a result of vandalism.



Left: *Breastworks along Hancock Avenue are examples of historic structures that contribute to the park's significance. (Source: GNMP)*

With so many resources, and within the constraints of limited staffing and funding, managers must often make difficult decisions regarding what resources should be protected first and how limited funding and staff should be distributed. As a part of the process of developing the park's mission and mission goals, the Northeast Regional Office of the National Park Service requires parks to rank their contributing resources and determine what resources may be noncontributing. Resources are grouped into categories and the groups are ranked in order of their contribution to the park's national significance. Classes of resources within a prioritized group are not ranked.

This ranking provides a guide to managers, so they can ensure that limited funding and staff are being programmed to take care of the park's most significant resources. However, the resource ranking is just a guide; for example, severely deteriorated resources contributing to the commemoration of the battle may be repaired before a stable resource that contributes to the battle but is not experiencing degradation is upgraded. Park managers must also balance resources to ensure that all contributing resources are protected and preserved, no matter where they fall in the resource priorities.

Table 6 describes the priority listing of resources that park managers would use to implement the actions in this GMP.

Table 6: Priority Listing of Park Resources

Category	Examples of Resources (not in priority order)
Priority 1: Resources Contributing to the Setting or Course of the 1863 Battle.	Key Terrain (e.g., ridges, hills, woods).
	Obstacles (e.g., fences, wetlands, waterways, stony fields, hillsides, buildings, building complexes).
	Cover and Concealment (e.g., fences, buildings, rock outcroppings, ridges, swales, woodlands, woodlots).
	Observation Points (e.g., buildings, high points, views and vistas).
	Avenues of Approach (e.g., roads, lanes, open fields, woodlots).
	Other 1863 structures used for support (e.g., houses, field hospitals, spring houses, barns, outbuildings).
	Original stone walls, earthworks, lunettes and pits built by battle participants.
	Archeological sites related to the battle.
	Museum collections of battle-related archives and objects.
Priority 2: Resources Contributing to the Soldiers' National Cemetery and Lincoln's Gettysburg Address.	The graves of veterans.
	The spatial organization of the Saunders plan, including circulation and vegetation.
	Monuments, memorials, markers and tablets.
	Historic buildings and the 1879 Rostrum.
	Historic fencing, gates and culverts.
	Museum collections of cemetery and address related archives and objects.
Priority 3: Resources Contributing to the Commemoration of the Battle.	Monuments and monument fencing, markers, tablets and statues.
	Avenues, bridges and culverts built before 1927.
	Copse of Trees fence.
	Observation Towers.
	The Roller Building.
	Stone work at Spangler, Codori and Menchey's Springs.
	Flagpoles and hitching posts.
	Archeological sites relating to the commemoration of the battle, including paths, steps, foundations, quarries, etc.
	Rebuilt commemorative earthworks, lunettes, pits and stone walls.
	Cyclorama painting.
	Museum collections of commemorative and site administration related archives and objects.
Priority 4: Other Resources that Contribute to the Battlefield Setting.	Post-battle farm houses and outbuildings that are located on the foundations or in the position of a structure present in 1863, and which contribute to an understanding of the spatial organization of the 1863 battlefield (e.g., the Codori Barn).
	Views from important interpreted points on the battlefield.
Priority 5: Other Resources that must be Considered (by law or federal policy).	Historic structures that do not fall into any of the previous categories, such as the Cyclorama Center.
	Wetlands and floodplains that do not fall into any of the previous categories.
	Threatened and endangered species and their habitats that do not all into any of the previous categories.
	Archeological resources that do not fall into any of the previous categories.
	Prime or unique agricultural lands.
	Natural, cultural or historic resources that do not fall into any of the previous categories and that may yield important scientific information.
	Ecologically critical areas or unique natural resources.

Category	Examples of Resources (not in priority order)
Other Park Resources: Tools used to provide services to visitors or manage the park.	Visitor Centers and museum.
	Interpretive media, including waysides.
	Interpretive venues, including the amphitheater.
	Staff office buildings and labs.
	Non-historic structures in the Roller Building (maintenance) Complex.
	Agricultural fencing and tile drains.
	NPS-era fountains, restrooms, and contact stations.
	NPS-era culverts, bridges, drainage systems, etc.
	Park infrastructure (non-historic roads, trails, youth group campgrounds, sewer and electrical systems, etc.).
Non-Contributing Resources: Park staff and funding would not be used to care for non-contributing resources. Examples of non-contributing resources include:	Tree screens not present during the battle that obscure important interpretive views.
	Modern quarries.
	Modern (i.e., non-historic) structures and farm buildings that do not represent buildings present during the battle.
	Unused, non-historic structures (e.g., the Fantasyland amusement park buildings).
	Trails and other facilities provided for exercise or recreation, but not for educational purposes related to the park's mission.

The park's boundary and land acquisition strategy is sufficient to protect the nationally significant qualities of the park: As noted before, Congress established the current park boundary in 1990. That legislation generally establishes a boundary that protects the nationally significant qualities of the park. However, the published boundary map contains a few errors and omissions, which NPS wants to correct, so that the map reflects NPS' understanding of the park boundary. Several tracts that NPS does not require for park purposes should be deleted from the boundary, and several federally-owned tracts should be added to the boundary. Three federally-owned parcels deleted by Public Law 101-377 have since the enactment of that law been determined to be nationally significant elements that contribute to the significance of the park, and NPS must add them back to the boundary. In addition, the proper interpretation of the Battle of Gettysburg and its aftermath in the Borough of Gettysburg would be facilitated by placing the Wills House within the park boundary. To accomplish this, administrative or legislative changes would be required. The administrative or legislative changes to the boundary would include:

- Delete the rear portions of two lots on Round Top Lane and one lot on Ridge Road just north of its intersection with Knight Avenue in Cumberland Township. These tracts are privately owned, and they are not needed for park purposes because no major battle action occurred there and they are not visible from interpreted points on the battlefield. (NPS Tracts 05-154, 05-155 and 05-160, 2.2 acres).
- Add the northern ends of Wainwright Avenue and East Confederate Avenue to the boundary. These are owned by the federal government and NPS has no plans to dispose of them. These avenues are considered as contributing features to the nationally significant commemorative landscape of the park. However, they were omitted from the published boundary map. (NPS Tracts 04-155 and 04-162).

- Add the Battlefield Military Museum parcel on Baltimore Pike in Cumberland Township. Report 101-467, accompanying H. R. 3248, the bill setting out the new park boundary, notes that Congress authorized fee simple acquisition of this property when the museum operating there is no longer in business. It was omitted from the published boundary map. (Adams County Tax Map F13, Lot 145, 5.2 acres).
- Add the area surrounding the remains of McAllisters Mill on McAllisters Mill Road in Cumberland Township. It is the only documented Underground Railroad Station in proximity to the park. Until recently, NPS thought that the 1990 boundary encompassed this site. Recent field investigation revealed that it was outside the published boundary by about 100 feet. Its omission was apparently an error in placement of the boundary line on the published boundary map. (Adams County Tax Map G14, Lot 32, 2 acres).
- Add the remainder of the former Grumbine property at the corner of Hunt Avenue and Baltimore Pike in Cumberland Township. The published boundary cuts the property in half. The Gettysburg National Battlefield Museum Foundation plans to donate, at no cost, the entire parcel to the United States as a part of its proposed agreement with NPS. (Adams County Tax Map F14, lot 18, 1.7 acres).
- Add back into the park boundary two USA-owned avenues, Jones Battalion Avenue in Straban Township and Seminary Lane in the Borough of Gettysburg, deleted from the boundary in 1990. In evaluating proposed Federal Highway Administration work on the park avenues, the Pennsylvania Historic and Museum Commission determined that these avenues were contributing elements to the nationally significant commemorative landscape developed by war veterans. The park's recent national register documentation confirms that all of the park's avenues, including Jones Battalion Avenue and Seminary Lane, contribute to the national historic landmark significance of the park. Placing them in the boundary is necessary for their proper preservation, protection, interpretation and management. (NPS Tracts 02-144 and Tract 02-180).
- Add back an USA-owned parcel on Johns Avenue deleted from the boundary in 1990. This site, located in the Borough of Gettysburg occupies the same block as the Home Sweet Home Motel, a tract that is inside the boundary. This area was the position of the 8th Ohio Regiment during Pickett's Charge and the place where three medals of honor were won. Placing it within the boundary is necessary for its proper preservation, protection, interpretation and management. (NPS Tract 03-133).
- Add the Wills House to the park boundary. Located on Lincoln Square in downtown Gettysburg, it is the house where President Abraham Lincoln spent the night before delivering the Gettysburg Address, where he finalized the address, and the place from which his march to the Soldiers' National Cemetery was staged. The property has been owned by a nonprofit that is no longer willing to bear the expense of its maintenance. The *Historic Pathways Plan*, developed for the community by the National Park Service in 1990, recommends that the Will House be the site of the primary interpretation of downtown Gettysburg's role in the battle and its aftermath. The preservation, protection, interpretation and management of the site would be enhanced by NPS acquisition and cooperative partnerships with local and state government and private agencies to operate and manage it. (Borough of Gettysburg Tax Map 7 as Lot 299, 0.05).

In addition to legislative or administrative boundary changes, the other kinds of actions that may result from this management prescription include:

- Update the park's *Land Protection Plan* to ensure that its recommendations adequately protect the significant qualities of properties, and amend it as needed.
- Review easements to ensure that significant elements are protected.
- Revise and update land protection strategies.

Historic buildings are managed to produce income that defers the costs of their ongoing maintenance: Gettysburg NMP owns 99 historic buildings and structures that contribute to an understanding of the Battle of Gettysburg or the park's commemorative landscapes; more than 40 other historic buildings within the park boundary but still in private ownership would eventually be acquired in fee or protected through easements. The costs of keeping the park-owned buildings in good condition, while necessary, are great. In the past, the park has used a number of mechanisms to produce income that in turn can defray the costs of appropriate maintenance. The kinds of actions that may result from this management prescription include:

- Lease buildings through the historic leasing program, the agriculture program or the NPS Housing Program.
- Use the cooperative agreement authority of the Historic Sites Act of 1935 to manage and protect historic structures.
- Develop historic preservation agreements with owners of historic buildings within the park boundary to protect their significant qualities.

These actions would occur only after a determination of the appropriate use and treatment for these structures has been made, and an assessment of the action determines that the significant qualities of the building can be maintained over time under the proposed agreement or lease. In no case would rental or a historic lease be allowed that would place a building at risk or bring an unacceptable use into the park.

Non-historic and non-contributing structures and intrusions are eliminated: Although modern intrusions, especially from state roads and automobiles, are a fact of life on the battlefield, NPS would not condone or perpetuate modern intrusions within the Major Battle Action Area of the park. In addition, as explained above, NPS would not expend staff and funding to maintain non-historic, modern intrusions. Other visual intrusions on federal or state-owned rights-of-way would be eliminated where possible. The kinds of actions that may result from this management prescription include:

- Restore Ziegler's Grove, a site now occupied by the current Visitor Center, Cyclorama Center and parking.
- Remove non-historic and non-contributing buildings from the Major Battle Action Area.
- Remove overhead power lines that impair crucial views and fields of fire.
- Acquire and remove the National Tower, in accordance with the park's LPP.
- Remove non-historic and unused agricultural fencing.

- Review easements and rights-of-way through NPS owned land to eliminate intrusions wherever possible.

Natural resources are managed and monitored to encourage biological diversity and to avoid adverse impacts on regional ecology, while protecting the quality and character of the park's cultural resources: With thousands of cultural resources, and hundreds of significant natural features, Gettysburg NMP spends a lot of its funding and available staff time completing legally required or otherwise mandated natural and cultural resource monitoring. This work is complicated by the fact that at Gettysburg NMP, natural resources are managed to protect the character and quality of the park's significant cultural resources. In some cases, cultural resource management goals do not allow natural processes to continue unimpeded. Therefore, management for biological diversity and to protect state-listed species requires considerable thought and adequate monitoring to understand the results of management actions and make appropriate changes that protect species and the character of cultural resources. The kinds of actions that may result from this management prescription include:

- Develop base maps that document existing conditions for natural and cultural resources;
- Identify thresholds that may trigger the need for management action;
- Develop monitoring programs for specific resources, e.g., groundwater, surface water quality, soil erosion, and status of known archeological sites;
- Develop a conservation partnership with the U.S. Fish and Wildlife Service to develop protection strategies for state or federally listed or threatened species, most of which are open-land species at Gettysburg NMP.
- Develop park natural resource management actions which comply with the goals of the Chesapeake Bay program to the extent possible while achieving the park's cultural resource management goals.

No new monuments are built in the park: New monuments are intrusions on the historic commemorative landscape and diminish the integrity of the Battlefield Commemoration Area, and other historic resource areas. This policy applies to every historic commemorative area managed by NPS. Therefore NPS would encourage groups wishing to commemorate battle activities to find other means and mechanisms to do so, rather than construct monuments.

The park's agricultural program is managed to protect cultural and natural resources, and to encourage the preservation of grassland species: The agricultural program is an important component of park management. Unfortunately, it has also been the cause of the destruction or modification of some of the park's cultural and natural resources. In some cases, the nature of farming operations causes harm to natural resources; an example is the use of pesticides, which, even when carefully monitored, may have an adverse impact on water quality. In other cases, long established practices, such as allowing cows to graze in wetland pastures, cause impacts to water quality in the park. The intent of this management prescription is to cause the reformulation of the program so that cultural and natural resources in the park are protected to the greatest extent practicable and compatible with a reasonably operated agriculture program. The kinds of actions that may result from this management prescription include:

- Schedule mowing and haying to protect the nests of grassland birds and encourage diversity of open land flora and fauna species.
- Remove wetland pastures from the program to protect water quality in streams.
- Require low-till or no-till farming methods where needed to lower erosion, protect subsurface archeological resources and limit changes to topography.
- Prohibit new tile drains and allowed selected tile drains to become nonfunctional, in order to restore wetland areas present during the battle or to encourage wetland species.
- Prohibit grading, draining and other development of farm fields that disturbs historic topography, fence lines, lanes or farm boundaries.
- Limit the use of pesticides and chemicals that may cause damage to the Chesapeake Bay.

In any case where a historic feature is to be used or modified as part of the agricultural program, such actions would be made with consultation from park historians and would meet NEPA and Section 106 compliance requirements.

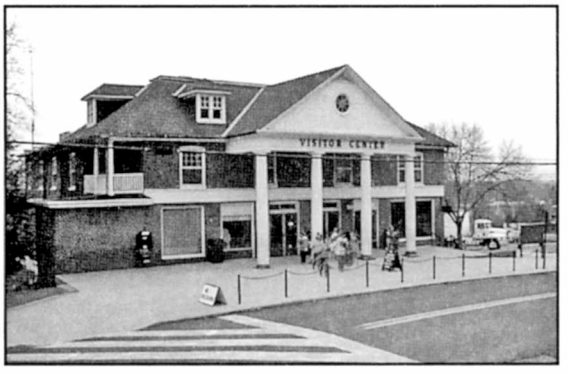
2.7.2 Interpretation and Visitor Experience

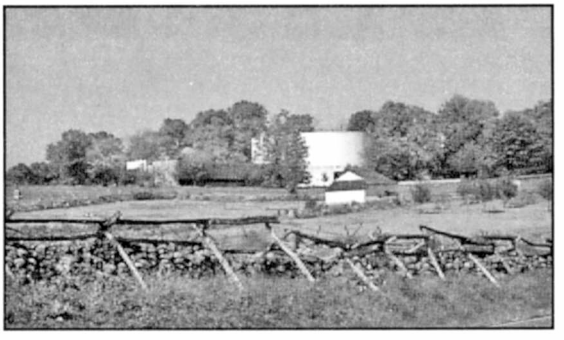
A new collections storage, museum and visitor center complex provides orientation and facilities for visit-planning and opportunities for learning about the Gettysburg Campaign within the full context of the causes and consequences of the Civil War: The new collections storage, museum and visitor center complex would be the gateway to the park. The visitors' experience in these facilities would prepare them to understand and appreciate fully the Gettysburg Battlefield.

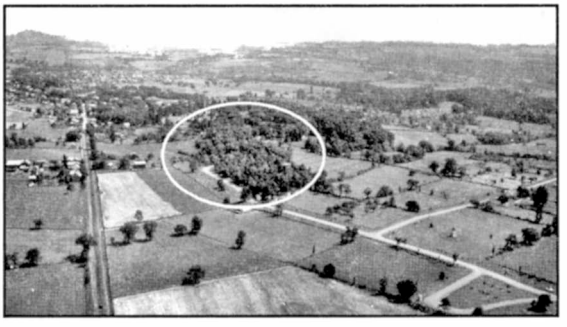
The facility would include the park's main visitor center, a history museum, a gallery for the display of the world-famous Gettysburg cyclorama painting, electric map/orientation gallery, a multipurpose theater showing an interpretive film, and housing for the park's extensive collection of artifacts and archives. NPS envisions the facility as an educational, enriching, enlightening and entertaining destination where park visitors can learn about the Gettysburg Campaign. The museum would tell the story of the battle in its broad context of the Civil War and American history and of its legacy and enduring importance to the American people. At the end of their

stay at the facility, visitors should want to visit the battlefield, participate in related programs and activities in the community, and learn more about the era of the Civil War.

Pre-Visit Information and Reservations: An important element of the center would be the reservation system, which is already being piloted in the park's existing Visitor Center. Through the system visitors would have appropriate information to plan their trip and reserve spaces in the park's interpretive fee programs and licensed battlefield guide tours. Regional planning and coordination with the Visitors and Convention Bureau would ensure that information about the park and the region is provided to visitors before they arrive. The reservation system would also help the park even out its bus and visitor use. Over time, the system may help alleviate some of the crowding common in the park from April through October.





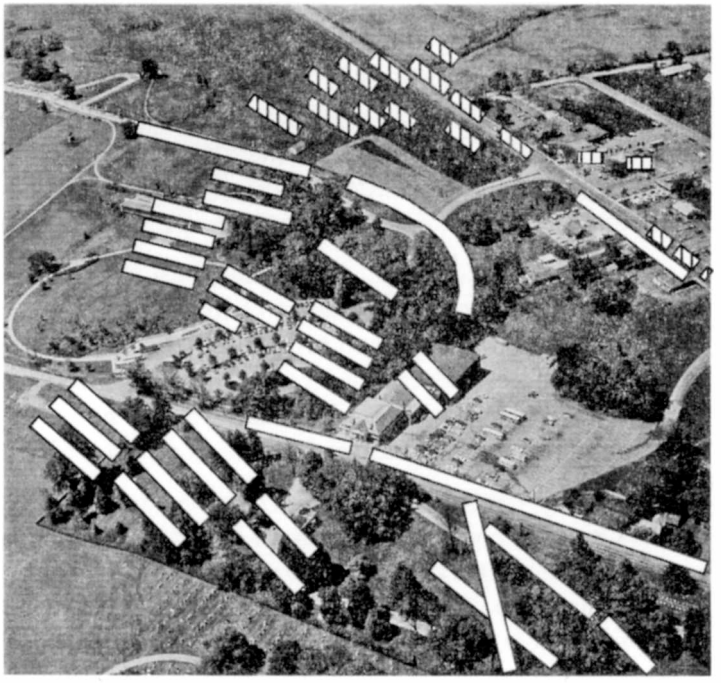


Above, left: *Current Visitor Center, located near Ziegler's Grove and immediately across the street from the entrance to the Soldiers' National Cemetery. (Source: GNMP)*

Above right: *The Cyclorama Center stands in Ziegler's Grove and on the Union Line that was the endpoint of Pickett's Charge. (Source:* GNMP)

Left: *Ziegler's Grove in the early 1900s, prior to the construction of the Visitor Center and Cyclorama. (Source: GNMP)*

Right: *The lines across this aerial photograph show approximate Union and Confederate positions related to significant battle action that occurred in the vicinity of the current Visitor Centers during July 1-3, 1863. (Source:* GNMP)



Union Troop Positions

Confederate Troop Positions

Orientation and Information: The center would provide greatly improved orientation and information for visitors once they have arrived at the park. The center would provide a centralized source of trip planning for visitors, for both the park and its venues as well as the Borough of Gettysburg and surrounding areas. At an information desk, visitors would be able to get information, make reservations for the Electric Map, Cyclorama Program or Gettysburg film. They would also be able to arrange for a licensed battlefield guide tour, either in their private car, or by bus, walking tour and other mode approved by NPS. The center would include rest rooms, telephones, day parking and shuttle service to the community and to heavily visited park sites. It would be sized to accommodate the stable anticipated build-out use of the building, 1,465,000 visitors per year. (The existing centers were sized to accommodate approximately 450,000 visitors per year.)

An important part of the information function is providing orientation to the historic battle-related resources of the Borough of Gettysburg and the surrounding communities. Visitors would not be able to understand the full story of the battle, the Campaign and its aftermath without a visit to these areas that are outside of the park boundary. The Borough of Gettysburg, the Visitors and Convention Bureau or other partners would be given space and every opportunity to present information about the Borough, its role in the battle and its aftermath and consequences. This would include theme information as well as information about other museums and interpretive sites in the area, and other Civil War battlefield parks. Also included would be information about the State Heritage Park Program and the Lincoln Highway Corridor State Heritage Park. Information about local visitor services, hotels and restaurants would be available. Orientation to the park and its resources is an important function of the center. The

park is spread out and interwoven with the community in many places. The historic avenues and the one-way road system can make navigation difficult unless visitors receive appropriate orientation. Monuments and battle areas are easily accessible from the avenues, making damage to them as a result of visitor overuse more likely. The center would provide interpretive information so that visitors understand how to navigate and use the park, and their role in protecting its resources. It would also introduce an "early warning" system, keyed to visitation levels, to let visitors know when certain areas of the park are likely to be congested.

Eisenhower National Historic Site: The museum complex would continue to be the starting point for tours of the Eisenhower National Historic Site, the home and farm of General and President Dwight David Eisenhower and his wife, Mamie Doud Eisenhower. As they do currently, shuttles would leave the museum complex and take visitors to the Eisenhower Farm, which is adjacent to Gettysburg National Military Park. The center would include some exhibits and other preliminary information and orientation to the Eisenhower farm.

Museum Interpretation: The museum, like the visitor center, would be free to all visitors to encourage them to visit and learn from its exhibits. The museum would help visitors understand and appreciate the park's major interpretive themes. The objective of the museum would be to help visitors understand the Gettysburg Campaign, its causes and consequences. Context for the story of the battle would include the events, people, opinions and attitudes that hardened and divided the United States and led to the Civil War. It would review the military, social and political actions that led the two great armies to Gettysburg in July 1863.

The museum and its exhibits would be designed to convey the Gettysburg Campaign in its full context and depth, including its continued legacy and importance to Americans. The exhibits would examine the reasons for the Gettysburg Campaign, the action of the battle, and the people who fought in it and or who were affected by its outcome. The explanation of the battle, its causes and consequences would be the heart of the museum. Themes would be developed through a broad consultation with scholars and experts on the period. Exhibits would be designed to give visitors a vivid sense of the time and of the experiences of the people who lived during that era.

The park's extensive collection of archives and objects would inform and illustrate the story. Films, interactive media and exhibits geared toward children would be incorporated into the program.

The museum would discuss the seminal role of Abraham Lincoln in redefining the purpose of the conflict and its meanings for Americans. The building of the monuments and avenues, and the political compromises that made the reconciliation of the north and south, and therefore the reunions and building of the Gettysburg National Military Park, possible would also be discussed. Questions about the legacy of the battle and the Civil War, and its meaning for us today, would help visitors place the battle and the Civil War in the context of their lives.

Interpretive Venues: In addition to the free museum, the center would provide three for-fee interpretive venues. These include the park's two existing fee programs, the Electric Map and Cyclorama Programs. The Electric Map, the park's most popular attraction, would be upgraded and modernized. It would continue to tell the story of the three-day battle, its tactics and actions. Its interpretation would be expanded to provide a better understanding of the context of the battle and the reasons for the tactics selected by the armies.

The cyclorama painting would be displayed in a new gallery that would enhance its interpretation. A new program would describe the culmination of the Battle's 3rd day, Pickett's Charge. The painting would be a focal point for understanding both the battle and its continuing hold on the imagination of visitors. If possible, the diorama which was once part of the painting would be reconstructed to give visitors the sense of being in the battle intended by the painter. The experience would be developed to give visitors a sense for what it was like for participants and noncombatants during this final clash.

A new film would round out the park's interpretive program. The film and theater would provide an opportunity for visitors to learn about the battle. The film would replace the outdated park film shown currently by the park. The film would be displayed in the park theater, a multipurpose theater available both for showing the film and for other special films and events. The type and format of the film has not yet been determined, but NPS would not allow an I-MAX film to be shown, because of the size of the theater required and other operational limitations of that format. There would be an interpretive fee for this program.

Archival and Collections Storage: The other major function of the building would be to provide secure storage with appropriate environmental conditions in which to store the park's collections. The space would include secure, specialized storage for records, archives and objects. The building would be fire resistant and would provide adequate water based fire suppression systems to protect the collection from fire. The storage space would be open and unobstructed. The storage space would have separate heating, ventilation and cooling systems to ensure optimum environmental conditions. Facilities would include a small conservation laboratory, offices, dock space and other facilities for staff to care for the collections.

Public Classrooms, Library and Research Space: The center would serve as the primary location for the park's educational and school programs. Classrooms for school programs and other special educational programs would be provided. In addition, there would be a public library and research room. This space would include published research materials and a secure, monitored space for researchers who wish to use the park's archives and collections. Part of the library would include facilities for visitors to search out information about specific units, specialized information about the battle, and related information. The center would also include access to computer terminals with information about other Civil War sites, Civil War records, and other information.

Book and Museum Stores: Book and museum store sales by the park's cooperating association would continue to be provided. Sales items in the store would be directly related to the themes of the park, including the Civil War, and its context in American History. The book and museum store would also sell materials relating to Dwight David Eisenhower and his era.

Food Service: The museum complex would provide limited food service for visitors. It would offer a limited menu without significant on-site preparation of food, and would be open to the public only when the museum complex is open. The menu might include a limited offering of soups, salads, baked goods, light sandwiches, fruit, snacks, desserts, soft drinks and coffee. In addition, period foods from the Civil War era might be offered. Visitors are expected to use the food service facility for light meals, between-meal snacks and drinks. The facility would not be managed to provide meals for bus groups, who would be directed elsewhere. Since a great

majority of the park's visitors arrive between the hours of 10:00 a.m. and 2:00 p.m, and because visitors may spend between 2 and 2.5 hours in the vicinity of the center, NPS considers that provision of limited food service to visitors is appropriate and necessary.

Length of Stay: The average length of stay in the vicinity of the center is estimated to be between 112 minutes and 121 minutes, as compared to the estimated average length of stay in the vicinity of the current Visitor Center of 59 minutes.

Building Area: The total square footage of the museum complex would be 118,100 square feet. Table 7 describes the building as currently proposed, although specific square foot allocations might change during design of the facility.

Parking and Transit: The museum complex would provide adequate parking for visitors in surfaced lots. Parking for between 616 and 686 cars and 20 buses would be provided, with some flexible space that can be used for buses during the spring and fall months and recreational vehicles in the summer.

Restoration of the Existing Visitor Center and Cyclorama Sites: The museum complex construction program would include the removal of the existing Cyclorama Building and existing Visitor Center, and the rehabilitation of their sites. Rehabilitation would include restoration of the original grade of the battle areas (which was documented at the time of building the Cyclorama Center), restoration of Ziegler's Grove, restoration of the original grades surrounding monuments in the area, and restoration of the original alignment of Hancock Avenue near the Taneytown Road entrance to the Soldiers' National Cemetery.

Table 7: Proposed Gettysburg NMP Museum Complex: Use and Area Allocations

Total Space	Square Feet
Welcome Center	22,990
Museum	23,760
Classrooms	1,950
Library/Research Center	1,700
Archives and Collections Storage	14,900
Administration	3,700
Cyclorama Gallery	18,000
Electric Map Theater	6,000
Gettysburg Film Theatre	10,000
Book and Museum Store	6,000
Limited food Service	4,500
Licensed battlefield guide tour center	4,600
Grand Total	118,100

Visitors' movement through and experience of the park's cultural landscape is the foundation for their understanding of the park's interpretive themes: The park has established three interpretive outcomes, listed in Section 1.5 of Chapter 1, to guide the development of its interpretive programs. The first outcome, understanding the significance of the Gettysburg Campaign, should be accomplished by experiences in the new museum complex. The second outcome, understanding the impacts of the battle and the Civil War, requires direct experience of the battlefield and its commemoration, and should be supplemented by exposure to the resources of the Borough of Gettysburg (see the following management prescription). The third outcome, understanding the meaning of the Gettysburg Address, can best be appreciated by experiencing the Soldiers' National Cemetery. This management prescription suggests that the park develop a new core visitor experience using the resources of the battlefield to ensure that visitors have the opportunity to learn about all three of these major ideas. It would reinforce the ideas discussed in the park's new interpretive museum. The new core visitor experience would supplement the traditional auto tour and Licensed Battlefield Guide tours. The kinds of actions that may result from this management prescription include:

- Develop new interpretive programs and materials that demonstrate the personal, social and economic impacts of the battle and the Civil War on soldiers and noncombatants.
- New interpretive programs that express and illustrate the park's interpretive themes are presented on ranger tours, by Licensed Battlefield Guides, through living history, first-person interpretation, and using other interpretive strategies.
- Special events and programs are developed for parts of the battlefield that are little used and programs are rotated frequently to avoid damage to sites.
- Auto tours and exhibits are updated to reflect new conditions on the battlefield and the areas that can be understood by observation.

Park visitors are actively encouraged to visit key sites and districts within the Borough of Gettysburg and to understand their relationship to the battle and its aftermath: Many of the sites that are crucial to understanding the battle are outside of the park boundary, requiring cooperation between NPS and the managers and interpreters of those places. Of particular interest is the town of Gettysburg, the site of intense battle action during the 1st day, whose citizens endured the battle, struggled with its aftermath, and began the preservation of the battlefield. Lincoln's journey to Gettysburg, and its culmination in the Gettysburg Address, is another important piece of the story which requires cooperation to tell. One of the most important sites associated with Lincoln is in private hands: the Wills House, where Lincoln stayed on the night before the address. The Borough of Gettysburg has acquired a second site associated with Lincoln, the Lincoln Train Station. The community and NPS have invested significant funds into developing a historic pathway system including wayside exhibits and other improvements to mark the path of Lincoln's march from the Wills House to the Soldiers' National Cemetery, the site of the address. The result of this prescription should be close cooperation between NPS and its partners to ensure that these stories are appropriately told and made available to visitors.

The kinds of actions that may result from this management prescription include (also refer to "Partnerships and Cooperative Actions" in this section):

- Expand the historic pathway and related interpretive media and programs to encompass a greater portion of the historic town, as well as a clearly delineated route that is an integral part of the visitor experience.
- Cooperate with local entities to preserve, rehabilitate and interpret the Lincoln Train Station.
- Establish a partnership with local governments, the Commonwealth of Pennsylvania and private groups to acquire, preserve, interpret and operate the Wills House.
- Establish an NPS presence downtown, to help present and interpret the story of the town and its noncombatant.
- Develop, in coordination with local entities, an active menu of programs, interpretation, living history and tours to educate visitors about the town's role in the battle, its aftermath and the preservation of the battlefield.
- In the park museum complex, provide information about the town of Gettysburg, the historic pathway, and other sites interpreting the Gettysburg Campaign, its consequences and its context, along with information about local and regional visitor services (hotels, restaurants, etc.)
- Work with the community and private entities to provide regular shuttle service between the museum complex and downtown Gettysburg. This would enable visitors to conveniently reach downtown sites and incorporate this activity into their park visit, as well as providing a means for some visitors staying downtown to see the park without taking their cars.

2.7.3 Visitor Use and Facilities

Pedestrian, horse, and bicycle traffic is managed and located to prevent resource damage and/or loss: Many types of traffic are causing resource damage in the park. Most of this damage occurs in the Battlefield Commemorative Resource Area. The War Department originally developed the commemorative park to provide for visitor access to the major sites of battle and to monuments, and the avenues, walkways and interpretive areas they established are still the primary means of access to the battlefield for most visitors. Heavy foot traffic in the vicinity of the most heavily used sites within the Battlefield Commemorative Resource Area, such as the Angle, Little Round Top and Culp's Hill Tower compacts the soil and, in some cases, undermines monument foundations. Similar types of damage occurs in the Soldiers' National Cemetery, where walkways that once provided access to the Civil War graves were removed to facilitate mowing.

Within the Battle Action Resource Area, modern trail systems, including the horse trail and the nature trail, are the source of damage to the battlefield. For example, use of the horse trail has eroded the soil down to bedrock in many places on the field of Pickett's Charge (see photograph, Chapter 1). Similar damage is occurring on trails around Little and Big Round Tops. However, the mowed interpretive trail across the field of Pickett's Charge used by rangers and visitors to walk between the Virginia Monument and the Angle do not show such damage.

This prescription would provide for visitor access to interpretive and historic sites while limiting resource impacts. In order to do this, the park would provide paths and trails only when they

meet certain criteria. Paths and trails must provide educational opportunities or access to historic sites that fit the park's mission and purpose. Gettysburg NMP would not provide facilities developed and intended for purely recreational use or for exercise functions. For example, the park would not provide jogging trails with exercise stations, mountain bike trails and other similar facilities that do not have an interpretive or visitor use function directly related to the park's mission and purpose. Whenever possible, paths and trails would be limited to the park's Battlefield Commemorative Resource Area. Historic paths, bollards and other means of providing visitor access would be restored, rehabilitated or reconstructed in preference to use of modern improvements. Development of new paths and trails in the Battle Action Resource Area would be limited to that necessary to provide access to historic sites and would not be hard surfaced. The park's system of commemorative avenues and historic lanes would be the primary means of visitor access to sites. The kinds of actions that may result from this management prescription include:

- Rehabilitate, restore or reconstruct historic paths, bollards, gates, non-vehicular avenues and other facilities that were once part of the commemorative park developed by the War Department, where these facilities would help manage visitor use. Adapt them to high volume use while protecting their historic character.
- Where historic facilities did not exist, and where resource damage cannot be prevented in any other way, harden sites and introduce limited modern access such as unobtrusive and compatible walkways within the Battlefield Commemorative Resource Area to adapt them to high-volume use while protecting historic fabric.
- Establish carrying capacities for the most overused sites, and size parking lots, walkways and other facilities to support these limits. Provide physical controls on visitor movement and access to ensure resource protection while accommodating high-density use.
- Limit use of some sites seasonally or while repairs are completed to prevent erosion and other problems.
- Frequently change mowed paths across the Battle Action Resource Area and change the location of ranger-led tours as needed to prevent resource damage.
- Provide alternative transportation to high volume areas, such as between the new museum complex and the most highly visited sites.
- Remove non-historic trails and restore the landscape.
- Use the refurbished historic lanes as pedestrian and horse trails; use materials that are visually consistent with the landscape but suitable to withstand the expected traffic.
- Provide limited non-historic trails only where needed to connect historic lanes and provide loop circulation.
- Require use of paved avenues for bicyclists.
- Prohibit new, non-historic circulation systems that do not meet the park's mission and purpose.

Major visitor service and support uses are located where they would have little or no impacts on significant cultural landscape resources: Many of the park's visitor facilities are located either within or immediately adjacent to the Major Battle Action Area, where these facilities and the visitors using them adversely impact historic landscapes. Consolidating these uses and relocating them to sites outside the Major Battle Action Area would remove these conflicts, and enable more efficient park operations and security.

A new Visitor and Park Services Overlay Area would be established which includes a privately owned tract within the park boundary, the LeVan tract. It is a 42-acre site south of Hunt Avenue, west of Baltimore Pike, and adjacent to the Fantasyland development zone, designated in the 1982 GMP. The overlay area also includes the Fantasyland tract, which was purchased by NPS to provide a suitable building site for its administrative and visitor service needs. These sites are designated for these uses because although they lay outside the Major Battle Action Area, they are near key battle sites related to the second and third day's activities and accessible from two major road corridors, Taneytown Road and State Route 97. Excluded from this zone is the site of the Kinzie battery. This area is part of the park's Major Battle Action Area, and would not be part of the developed overlay area.

Within the Visitor and Park Services Overlay Area, visitors would find a predominately modified landscape with the facilities to provide the services they need. The area would be modern in appearance, although areas not used for visitor services would be managed to preserve historic features and appearance. Parking lots, bus shelters, park tours, interpretive activities, group camping and museum interpretation would be included. Wherever possible, building height limitations, the natural fall of the land and existing historic tree lines would be used to screen modern development from significant interpreted points within the Battle Action Resource Area and the Soldiers' National Cemetery. The kinds of actions that may result from this management prescription include:

- Relocation of the principal museum complex, cyclorama, and associated parking areas from Ziegler's Grove to the Visitor and Park Service Overlay Area. (Refer to "Interpretation and Visitor Experience" and "Partnerships and Cooperative Actions" within this section for a detailed description of management actions related to the new facility).
- Relocation of the amphitheater, scout campground and picnic facilities to the new Visitor and Park Services Overlay Area.
- Consolidation of major visitor support uses in proximity to park headquarters, enabling more efficient supervision and public safety operations.
- Rehabilitation of historic landscapes where the above uses are now located.

The maintenance function, which currently occupies the historic Roller Building Complex in the Battlefield Commemorative Resource Area, is considered separately in alternatives B, C and D.

All public activities are systematically evaluated for appropriateness before they are permitted: Visitors and the local community like to use the park for many different types of events and recreational activities. Some of these take considerable coordination by park staff; others constitute inappropriate use of park resources. Ensuring that every event and public activity that takes place in the park is appropriate to park purposes and does not harm resources is a park goal. The kinds of actions that may result from this management prescription include:

- Continue to use NPS criteria to determine if a use is compatible with the park's purposes and goals and can be accomplished without damaging resources or impairing the integrity of experience for other visitors.
- Work with the local community to find alternative locations for important events and fund raisers that may not meet the criteria, gradually phasing out events that do not meet NPS criteria.
- Prohibit uses that damage park resources and do not contribute to understanding park values and resources, and revise the Superintendent's Compendium as needed.

Damage to roadsides and commemorative landscapes as a result of vehicular traffic is rare: Bus and automobile traffic along the avenues within the Battlefield Commemorative Resource Area are the source of resource damage. These corridors, covering as they do the lines of battle of the Union and Confederate armies and containing most of the resources relating to the commemoration of the battle, are historic and crucial to understanding the battle. Traffic congestion is an increasing problem and occurs at many times during the year. During the busy season, bus and automobile traffic causes gridlock at Little Round Top and Hancock Avenue.

The recent conversion of much of the avenue system to one-way operations provides the potential for thousands of car parking spaces immediately adjacent to monuments and memorials. Unfortunately, the drivers of buses and cars mistakenly pull off the paved surface onto the grass. Resource damage results, including soil compaction, deep disturbance of soils when conditions are wet, and occasional loss of historic avenue signs, cannon carriages or flank markers. The kinds of actions that may result from this management prescription include:

- Use historic gutters or compatibly designed curbs where absolutely necessary to keep parked cars on the asphalt surface.
- Encourage and expand parking along one-way avenues on the paved surface.
- Seasonal closure of internal park avenues, like Hancock, Stone and Meredith, at some times of the year to allow pedestrian use of these avenues, interpretive activities and/or repair of historic fabric. (Although some avenues may be closed to general automobile and bus traffic, they would remain open to vehicles using a licensed battlefield guide or to ranger-led tours. Although this presents problems of enforcement, the benefits to be gained from allowing guides access is great enough to permit this exception to be made.)
- Limit the length of buses on narrow avenues with tight curves to those that can navigate the conditions without leaving the roadbed.

A Transportation Management System is in place that enables NPS to anticipate traffic overload conditions areas in the park and to take appropriate action to protect resources and provide visitor services: Even with current visitation, there are many days throughout the park's peak season when visitor automobile traffic creates congestion on park avenues, detracting from the visitor experience and contributing to resource damage. A Transportation Management System would provide both information and the means to respond to traffic overload conditions at peak times. The system would include a traffic and attendance monitoring system that could predict traffic overload situations early in the day and provide alternate means of transportation that would be more convenient to visitors and reduce traffic-related resource damage. Cost effective technology exists that would provide on-line reporting of traffic at critical locations in the park. This information could be used to manage visitor traffic and to provide information to park managers and visitors.

Although the proposed new museum complex is within walking distance of some heavily visited sites, a shuttle system with a short turn around time that provided convenient access for visitors could provide a way to limit automobile traffic and some of the resource damage currently occurring in the park. Figure 20 indicates, as one example, a potential shuttle route that might connect the Visitors Center, Hancock Avenue, the Peach Orchard, Wheatfield, Little Round Top, and Devils Den. Details of such a route, determination of feasibility, operational characteristics, and responsibilities for operations would require additional study beyond this GMP. The kinds of actions that may result from this management prescription include:

- Install traffic monitoring devices at key park avenues that would report information to a central control location.
- Determine key indicators that provide early warning of potential resource overload conditions.
- Develop traffic management measures that can mitigate resource impacts, including, but not limited to: museum complex information about the "best way" to visit heavily used sites; increased shuttle services, ranger/volunteer dispatch to locations where impacts are expected, and traffic/vehicular control to direct auto visitors to available parking at key sites.
- Use the park's reservation system to spread out vehicular and bus traffic at heavily used sites and dispatch buses on peak use days to limit congestion and crowding to acceptable limits.

2.7.4 Partnerships and Cooperative Action

Existing park partnerships are maintained and strengthened, and they expand NPS' ability to protect park resources and provide high quality visitor interpretation and experiences: Park managers are keenly aware that the park's partners (listed in Section 1.5) greatly expand the park's ability to protect and interpret its resources beyond what would be possible with federal funds alone. Without the more than 1,000 volunteers, Eastern National, the Friends of the National Park at Gettysburg, the Gettysburg NMP Advisory Commission, and its community and preservation partners, the park would be unable to fulfill its mission. The kinds of actions that may result from this management prescription include:

- Work with volunteer groups to expand and extend their services to the park by providing training, support, recruitment, and other services.
- Expand the ways that volunteers can assist the park in maintenance, resource management, interpretation and visitor services.
- Expand the opportunities for the park's cooperating association and friends groups to increase donations to the park.

NPS works with a private sector partner to plan, develop, maintain, and operate a new museum complex and related facilities: The proposal selected for negotiation as a result of the RFP described in Section 1.8.1 proposed that the Gettysburg National Battlefield Museum Foundation (the Foundation) raise the money and plan, develop, maintain and operate a new museum complex and related facilities until any loans are paid off and the center is donated to NPS. The costs for the facility, and the proportion of fundraising and commercial loans, have been modified from the original proposal to reflect the changes suggested by the Foundation as a result of public comment. The actions which would result from this management prescription are subject to further detailing based upon the successful execution of a final agreement between the National Park Service and the Foundation, as amplified below.

Letter of Intent and Agreement: NPS and the Foundation have signed a Letter of Intent that records the proposal. This section reviews some of the agreements included in the Letter of Intent. Final execution of an agreement for the new facilities is subject to successful completion of all required planning procedures and consideration of public comment on the proposal.

Foundation Organization and Board: A board of directors would manage the Foundation. A selection committee would nominate the board of directors. The selection committee would be chosen jointly by NPS and the Foundation, and would represent national preservation groups, educators, Civil War historians, the national business community, the Park's Advisory Commission and others. Although NPS cannot serve on this Board, NPS representatives would attend meetings and NPS would be informed of board actions, receive financial statements, etc.

Funding Requirements and Fundraising: The $39.3 million needed to acquire the land and build the building would come from a combination of commercial loans, grants and nonprofit fundraising. The Foundation would raise no less than $27.36 million through grants and nonprofit fundraising. The Foundation would raise no more than $11.925 million, through nonrecourse commercial loans. Before undertaking any fundraising on behalf of the project or the park, the Foundation and NPS would agree on a fundraising plan in accordance with NPS fundraising policies.

At this time, the Foundation anticipates hiring a development director to raise funds for the project. The development director would be responsible for developing and undertaking the fundraising campaign. In addition, the foundation would seek grants from private foundations and other agencies. The fundraising is anticipated to take from one to three years. No construction of any part of the facility would occur until all funds are secured.

Once the funds for the new museum have been raised, the Foundation would raise additional endowment and other funds to assist Gettysburg NMP in achieving its educational and resource management goals.

Start-up costs for the Foundation: Kinsley Equities (the Cooperator) is funding start-up costs for the Foundation, including costs related to the acquisition of the property and fundraising activities. After sufficient funds are raised, the Foundation would reimburse the Cooperator for his out-of-pocket expenses. The Cooperator is donating his time and the time of his staff necessary to form the Foundation and develop the project.

Donation of the Project to NPS: The Foundation would donate the facilities and land to NPS at an appropriate time after any debt has been paid off. This would be negotiated in the Agreement.

Operating Pro Formas for the Building: The nonprofit Foundation would collect monies and rents to pay the mortgage payments due on the building's mortgage. The park's cooperating association or a nonprofit would operate various ticketed and free interpretive elements along with a book and museum store. A portion of the proceeds from these operations would be dedicated to help meet debt service. NPS would pay no rent on its museum, welcome center, administrative space, curatorial storage, library and classrooms.

The Foundation may subcontract the operation of the limited food service operation to an outside vendor. The tour center would be operated by the Foundation. The tour center and the limited food service operation would pay rent. The Foundation would provide building operating services (utilities, maintenance, common area janitorial services, etc.) to tenants and common areas. Tenants, including NPS, would reimburse the Foundation for its costs to provide these services.

The operating pro formas for the building operation suggest that rents would be sufficient to amortize the projected nonrecourse loan. Tenant reimbursements for operating expenses should be sufficient to pay for building operation, maintenance, and a reasonable structural reserve.

Operating Pro Formas for Individual Venues: The operating pro formas for the cooperating association operations suggest that an operating profit can be achieved after capital costs, rent and common area maintenance contributions are made. Positive cash flow from the cooperating association venues and book and museum store would be used to support NPS operation of the free museum and other interpretive uses; support the operations of NPS bookstores elsewhere within the National Park System that cannot operate profitably and other purposes as set by the Director of the National Park Service; and, to support the preservation of resources and interpretation at Gettysburg National Military Park.

Any funds collected by the Foundation in excess of those needed to pay the mortgage and operate the museum would be donated by the Foundation to Gettysburg NMP to support its interpretive and resource protection goals.

Fees: The fees needed to operate the cooperating association facilities are estimated to be the same as those currently charged for the Electric Map program and the Cyclorama Program, $3.00

for an adult with lower fees for seniors, groups and children. The fees for the film are estimated at $4.00 for an adult, with lower fees for seniors, groups and children. Combination tickets for all three venues are estimated at $7.75 for an adult, with lower fees for seniors, groups and children. Combination tickets for the Electric Map and Cyclorama Program are estimated to be $5.00 for an adult, with lower fees for seniors, groups and children.

Control of the Site: The Foundation has purchased the LeVan tract. In addition, the Foundation has acquired another tract at the entrance to Hunt Avenue and adjacent to the LeVan property along the Baltimore Pike. This would be cleared of non-historic modern structures and donated to NPS when the debt related to the projected nonrecourse loan is paid off. No private, for-profit development would be permitted on these sites.

Neither the Foundation nor the Cooperator, Kinsley Equities, Mr. Kinsley and his family, or Kinsley Construction would take any financial interest in any enterprise included in the building or in any other private activities on sites adjacent to the project.

Planning for Development of the Site: The Foundation would develop in cooperation with NPS a design and construction budget and schedule for development of the new complex, removal of existing facilities and relocation of government property. Based on this budget, the Foundation would develop in cooperation with NPS a complete set of design plans and construction documents for development of the facilities, interpretation and associated site development. All of these activities are subject to the review and approval of NPS.

Construction: The Foundation would select the contractor to build the project. Kinsley Construction has indicated its interest in the management of the construction project, but it is not guaranteed that it would win the construction management contract.

Ownership of Museum Collections: The museum collection and other government property would remain the property of the United States and may not be pledged as security or be subject to a lien of any kind.

Foreclosure: The facilities are not subject to foreclosure adverse to the interest of NPS. In addition, the facilities may not be used by the Foundation or other persons for purposes not approved by NPS.

Management of the Facility: The Foundation, with its selected manager, would develop an annual Operations and Maintenance Plan for the facilities, and would perform all building programs and operations, building maintenance, building repair and custodial care. The annual Operations and Maintenance Plan would be subject to annual review and approval by NPS. NPS would provide grounds maintenance.

Other Foundation Activities: The activities undertaken at the museum complex or related to the museum complex are subject to NPS approval, to include, for example, the selection of partners and tenants. NPS shall exercise rate approval authority for any activities occurring within the park. The design and construction of facilities, including future modifications or alterations, would be subject to the prior written approval of NPS. The interests of NPS would be protected and NPS would approve sales, assignments, encumbrances and the rights of the Foundation under the cooperative agreement.

Sites and resources outside the park's boundary that are significant to the Gettysburg Campaign are preserved and protected: The Battle of Gettysburg was the culmination of a month long campaign. During that time, Confederate troops raided nearby Pennsylvania communities as they prepared for their attempt to take Harrisburg. Both Union and Confederate troops used the extensive road system of which Gettysburg was the hub to facilitate movements of their troops. Although these sites are removed from the immediate vicinity of Gettysburg NMP, NPS has an interest in their preservation.

In addition, battle action at Gettysburg extended to lands that are currently outside of the park boundary, but that are included within the Gettysburg Battlefield Historic District (the boundary of which is currently under revision.) Some of these sites were key terrain, avenues of approach, points of observation, cover and concealment or obstacles to the battle. Figures 8 (Key Battle Landscape Features KOCOA) and Figure 9 (Battle Action Area) indicate some of the areas that fall outside of the park boundary but within the historic district that were significant to the outcome of the battle.

Other areas outside of the boundary provided support for rear actions during the battle. Areas where troops were bivouacked, where supplies were massed, prisoners were held, and wounded were treated in makeshift hospitals, and later at the U.S. General Hospital at Camp Letterman are some of these sites. Many of these are within the Gettysburg Battlefield Historic District.

The park's 1990 boundary legislation gives managers tools with which to assist in the preservation of these sites. NPS would use these and other tools to assist in preservation of sites of importance to the battle, the campaign and its aftermath. The kinds of actions that may result from this management prescription include:

- Collaborate with local communities to develop historic district ordinances, inventories and preservation strategies for individual sites.
- Using the review processes available to NPS at Gettysburg NMP as a result of the 1990 boundary legislation, ensure that federal actions taken on land important to the battle or its aftermath are appropriate and conserve the significant historic features of a site or historic property.
- Cooperate with public and private landowners to provide technical assistance and protect historic buildings, structures and sites significant to the outcome of the battle or to its aftermath.
- Encourage the Friends of the National Parks at Gettysburg, the Gettysburg Battlefield Preservation Association, and other volunteer groups to acquire and donate easements to protect properties significant to the outcome of the battle but outside the boundary, such as the artillery lines along Baltimore Pike. (The park's 1990 boundary legislation permits NPS to accept the donation of easements for sites within the historic district but outside of the boundary.)
- Work with surrounding communities to preserve sites important to the Gettysburg Campaign, and link them interpretively to the park.

The park's scenic and rural setting remains relatively undisturbed, and development within the park's viewshed is compatible in scale and intensity. Development that occurs on land that was not a part of the battle can also affect the park. The rural, agricultural setting of the park is an important part of the park's appeal to visitors and to the quality of their experience. Although the surrounding area has changed since the time of the battle, the generally open, farmed land presents a historically compatible setting for the park.

Adams County has purchased easements to keep some land permanently in agricultural use. This has provided protection for some park areas, particularly around East Calvary Field. The active county program and the newly formed Adams County Land Conservancy are working to preserve other nearby farms in the next several years.

Much of the land surrounding the park is zoned for medium to high density residential suburban development or for commercial, industrial or other mixed uses. This is particularly true of areas north and west of the park, and along the road corridors that enter the park. Figure 15, Zoning of Lands Outside the Park Boundaries, shows both areas that have been preserved through the purchase of agricultural easements and the current zoning surrounding the park. Intense suburban development and strip shopping along the entrance corridors to the park may have an adverse affect on visitors' approach to the battlefield and to their experience of it.

The views from significant interpreted points are also important components of visitors' experiences of the park. Many of these views were important to the battle. Figure 16, Key Viewsheds, indicates that significant portions of the park's setting are visible from multiple vantage points within the park. Views from the nineteen most significant interpreted points, including the towers, the Peace Light Memorial and from ridges and hilltops, both help visitors understand the battle action and the setting in which it took place. (Figure 16 assumes that the landscape has been returned to the 1863 pattern of open lands and woodlands.) The kinds of actions that may result from this management prescription include:

- Work with local communities to protect park gateways (such as Baltimore Pike and Taneytown Road) by encouraging preservation or development that is compatible with park purposes.
- Work with local communities to assist them in implementing resource protection actions.
- Support the work of the Adams County Land Conservancy.
- Amend the 1993 Land Protection Plan to clarify NPS' role and interest in lands outside of the boundary.

Figure 15

Zoning of Lands Outside the Park Boundaries

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

N



Preserved Farms (Agricultural Easements)

Generalized Zoning Categories

- Old Town
- Low Density Residential
- Medium-High Density Residential
- Commercial, Industrial, Mixed Use
- Municipal Boundary
- Gettysburg NMP Boundary
- Gettysburg Historic District
- Eisenhower NHS Boundary

Figure 16

Key Viewsheds

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

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Map shows the degree to which the areas outside the park boundary are visible from a series of key observation points within the park. The darkest areas are visible from more points.

- Interpretive Observation Points
- Area Within the Park Boundary or Not Visible From Interpretive Points
- Area Visible From 1 or 2 Interpretive Points
- Area Visible From 3 to 8 Interpretive Points
- Area Visible From 9 to 16 Interpretive Points
- Gettysburg NMP Boundary
- Gettysburg Historic District
- Eisenhower NHS Boundary

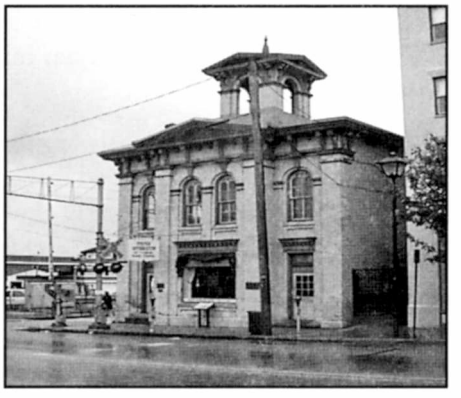
Special initiatives are taken to expand cooperative relationships and partnerships with the Borough of Gettysburg, to ensure that resources closely linked to the park, the battle, and the noncombatant civilian involvement in the battle and its aftermath are appropriately protected and used: As described in the management prescriptions under "Interpretation and Visitor Experience" in this section, cooperation between NPS and the managers and interpreters of sites in the Borough is of critical importance. The core of the Borough is encircled by the park, the auto tour goes through the Borough, and the Borough contains sites and settings which are intimately linked to the park's interpretive message. The result of this prescription should be close cooperation between NPS and its partners to ensure that these stories are appropriately told and made available to visitors. The kinds of activities that may result from this prescription include:

- Establish cooperative agreements and providing assistance to Main Street Gettysburg and other downtown organizations to develop and extend the historic pathway system.
- Initiate cooperative agreements with willing owners, and seek the assistance of the Borough of Gettysburg and other appropriate entities to preserve, operate and manage the Wills House, Lincoln Train Station and other sites determined jointly to be necessary for interpretation.
- Provide technical assistance and research facilities to groups and individuals planning and operating historically accurate interpretive tours and venues within the community and other areas affected by the Gettysburg Campaign.
- Cooperate with other national park, state or local historic sites, agencies and institutions to provide interpretation of the Gettysburg Campaign and its context of the Civil War and American History.
- Support and participate in long distance learning and other activities to bring information about the battle and its context to those who cannot visit Gettysburg in person.









Above, left: *President Abraham Lincoln stayed at the Wills House the night before he gave the Gettysburg Address. The house is shown here in 1900. (Source: W.H. Tipton, National Archives)*

Above right: *The historic Wills House at Lincoln Square today. (Source:* GNMP)

Below, left: *The Train Station, as shown here in 1913, was the site of Lincoln's arrival to Gettysburg in 1863. (Source: W.H. Tipton, National Archives)*

Below, right: *The Train Station today. (Source: GNMP)*

2.8 ALTERNATIVE B: MINIMUM REQUIRED ACTIONS

Alternative B includes the least costly set of actions that respond to the park's mission goals. Alternative B suggests that the modern scene now presented to visitors be modified by rehabilitation of the large-scale patterns which existed at the time of the battle within the Major Battle Action Resource Area, the Battlefield Commemorative Resource Area and the Soldiers National Cemetery.

In the Major Battle Action Area, the 1863 pattern of open land and woodlands would be restored, along with the missing elements of the historic circulation system, farm lanes and woodlot roads. This would restore, in some measure, the readability of the landscape and make it possible for visitors to understand the movements of the armies and the tactical decisions made by their leaders. Similar actions in the Soldiers' National Cemetery – rehabilitation to reestablish the large scale pattern of vegetation and circulation within the semicircle of Civil War graves – would make it possible for visitors to understand the ideals of equality expressed by William Saunders in his design. This idea was innovative and has influenced the design of national cemeteries throughout the world.

Rehabilitation and restoration of the missing features of monument groups would allow visitors to understand the intention, meaning and feelings of pride of the veterans who built the monuments. Preservation of the balance of the park outside the Major Battle Action, Battlefield Commemorative, and Soldiers' National Cemetery Resource Areas would continue as it is today.

In addition, this alternative incorporates the park-wide prescriptions common to all alternatives, described in the previous section, including the development of a new museum complex and associated facilities to provide high quality interpretation and visitor services. These two broad initiatives improve the readability of the battle and commemorative landscapes, provide greatly improved centralized interpretation of the causes and consequences of the Gettysburg Campaign, and address curatorial and storage concerns of the park. Alternative B also incorporates the visitor activity management prescriptions that improve the condition of park resources by limiting damage from visitor use. Figures 18, 19, and 20 illustrate key elements of this alternative. Table 8 summarizes the conditions to be attained as a result of this alternative.

2.8.1 Land and Resource Management

All of the park-wide management prescriptions detailed in "Management Prescriptions Common to All Action Alternatives" are incorporated into this alternative. In addition, the following prescriptions and resulting actions are associated with this alternative:

Table 8: Summary of Management Prescriptions, Alternative B: Minimum Required Action

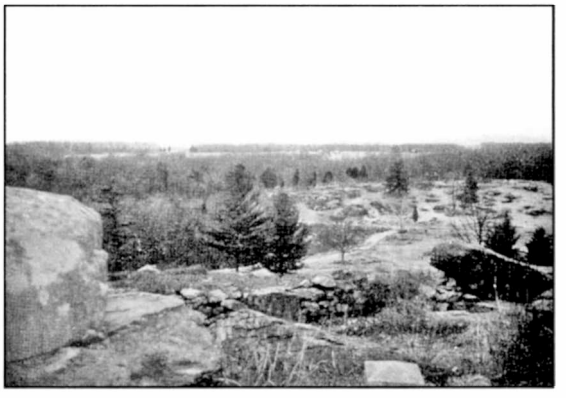
Mission Goal Category/Resource Area	Management Prescriptions	Examples of Appropriate Actions that may result from Prescription
Land and Resources *Major Battle Action Area*	The major features that organize the landscape – the patterns of open vs. wooded land and the 1863 circulation system – are rehabilitated.	•Remove 576 acres of woodlands not present in 1863. •Add 115 acres of woodlands present in 1863. •Restore 9.8 miles of historic lanes and woodlot roads.
	The overall mass and arrangement of remaining farm complexes reflect those typical of central Pennsylvania farms in the 19th century.	•Preserve, maintain and rehabilitate existing historic farm buildings that reflect 19th century patterns.
	The agriculture program is reformulated so that it perpetuates the open fields and wooded area patterns present in 1863.	•Undertake a process to determine which areas should be included in the Agriculture Program, revise permits, and work with conservation agencies to develop soil conservation and management plans.
Soldiers' National Cemetery	The major features of the Saunders design – the open semi-circle of graves surrounded by vegetation and the associated circulation – are rehabilitated.	•Remove cedars and other trees that now grow in the semi-circle of Civil War graves. •Replace the shrub border. •Reinstate the radial and concentric footpaths around the Soldiers' National Monument.
Battlefield Commemorative Area	Monuments and monument groups, including cannon and fencing, are restored and linked by mowed corridors that reflect the historic limits of the veteran-designed Battlefield Park.	•Restore monument groups. •Repair or replace cannon carriages. •Mow the avenue corridor to express its historic limits.
	The historic Roller Building and its modern additions, shops, and parking lots are maintained, upgraded, and modified for use as the park's maintenance facility.	•Add new shops and buildings. •Upgrade and change existing facilities. •Allow additional internal modifications of the Roller Building.
Other Resources Area	The existing landscape and historic features are preserved.	•Preserve remaining 1863 landscape patterns. •Preserve and maintain historic features in good condition.
Interpretation and Visitor Experience *Major Battle Action Area*	Visitors use the landscape to understand the movement of the armies and the decisions made by the generals as they planned and executed the battle.	•Retain and revise the auto tour to incorporate newly opened areas and to clearly communicate the reasons for the actions of the armies; similarly revise ranger –led tours, park brochures and other information.
Cemetery	Rehabilitation of the vegetation and circulation patterns enables visitors to understand the major idea of equality of sacrifice by all Union states intended by the cemetery's designer, ideas that parallel those expressed by Abraham Lincoln in the Gettysburg Address.	•Maintain existing interpretive materials and waysides, but expand interpretation of Saunders' plan in ranger tours, brochures and museum interpretation.
Battlefield Commemorative Area	Visitors experience a mowed corridor that indicates the historic extent of the veteran-designed park, with avenues that represent the lines of battle and monuments, tablets and markers that denote the position of individual regiments and units.	•Interpret the commemorative area in the new museum, and update tours, brochures and other information to help visitors understand, respect and appreciate the monuments found here.
Visitor Use and Facilities	Same as in "Prescriptions Common to All Action Alternatives"	
Partnerships and Cooperative Actions	Same as in "Prescriptions Common to All Action Alternatives"	

Major Battle Action Area

The major features that organize the landscape – the pattern of open vs. wooded land and the 1863-circulation system – are rehabilitated: This alternative would manage the park's battle landscapes to rehabilitate and sustain the 1863 pattern of open and wooded areas. This would reinstate key fields of fire and avenues of approach that were pivotal to the battle but are now obstructed by woods that have grown up over the last century. An example of an important battlefield view that would be restored is the visual connection between the second day's Confederate lines along Warfield Ridge and Union positions on Little Round Top. In addition, the missing elements of the 1863 circulation system – farm lanes and logging roads – would be reinstated. Most of these remain as traces, and some are currently used as paths or for access to battlefield farm complexes.

As a result of this prescription, the public would be able to understand the large movements of the armies, and how these features influenced the tactical decisions made by the generals during the battle. Figure 17 compares an aerial view of the current park to the landscape that would be attained by implementing this management prescription, showing the field of view that would be opened between Warfield Ridge and Little Round Top. However, even though the large-scale landscape of the Major Battle Action Area would be more understandable, visitors would still have to use some imagination to visualize the conditions encountered by individual units and soldiers who crossed the 1863 terrain.





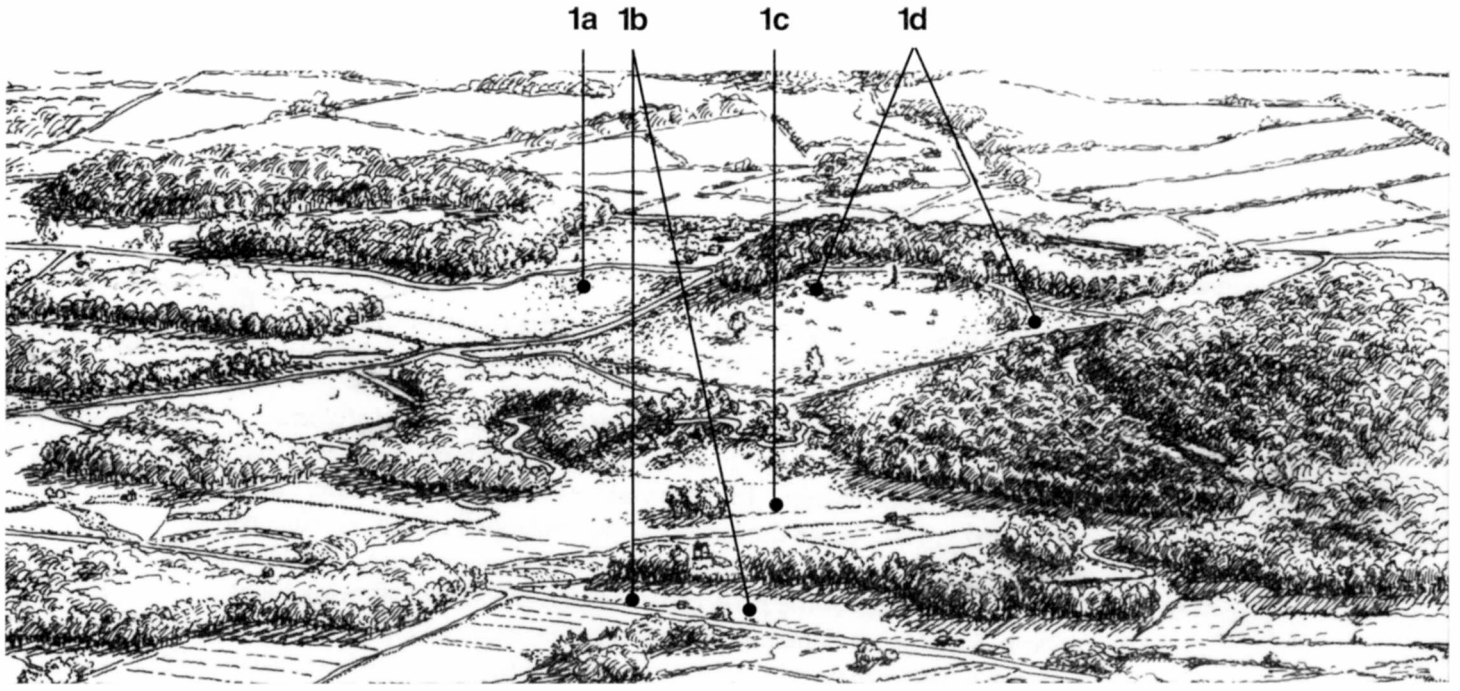
Above, left: *The historic view from Little Round Top towards Devil's Den and Warfield Ridge showing clear field of view. (Source: GNMP)*

Above right: *Current view from Little Round Top towards Devil's Den and Warfield Ridge showing new woods that block views. (Source:* GNMP)

Figure 17

Aerial View Comparing Existing Conditions to Alternative B

Gettysburg National Military Park
United States Department of the Interior
National Park Service



Proposed Conditions, Alternative B



Existing Conditions, second day's battlefield

1 Clearing and removal of woodlands

a. Clearing of trees north of Little Round Top
b. Clearing of non historic tree growth East of Emmitsburg Road
c. Removal of non historic tree growth between Devil's Den and Confederate Avenue
d. Removal of non historic tree growth at the Round Tops

The kinds of actions that may result from this management prescription include:

- Remove up to 576 acres of woodlands that were not present in 1863.
- Add 115 acres of new woodlands that were present in 1863 but are now lost.
- Repair, rehabilitate, or reconstruct 9.8 miles of historic lanes and woodlot roads present in 1863.
- Complete cultural landscape reports would be completed and woodlands management plans when needed. These implementation plans would set criteria for removal of woodlands in a manner that limits damage to archeological resources, fauna, soils or other resources.
- Cooperate with Cumberland Township, neighbors and partners to establish new woodlands outside of park boundaries that would not impact the historic landscape of the battle.

The overall mass and arrangement of remaining farm complexes reflect those typical of central Pennsylvania farms in the 19th century: Since the time of the battle, the farm complexes that were part of the battlefield have undergone change. In some cases, as a result of the battle, buildings or entire complexes were burned or lost. Since the battle, farmers enlarged, rebuilt, or expanded houses, barns and outbuildings as needed to fit them for ongoing or modern use. The War Department, the first federal managers of the park, continued the practice of allowing such change as long as the farm complexes retained their general appearance and cluster arrangement. An example of such change is found at the Codori Farm, where additions to the house have included a kitchen and bathroom, and the Civil War barn that was present during the battle has been replaced by a Victorian barn built on the same site. Under this prescription, this management practice would continue. The kinds of actions that may result from this management prescription include:

- Historic Civil War era structures or later historic buildings that are on the sites of Civil War era structures and contribute to the general cluster arrangement of the farms would be preserved, maintained and rehabilitated.
- Buildings would be used for park management and office functions as well as housing.
- No new structures would be allowed.

The existing agricultural program is refomulated so that it perpetuates the open field and wooded area patterns present in 1863: In addition to the changes to ensure that the agriculture program meets the NPS standards for natural and cultural resource protection, the program would be reformulated so that it perpetuates the open fields vs. wooded area pattern present in 1863. The kinds of actions that may result from this management prescription include:

- An assessment of the existing program and of the newly-opened lands.
- The addition of some new land to the program.
- Revisions of agriculture permits and development of soil and water conservation plans for newly opened lands.

Soldiers' National Cemetery

The major features of the Saunders design – the open semicircle of graves surrounded by vegetation and its associated circulation – are rehabilitated: At the Soldiers' National Cemetery, Saunders' original landscape concept – the open semicircle of graves surrounded by a curtain of trees – would be reinstated. Visitors would be able to experience the idea of equality of the sacrifice of the Union states expressed by the design. This idea is hard to understand now because vegetation intrudes on and obscures the semicircle, and the radial walkways that divided the semicircle into segments are gone. The balance of the cemetery would be preserved and its landscape managed to ensure the health of vegetation. The kinds of actions that may result from this management prescription include:

- Remove cedars and other trees that have been allowed to grow up since the 1890s in the semicircle of Civil War graves.
- Replace the shrub border around the Soldiers' Monument.
- Reinstate the radial and concentric footpaths around the Soldiers' Monument.
- Reestablish the Norway maple allee.

Battlefield Commemoration Resource Area

Monuments and monument groups, including cannon and fencing, are restored and linked by mowed corridors that reflect the historic limits of the veteran-designed Battlefield Park: Monuments, markers, tablets, statues and the additional elements that created monument groups, like cannon, stacked cannon balls and fencing, would be preserved and restored. The park currently pursues this management direction. The actions that would result from this management prescription are like those listed for preservation of historic landscapes, structures, and archeological sites in the park-wide prescriptions and may also include:

- Restore, or if necessary, reconstruct missing features of the monument groups (many of those small-scale elements are still owned by the park, but have been removed from the monument groups until funding and staff time to restore them is available.)
- Mow the avenue corridors to their historic limits to indicate the extent of the battlefield commemorative park and permit access by visitors to these areas.

The historic Roller Building and its modern additions, shops and parking lots are maintained, upgraded and modified for use as the park's maintenance facility: The Roller Building was built by the War Department to house its steam roller and equipment used to maintain the avenues. The building now houses the maintenance division of the park and its many shops and work areas. The kinds of actions that may result from this management prescription include:

- Add new shops and buildings.
- Upgrade and change existing facilities.
- Allow additional internal modifications of the Roller Building.

Other Resources Area

A modern agricultural landscape is preserved through acquisition of easements, cooperative agreements, or fee simple purchase: The Other Resources Area includes land that played a part in some rear action related to the battle, such as a bivouac, a field hospital, or as an area of rest and respite from the heat of battle. It also contains sites that protect the park's viewshed or buffer it from incompatible modern development. Ownership of sites in this area is mixed. Many of the sites are privately owned and protected by easements owned by NPS. Where a site is not owned by NPS or protected by an easement, NPS would take the appropriate action to protect it. Under Alternative B, this area would be managed to preserve the existing historic and agricultural character of the landscape and its structures.

2.8.2 Interpretation and Visitor Experience

Park-wide Prescriptions, under Alternative B, would be identical to those described in the Prescriptions Common to All Alternatives. Area-specific prescriptions are presented below.

Major Battle Action Area

Visitors use the landscape to understand the movement of the armies and the tactical decisions made by the generals as they planned and executed the battle: The landscape changes produced as a result of the Land and Resources prescriptions mean that visitors could now have the opportunity to understand and experience these conditions on the battlefield. The kinds of actions that may result from this management prescription include:

- Maintain and expand existing interpretive waysides.
- Expand ranger tours, taking advantage of many new areas of the battlefield where the landscape allows for clear understanding of decisive engagements of the battle.
- Maintain licensed battlefield guide tour offerings.
- Retain the self-guided auto tour, and expand it to reflect areas that can now be clearly understood.
- Work with private tour companies and tape tour operators to expand offerings.

Soldiers' National Cemetery

Rehabilitation of the vegetation and circulation patterns allows visitors to understand the major idea of equality of sacrifice by all Union states as intended by the cemetery's designer, ideas that parallel those expressed by Abraham Lincoln in the Gettysburg Address: The ideas expressed by Saunders in his design for the cemetery—the equality of sacrifice by the Union states—not only influenced the design of national cemeteries all over the world but is also a powerful built symbol of the ideas expressed by Abraham Lincoln in the Gettysburg Address. Rehabilitation of the major features of the Civil War cemetery would give visitors another, powerful way to understand and experience these ideas, which were so important is redefining the meaning of the war for Americans.

Actions as a result of this prescription include:

- Maintain existing interpretive waysides.
- Enhance interpretation of the cemetery to incorporate the physical expression of the ideal of equality and the sacrifice that is sometimes necessary to accomplish it.
- Include these themes in the new museum complex and in printed brochures and interpretive materials.

Battlefield Commemorative Resource Area

Visitors experience a mowed corridor that recalls the extent of the historic, veteran designed park; through it and museum interpretation, they understand the impetus, meaning and consequences of the commemoration and understand that the avenues represent the lines of battle and that monuments, tablets and markers denote the position of individual regiments and units: The Battlefield Commemorative Resource Area and its resources are a primary venue for visitors to experience and understand the park, but its origins, development and meaning are often not clearly understood by visitors. As a result of this prescription, visitors should be able to understand that veterans of the battle wanted and built a commemorative park on the battlefield to represent the meaning and sacrifice of the struggle. Visitors would also understand that the price of joint commemoration of this battlefield and others at the time of the reconciliation of the north and the south was a continuation of inequality between the races. In addition, the physical location of the avenues and monuments has meaning that is sometimes lost to casual visitors; understanding of the placement of these avenues and monuments can help visitors understand the battle. Understanding the placement of avenues and monuments would be made easier by the proposed rehabilitation of the battle landscape. The kinds of actions that may result from this management prescription include:

- Interpretation in the museum of the origins and building of the commemorative park, its meaning to veterans, and the costs of the reconciliation that made it possible.
- New ranger-led interpretive tours that investigate these themes.
- Changes to printed material and tape tours to include these themes.

Figure 19 shows the key interpretive settings and facilities of Alternative B, which would continue to include the self-guided auto tour, associated wayside venues, and living history sites.

2.8.3 Visitor Use and Facilities

There are no additional prescriptions beyond those indicated in "Management Prescriptions Common to All Action Alternatives." However, changes in land and resources management because of the rehabilitation of open and wooded areas within the Major Battle Action Area would greatly increase the extent of the battlefield which can be effectively interpreted.

2.8.4 Partnership and Cooperative Activities Management

There are no additional prescriptions beyond those indicated in "Management Prescriptions Common to All Action Alternatives."

Figure 18

Alternative B
Minimum Required Actions

Land and Resource Management

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

N



Alternative B would produce a predominantly modern agricultural landscape in which the large-scale open fields and wooded area features of 1863 are rehabilitated in the major Battle Action Area. Ziegler's Grove would be restored with the relocation of the museum complex. Visitors would be able to visualize the major movements of the armies and appreciate some of the tactical decisions that were made by the battle leaders in July of 1863. At the Soldiers' National Cemetery, the historic planting at the semi-circle of graves would be rehabilitated to reflect Saunders' original intent. Commemorative features such as monument groups and cannons would be repaired, and avenue corridors would continue to be mowed to link monument groups.

Major Battle Action Area
Rehabilitate 1863 large scale landscape features

Soldiers' National Cemetery

Battlefield Commemorative Area
Rehabilitate commemorative avenues and monument groups*

Other Resource Areas
Landscape Preservation

Visitor and Park Services

1 Visitor and Park Services Overlay Area

2 Secondary Park Management and Service Functions in other Resource Areas

Gettysburg NMP Boundary

Eisenhower NHS Boundary

* Only major memorial groups are shown on this map

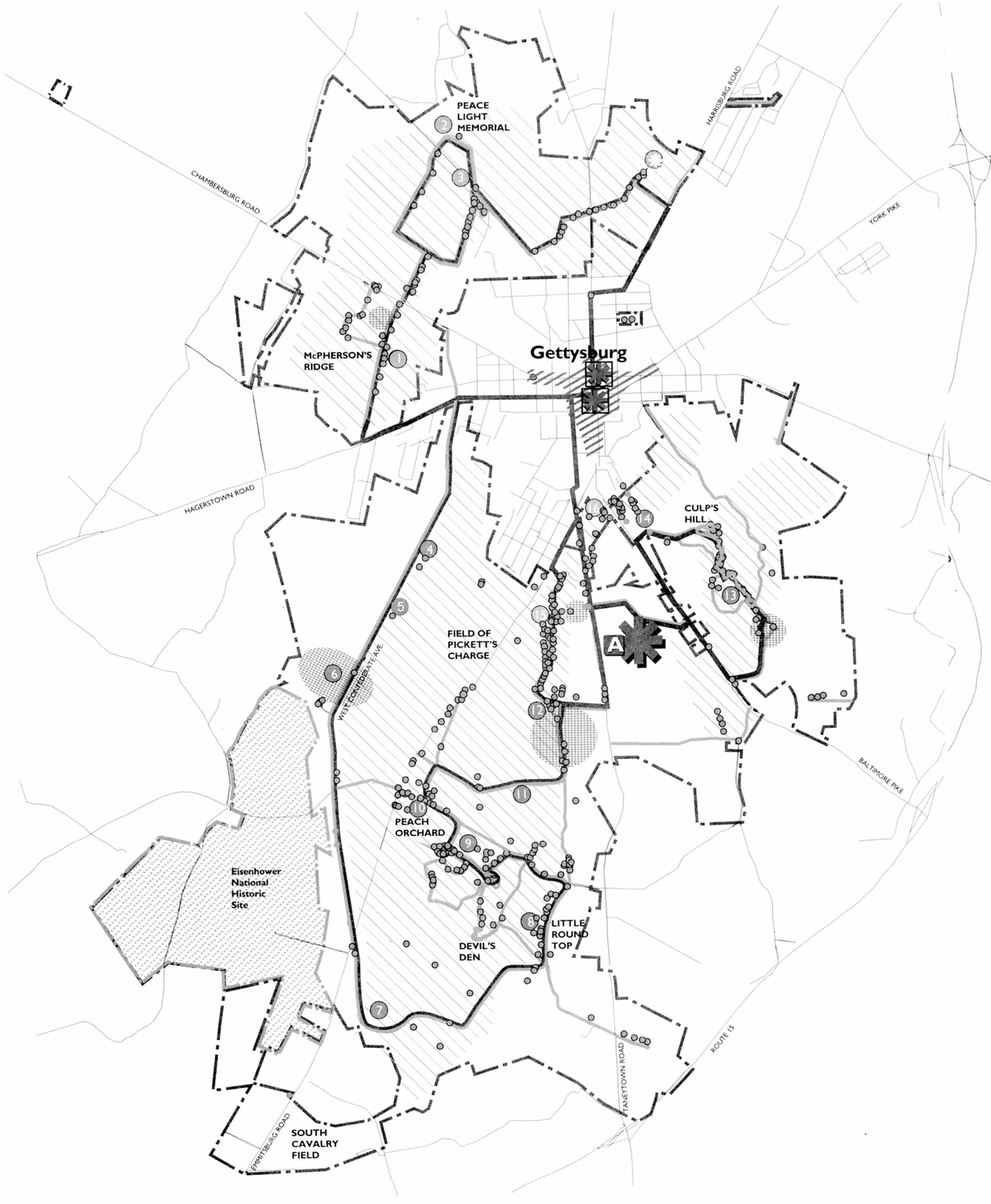


Figure 19

Alternative B
Minimum Required Actions

Interpretation and Visitor Experience

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

N

- **Primary Visitor Center, Museum, Cyclorama, Electric Map and Parking**
- **Wills House and Train Station Venues**
- **Areas typically used for living history events**
- **Areas of landscape which can be well interpreted and understood**
- **Areas of landscape which can be partially interpreted and understood**
- **Amphitheater**
- **Commemorative features***
- **Self-guided auto tour**

Major Interpretive Venues

Day 1
- McPherson Ridge expanded to include Reynolds Woods
- Eternal Light Peace Memorial
- Oak Ridge
- Barlow Knoll

Day 2
- North Carolina Memorial
- Virginia Memorial
- Pitzer Woods
- Warfield Ridge
- Little Round Top
- The Wheatfield
- The Peach Orchard
- Plum Run
- Pennsylvania Memorial
- Spangler's Spring
- East Cemetery Hill

Day 3
- High Water Mark

Post-Battle
- National Cemetery

Gettysburg NMP Boundary

Eisenhower NHS Boundary

* Only major monument groups are shown on this map.

Alternative B incorporates several initiatives to significantly improve interpretation and the visitor experience. A new museum complex and associated facilities would provide high quality interpretation and visitor services. The existing 1st, 2nd, and 3rd day self-guided tour, ranger tours, and Licensed Battlefield Guide tours would continue to be the main interpretive experiences on the battlefield. Some expansion of interpretive programs on the battlefield would be possible due to rehabilitation of large-scale landscape features in the Major Battle Action areas, (see fig. 18), allowing for a larger area of the battlefield to be interpreted. Visitors would be able to better understand the major movements of the armies and tactical decisions made by the generals during the battle. The Saunders' design concept of "equality of sacrifice" would become evident to the public at the Soldiers' National Cemetery. This alternative proposes strong links to the town of Gettyburg's interpretive programs.

Figure 20

Alternative B
Minimum Required Action

Visitor Use and Facilities

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

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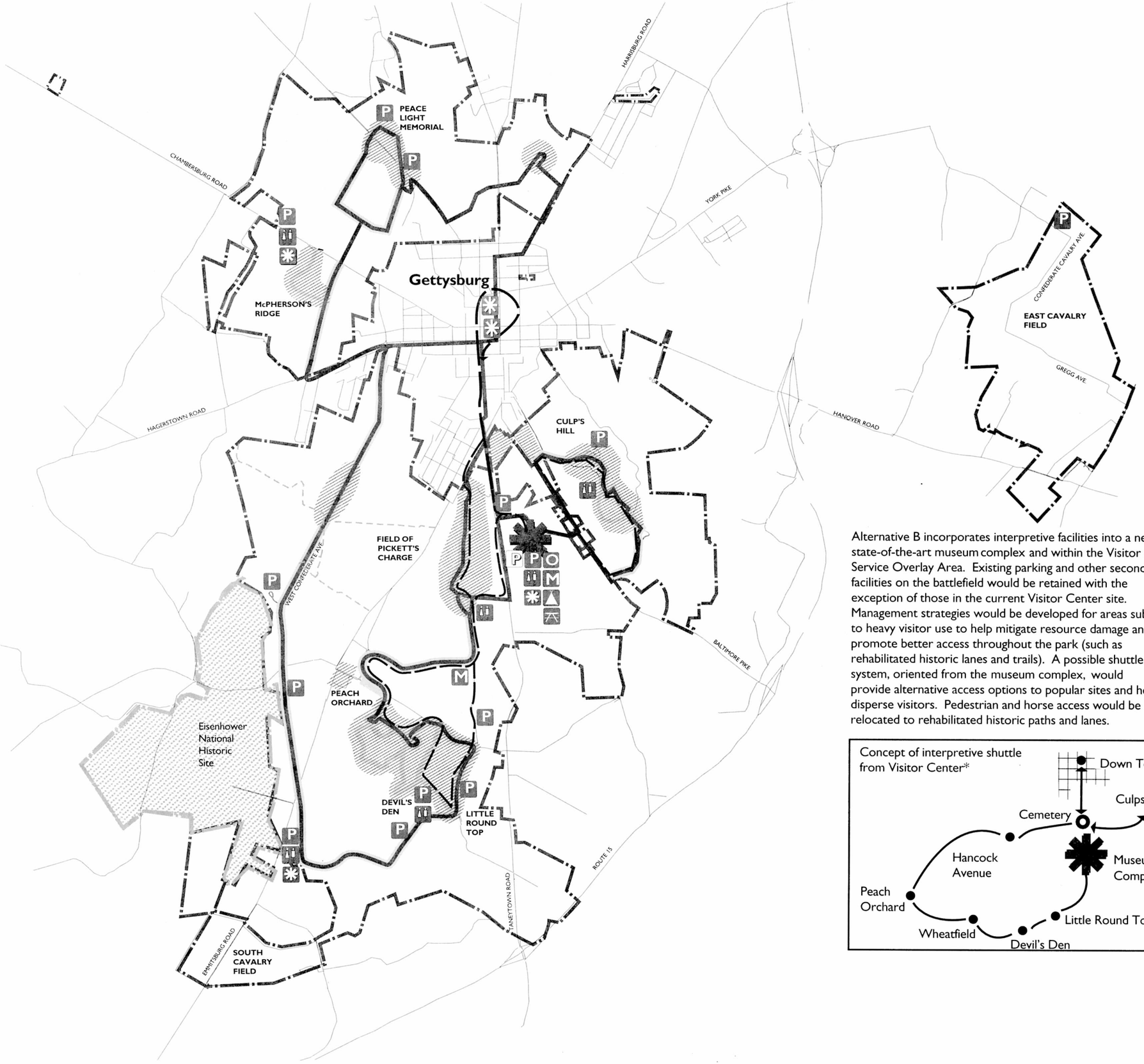


Alternative B incorporates interpretive facilities into a new, state-of-the-art museum complex and within the Visitor and Park Service Overlay Area. Existing parking and other secondary facilities on the battlefield would be retained with the exception of those in the current Visitor Center site. Management strategies would be developed for areas subject to heavy visitor use to help mitigate resource damage and promote better access throughout the park (such as rehabilitated historic lanes and trails). A possible shuttle system, oriented from the museum complex, would provide alternative access options to popular sites and help to disperse visitors. Pedestrian and horse access would be relocated to rehabilitated historic paths and lanes.

Primary Visitor Center, Museum, Cyclorama, Electric Map and Parking

Visitor comfort facility

Visitor parking

Overflow parking

Visitor information services

Picnic area

Campground

Park offices

Maintenance

Auto tour route

Parallel parking on one side of street

Historic lanes restored to provide* walking and horse trails

Areas subject to heavy visitor impact where transportation management and/or site protection may be required

Illustrative Shuttle Route*

Gettysburg NMP Boundary

Eisenhower NHS Boundary

* Conceptual idea shown, details to be determined

2.9 ALTERNATIVE C: THE PROPOSED PLAN - REHABILITATION OF LANDSCAPES SIGNIFICANT TO THE BATTLE OF GETTYSBURG AND ITS COMMEMORATION

Alternative C, the proposed plan, incorporates all of the prescriptions noted in "Management Prescriptions Common to all Action Alternatives." However, it sets a different standard for the condition of resources and for the visitor experience to be attained. Alternative C suggests that resources should be rehabilitated and managed so that the features that were significant to the outcome of the battle can be understood. Visitors would be able to understand not only the major landscape patterns that affected the movements of the armies and the tactical decisions of its leaders, but also the details of terrain, obstacles, cover and other features that affected individuals and soldiers within the Major Battle Action Resource Area. In order to accomplish this, features that have been damaged, deteriorated or removed are replaced, rehabilitated or reconstructed, using either traditional or substitute materials. The landscape that results would not fully reflect the conditions present in 1863, but it would convey its history and retain and preserve the features that define its character as a battlefield. A similar level of rehabilitation would also be applied to the Soldiers' National Cemetery and the Battlefield Commemorative Resource Area.

Like Alternative B, Alternative C incorporates a new museum complex and actions to manage visitor use so that visitor activities are appropriate for maintaining the desired conditions.

Figures 22, 23, and 24 indicate the key elements of this alternative. Table 9 indicates the management prescriptions and actions associated with this alternative.

Table 9: Summary of Conditions to be Attained as a result of Alternative C: Rehabilitation of Landscapes Significant to the Battle of Gettysburg and its Commemoration

Mission Goal Category/Resource Area	Management Prescriptions	Examples of Appropriate Action that may result from Prescriptions
Land and Resources *Major Battle Action Area*	The features that were significant to the outcome of the Battle of Gettysburg are repaired, rehabilitated or restored.	•Remove 576 acres of nonhistoric woodlands and add 115 acres present in 1863. •Reconstruct 39.1 miles of missing fencing. •Manage 278 acres of woodlands as woodlots. •Develop 160 acres of orchards. •Maintain 65 acres of thickets at their historic height.
	The overall mass and arrangement of remaining farm complexes reflect those typical of central Pennsylvania in the 19th century. Missing or damaged buildings that can be adequately documented and that are significant to the outcome of the battle are rehabilitated or otherwise represented.	•Preserve, maintain and rehabilitate existing historic farm buildings that represent 19th c. patterns. •Rehabilitate significant structures that have been damaged, like the Rose Barn.
	Fences, orchards, vegetation, and other documented features define the limits of missing 1863 house sites and other buildings that acted as obstacles, cover, or points of observation.	•Replace missing vegetation and fencing to indicate the location of significant battle action, like the Bliss Farm. •Use foundations, fencing and vegetation to interpret the role of the Wentz House.

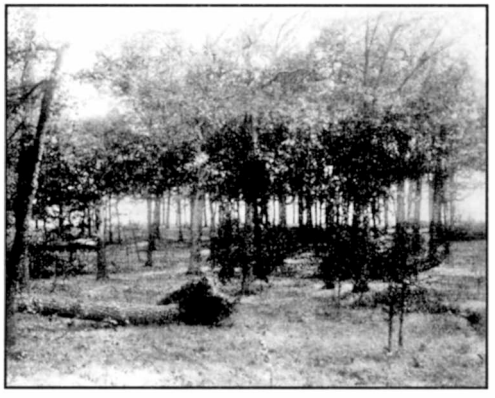
Mission Goal Category/Resource Area	Management Prescriptions	Examples of Appropriate Action that may result from Prescriptions
	The agriculture program is reformulated to support the historic field patterns of 1863.	•Reevaluate the fields in the agriculture program affected by the changes in field patterns, revise permits, and work with conservation agencies to conserve soil in new fields.
Soldiers' National Cemetery	The features that are significant to the design of the Civil War portion of the Soldiers' National Cemetery are repaired, rehabilitated, restored or reconstructed.	•Reestablish vegetation and circulation patterns. •Restore pipe-rail fence, gates, and missing tablets. •Restore historic grade levels within Civil War burial section.
Battlefield Commemorative Area	Selected features that are significant to the design of the commemorative park designed and built by veterans between 1895 and 1927 are repaired, rehabilitated, restored or reconstructed.	•Restore monument groups and mow corridor. •Replace selected vegetation, fencing, gates and missing tablets
	The historic Roller Building and its brick additions are maintained and used for maintenance purposes.	•Modern metal buildings and shops are relocated to the Fantasyland site when new administrative facilities are built.
Other Resources Area	The existing landscape and its historic features are preserved.	•Preserve remaining 1863 landscape patterns. •Maintain historic features in good condition.
Interpretation and Visitor Experience *Major Battle Action Area*	Visitors experience and learn about the battle through a direct experience on the battlefield and through the 1st day-2nd day-3rd day sequence. The rehabilitation of the features significant to the outcome of the battle makes it possible for most visitors to understand both the major movements of the armies and the conditions that influenced the outcome of the battle for individual soldiers.	•Develop a variety of visually unobtrusive methods (audio, pamphlets, and personal tours) to portray the meaning of the landscape. •Expand ranger tours to include the entire battle-action area. •Retain self-guided auto tour but revise it to incorporate more information about the impact of the battle on participants and non-combatants.
Soldiers National Cemetery	Rehabilitation of the Civil War portion of the cemetery allows visitors to get a sense of its historic condition. They experience some of the sense of contemplation and quiet intended by its designers. Visitors are able to understand how the cemetery's design expressed the idea of equality of sacrifice by all Union states, ideas that parallel those expressed by Abraham Lincoln in the Gettysburg Address.	•Maintain existing interpretive materials and waysides, but expand interpretation of Saunders' plan in ranger tours, brochures and museum interpretation.
Battlefield Commemorative Area	Visitors get a sense of the designed commemorative park with its formal enclosure of avenues and manicured setting, separated from the battlefield beyond.	•Interpret the commemorative area in the new museum and update tours, brochures and other information to help visitors understand, respect and appreciate it.
Visitor Use and Facilities	Park administrative and maintenance functions are relocated outside of the Major Battle Action and Commemorative Areas.	•Implement the 1988 approved Development Concept Plan for a combined administrative and maintenance facility.
Partnerships and Cooperative Actions	Same as in "Management Prescriptions Common to all Action Alternatives."	

2.9.1 Land and Resource Management

All of the park-wide management prescriptions detailed in "Management Prescriptions Common to All Action Alternatives" are incorporated into this alternative. In addition, the following prescriptions and resulting actions are associated with this alternative:

Major Battle Action Area

The features that were significant to the outcome of the Battle of Gettysburg are repaired, rehabilitated, reconstructed or restored: In addition to the large-scale patterns that affected the major movements of the armies, which would be rehabilitated in this alternative as they are in Alternative B, thousands of smaller features, including fences, orchards, open woodlots, and buildings affected the movements of individual units and soldiers. In the Major Battle Action Area, missing, dilapidated or damaged features would be repaired or replaced, so that visitors could clearly understand the terrain, obstacles and avenues of approach used by individual units and soldiers. For many visitors with great knowledge of the Civil War, such as groups that follow the history of specific units, the U.S. Army and others who study the battlefield, this level of repair to the field would be useful. First-time visitors would be able to see and understand the features that affected soldiers during combat. For example, visitors can now see the terrain and distance of Pickett's Charge, but if fences and other obstacles are replaced, the difficulties and challenges facing those troops can be understood in more depth. Figure 21 indicates a comparison aerial view of the current conditions and the landscape which would result from management prescriptions of this alternative in the Pickett's charge vicinity. The result would be transformation from a contemporary agricultural landscape to a setting with smaller fields and many fences. At Reynolds Woods, for example, removal of understory growth in woodlands would allow visitors to appreciate the woodlot terrain which Confederate troops traversed and Union soldiers defended.





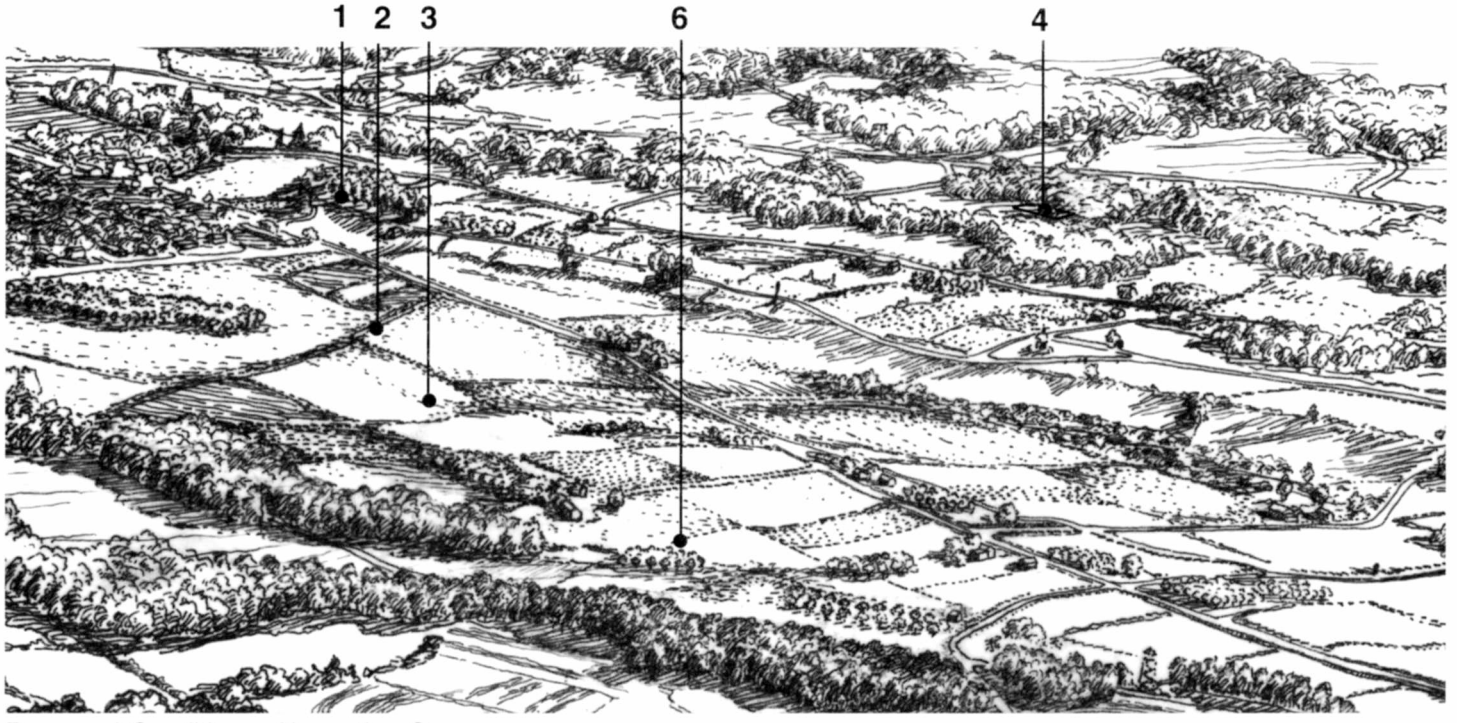
Above, left: *In 1863 and for some years later, as shown in this 1896 view, Reynolds Woods was maintained as a woodlot. The long views and ease of movement across the woodlot floor greatly influenced battle action here (Source: GNMP)*

Above right: *The Reynolds Woods area is not currently maintained as a woodlot. The thick understory growth in 1998 makes it difficult for visitors today to interpret the tactical situations facing the combatants. (Source:* GNMP)

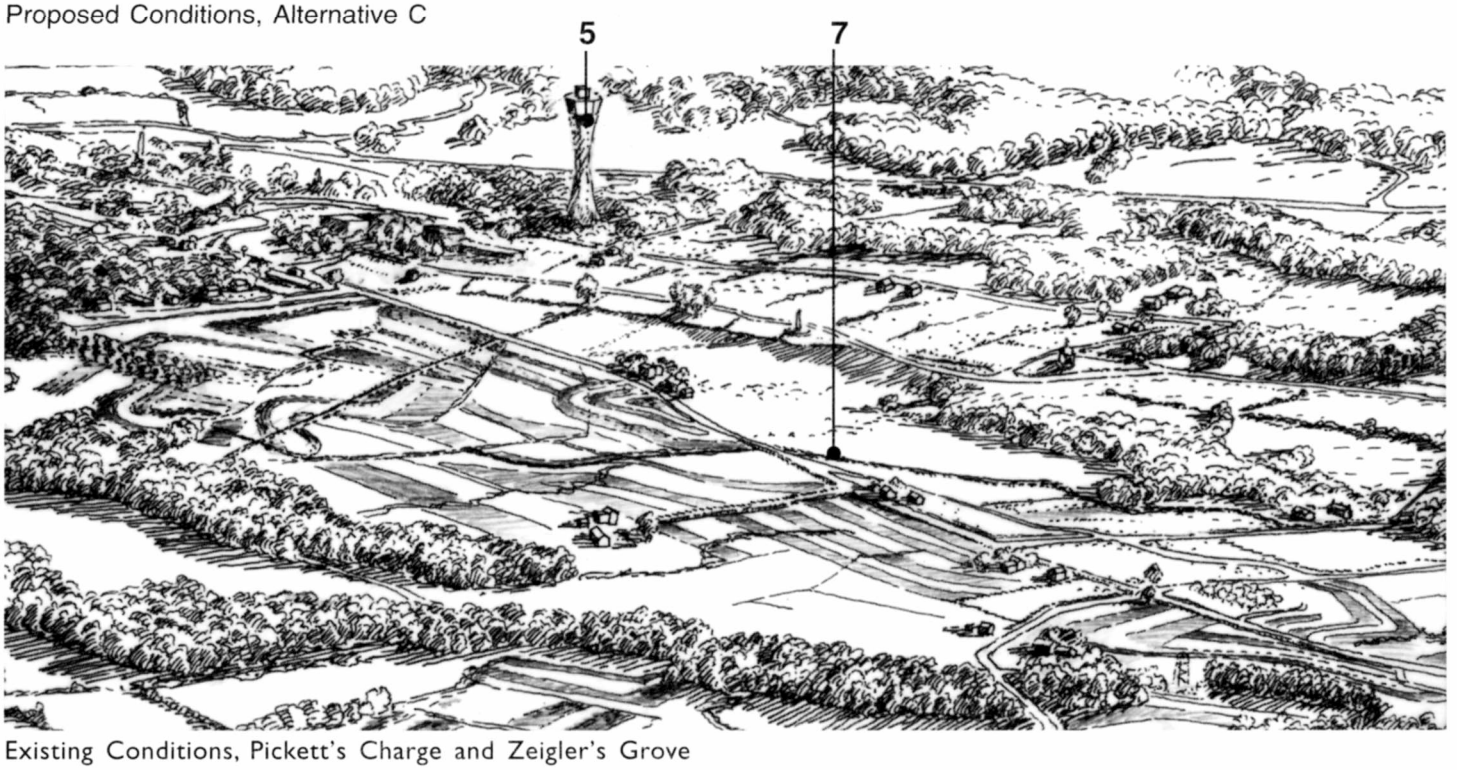
Figure 21

Aerial View Comparing Existing Conditions to Alternative C

Gettysburg National Military Park
United States Department of the Interior
National Park Service



Proposed Conditions, Alternative C



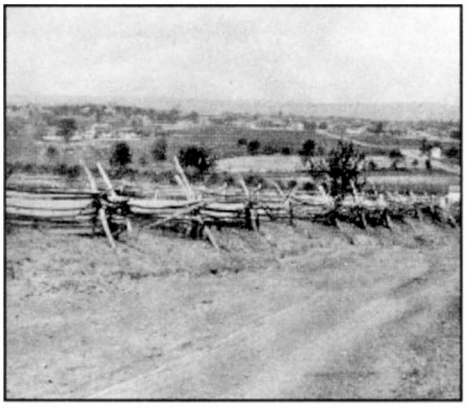
Existing Conditions, Pickett's Charge and Zeigler's Grove

Significant Features Restored

1. Ziegler's Grove area is rehabilitated
2. Historic lanes and trails restored to provide access across the battlefield
3. Significant features on the Field of Pickett's Charge are rehabilitated
4. New museum complex screened from battlefield views
5. National Tower removed
6. Field patterns and orchards rehabilitated
7. Existing non-historic horse trails removed throughout the park

The range of actions that may result from this management prescription include:

- Restore historic field patterns by adding 39.1 miles of field boundaries, using fencing, vegetation patterns, hedgerows and other mechanisms.
- Rehabilitate 160 acres of orchards that were significant to the outcome of the battle so that they reflect their historic sizes and spatial configuration.
- Maintain 278 acres of woodlands to attain the appearance of historic woodlots.
- Maintain 65 acres of thickets at the general height they were during the battle.
- Complete cultural landscape reports and implementation plans if needed.



Left: *Example of an historic Virginia worm fence on Benner Hill (1880). Many types of fences crossed the battlefield in 1863. Fences like these created both obstacles to movement and places of cover and concealment during the battle. Those that were significant to the outcome of the battle would be rehabilitated (GNMP).*

The overall mass, arrangement and general use of remaining farm complexes reflect those typical of central Pennsylvania in the 19th century. Missing or damaged buildings that can be adequately documented and that are significant to the outcome of the battle are rehabilitated or otherwise represented: As indicated in Alternative B, since the time of the battle, farm complexes that were part of the battlefield have undergone change. This management prescription, like that in Alternative B, encourages the preservation of newer, historic structures where these structures still reflect the general mass and appearance of the complex as it appeared during the battle. However, Alternative C also suggests that missing buildings that were significant to the outcome of the battle be reconstructed or rehabilitated, when they can be documented and such work is completed with a minimum of conjecture. In addition, modern and incompatible uses would be prohibited from these historic farm complexes. The kinds of actions that may result from this management prescription include:

- Preserve, maintain and rehabilitate historic Civil War era structures and later historic buildings that are sited at locations of Civil War era structures and contribute to the general cluster arrangement of farm complexes.
- Move park offices located in historic structures to locations outside the Major Battle Action, Cemetery or Battlefield Commemorative Resource Areas when the new administrative and maintenance complex is built.
- Rehabilitate the Rose Barn.

Fencing, orchards, vegetation and other documented features would define the limits of missing 1863 house sites and other buildings that acted as obstacles, cover, or points of observation: Some number of buildings and house sites that were important to the outcome of the battle are not now visible on the field. Sometimes, as with the Bliss Farm, buildings were destroyed during the battle and never rebuilt. In other cases, the buildings have been lost since the battle to fire, storm damage, or demolition. This prescription suggests that NPS interpret these archeological sites so that visitors can understand their significance, and that restoration or reconstruction of orchards, trees, fences and other similar features denote their sites. To the extent that this makes these sites more recognizable, they may subject them to inappropriate use or to relic hunters. Therefore, use of these archeological sites as part of the park's interpretive landscape means that care must be given to their protection. The kinds of actions that may result from this management prescription include:

- Use existing foundations to interpret the Wentz House and G.W. Weikert houses.
- Use fencelines and vegetation to indicate the location and extent of the Bliss, McPherson, Rogers and Forney farmsteads.

The agriculture program is reformulated to support the historic field patterns of 1863: In addition to the changes to improve the environmental qualities of the battlefield through the agriculture program noted in Alternative B, this alternative suggests making additional changes to the program to support the park's landscape management goals. Over the years, farmers have worked with NPS to remove fencing, lanes, and other elements so that fields could be enlarged. Although this helps farmers and facilitates the use of large modern farm equipment, it has meant the loss of features significant to the outcome of the battle. This management prescription would

require managers to work with agriculture permittees to find ways to use fields while maintaining and, where necessary, recreating the historic field pattern. The kinds of actions that may result from this management prescription include:

- Determine what historic fields would be included in the program.
- Revise permits to specify agricultural operations requirements that are consistent with historic field patterns.
- Work with resources conservation agencies to develop soil erosion and management plans for the historic fields.
- Provide annual maintenance for fields that are too small or are not suitable for inclusion in the program.

Soldiers' National Cemetery

The features that are significant to the design of the Civil War portion of the Soldiers' National Cemetery are repaired, rehabilitated, restored or reconstructed: Rehabilitation of significant features in the Soldiers' National Cemetery would more fully recreate the meaning and significance of the Saunders plan, while allowing the compatible, continuing use of the cemetery. Although no additional burial sections would be opened, many grave sites within the post Civil War burial sections are still subject to reserved internments of veterans and their immediate families. In addition to reestablishing the landscape patterns and circulation in the Civil War area as described in Alternative B, features that were significant to the design would be repaired or rehabilitated. The kinds of actions that may result from this management prescription include:

- Restore the original grade and height of Civil War era gravestones.
- Replace missing Bivouac of the Dead tablets.
- Reestablish wisteria and vines on the Rostrum.
- Replace missing vegetation, gates and other similar items in the Civil War portion of the cemetery.

Battlefield Commemoration Resource Area

The features that are significant to the design of the commemorative park built by veterans between 1895 and 1927 are repaired, rehabilitated, restored or reconstructed: In the Battlefield Commemoration Resource Area, NPS would restore and rehabilitate the missing features of monument groups, and mow the commemorative corridor, as in Alternative B. However, in addition to those actions, NPS would reconstruct selected sections of the pipe-rail fencing that once delimited some of the designed commemorative areas of the park. This historic fencing and other features would be reconstructed when they could help NPS meet its management, resource protection or interpretive goals. In the areas where these features are used, visitors would be able to understand the separation between the designed commemorative park and the battlefield beyond, as the veterans who built the commemorative park intended. The kinds of actions that may result from this management prescription include:

- Maintain and restore monument groups.

- Mow the commemorative corridor.
- Preserve the remaining historic features.
- Reconstruct selected fencing and other historic features where needed for management, interpretation and resource protection.

The historic Roller Building and its brick additions are maintained and used for maintenance purposes: This alternative generally proposes returning historic structures to their historic use. In the case of the Roller Building, NPS would remove the modern steel-sided shops and structures, and relocate these functions outside of the Battlefield Commemorative Resource Area when the new administrative and maintenance complex was built. NPS would use the Roller Building for its historic purpose, maintenance of the battlefield.

Other Resources Area

The existing landscape and historic features of the Other Resources Area are preserved: The prescription and actions are identical to those described in Alternative B.

2.9.2 Interpretation and Visitor Experience

The interpretive approach to this alternative would be similar to that described in Alternative B. The new museum complex is also included in this alternative, and would include a comprehensive overview of the battle, its causes and consequences. Other elements, including the self-guided tour route and battlefield waysides along the route would remain. Also included in this alternative would be the integration of the Borough of Gettysburg into the park's interpretation of the battle, its aftermath and commemoration. However, because more of the park would be understandable, tours, programs and other aspects of interpretation could be expanded and diversified.

Major Battle Action Area

Visitors experience and learn about the battle through direct experience on the battlefield and through the 1st day-2nd day-3rd day sequence. The rehabilitation of the features significant to the outcome of the battle makes it possible for most visitors to understand both the major movements of the armies and the conditions that influenced the outcome of the battle for individual soldiers: The landscape changes produced as a result of the Land and Resources management prescriptions mean that visitors would now have the opportunity to understand all the actions that occurred in the Major Battle Action area in detail. The restoration of the large scale landscape patterns mean that visitors would be able to see on the field the conditions that led the battle's leaders to make the tactical decisions they did. In addition, visitors would be able to understand the conditions that faced individual soldiers. Visitors would be able to understand these conditions directly from the landscape in front of them, instead of having to rely upon wayside exhibits, personal interpretation or printed guides to understand a landscape that has been obscured by tree growth or changed by modern agricultural practices. The kinds of actions that may result from this management prescription include:

- Develop a variety of visually unobtrusive methods (audio, pamphlets, and personal tours) to portray the meaning of the landscape.

- Expand ranger tours to include the entire battle-action area.
- Retain self-guided auto tour but revise it to incorporate more information about the impact of the battle on participants and noncombatants.

Soldiers' National Cemetery

Rehabilitation of the Civil War portion of the cemetery allows visitors to get a sense of its historic condition. They experience some of the sense of contemplation and quiet intended by its designers. Visitors are able to understand how the cemetery's design expressed the idea of equality of sacrifice by all Union states, ideas that parallel those expressed by Abraham Lincoln in the Gettysburg Address: The ideas expressed by Saunders in his design for the cemetery—the equality of sacrifice by the Union states – not only influenced the design of national cemeteries all over the world but is a powerful built symbol of the ideals expressed by Abraham Lincoln in the Gettysburg Address. Rehabilitation of the Civil War era portion of the Cemetery would give visitors another effective way to understand and experience these ideas. The rehabilitation of additional missing vegetation and other elements should also restore some of the contemplative, quiet nature intended for this portion of the cemetery. The kinds of actions that may result from this management prescription include:

- Maintain existing interpretive materials and waysides.
- Expand interpretation of Saunders' plan in ranger tours, brochures and museum interpretation.

Battlefield Commemorative Resource Area

Visitors get a sense of the designed commemorative park with its formal enclosure of avenues and manicured setting, separated from the battlefield beyond: An important aspect of the design of the commemorative park between 1895 and 1927 was the sense of enclosure of the avenues and monuments. Fencing marked federal boundaries, or was added as a design feature. Fences set apart the avenues and monuments from the battle landscape, which was maintained as much as possible in its 1863 condition. The fenced-in area was manicured and intensively managed, as an appropriate symbol of respect for the place and what happened there. This designed park reached its greatest expression on Hancock Avenue, where the formal symmetry of the monuments and their enclosing fencing could be best understood. The contemplative, manicured corridor divorced the viewer from the pastoral scene beyond, which had been the site of battle fury. This management prescription would allow visitors to understand and interpret the designed landscape. The kinds of actions that may result from this management prescription include:

- Interpret the commemorative area in the new museum and update tours, brochures and other information to help visitors understand, respect and appreciate it and differentiate between the overlay of the veteran's commemoration and the preserved battle areas.
- Interpret the origins and building of the commemorative park, its meaning to veterans, and the costs of the reconciliation that made it possible.

- Develop new ranger-led interpretive tours that investigate these themes.
- Change printed material and tape tours to include these themes.

2.9.3 Visitor Use and Facilities

Under Alternative C, visitor services, access, and park facilities would be almost identical to those proposed in Alternative B. One additional management prescription is proposed, to allow the park to remove many of its administrative and maintenance functions from the Major Battle Action, Soldier's National Cemetery and Battlefield Commemorative Resource Areas:

Park administrative and maintenance functions are relocated outside of the Major Battle Action and Commemorative Areas: The physical separation of NPS' administrative and maintenance functions creates a variety of managerial and efficiency concerns. People who should work together closely are located in buildings scattered all around the battlefield. Routine meetings, picking up mail, and other daily functions require an automobile trip. The efficiency and effectiveness concerns created by scattered facilities are described in the park's 1988 Guinn Woods Administrative Facility Development Concept Plan. This alternative suggests that the park implement this approved Development Concept Plan, with revisions to ensure that the proposed design can accommodate all of the personnel of the park. In addition, the facility should be located down-slope, so that it is not visible from Cemetery Ridge.

2.9.4 Partnership and Cooperative Actions

All partnerships referred to in "Management Prescriptions Common to all Action Alternatives" would be included in this Alternative.



Alternative C would rehabilitate the large-scale landscape features of 1863 as described under Alternative B, (see fig.18), but also proposes to rehabilitate selected small-scale elements that were significant to the outcome of the battle in the Major Battle Action areas. This would include rehabilitation of features such as fences and orchards, as well as clearing woodlots of undergrowth, to allow for a more powerful appreciation of how the landscape influenced the course of the battle and how individual soldiers were affected. The original semi-circle design of the Saunders' plan at the Soldiers' National Cemetery would also be rehabilitated to allow visitors to interpret its original intent. Reconstruction of selected avenue fencing would allow the public to better understand the commemorative park developed by battle veterans and protect resources.

Figure 22

Alternative C, The Proposed Plan
Rehabilitation of Battlefield Elements Significant to the Battle of Gettysburg and its Commemoration

Land and Resource Management

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

N

Major Battle Action Areas
Rehabilitate 1863 large scale landscape features and landscape features that were crucial to the outcome of the battle

Soldiers' National Cemetery
Rehabilitate selected Saunders plan features in the Civil War section

Battlefield Commemorative Areas
Rehabilitate commemorative features including Avenues, Fencing and Monument Groups where needed to mitigate resource damage

Other Resource Areas

Landscape Preservation

Visitor and Park Services
1 Visitor and Park Service Overlay Area
2 Secondary Park Management and Service Functions in other Resource Areas

Gettysburg NMP Boundary

Eisenhower NHS Boundary

* Only major memorial groups are shown on this map



Alternative C incorporates the initiatives of Alternative B, and would further expand and diversify interpretive programs, self-guided and ranger-led tours to reflect resource rehabilitation efforts, through which more of the park would be understandable. Visitors would be better able to understand the conditions that influenced the outcome of the battle for individual soldiers. In addition, rehabilitation of the commemorative landscape would give visitors a better understanding of the veteran designed commemorative park. Rehabilitation at the Soldiers' National Cemetery would help visitors better understand the ideas expressed by Lincoln's Gettysburg Address and the Saunders' design. This alternative also proposes strong links to the town of Gettysburg's interpretive resources.

Figure 23

Alternative C, The Proposed Plan
Rehabilitation of Battlefield Elements Significant to the Battle of Gettysburg and its Commemoration

Interpretation and Visitor Experience

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

N

Primary Visitor Center, Museum, Cyclorama, Electric Map and Parking

Wills House and Train Station venues

Areas typically used for living history events

Areas of landscape that can be well understood

Amphitheater

Commemorative features*

Self-guided auto tour

Major Interpretive Venues

Day 1

1. McPherson Ridge expanded to include Reynolds Woods
2. Eternal Light Peace Memorial
3. Oak Ridge
4. Barlow Knoll

Day 2

4. North Carolina Memorial
5. Virginia Memorial
6. Pitzer Woods
7. Warfield Ridge
8. Little Round Top
9. The Wheatfield
10. The Peach Orchard
11. Plum Run
12. Pennsylvania Memorial
13. Spangler's Spring
14. East Cemetery Hill

Day 3

15. High Water Mark

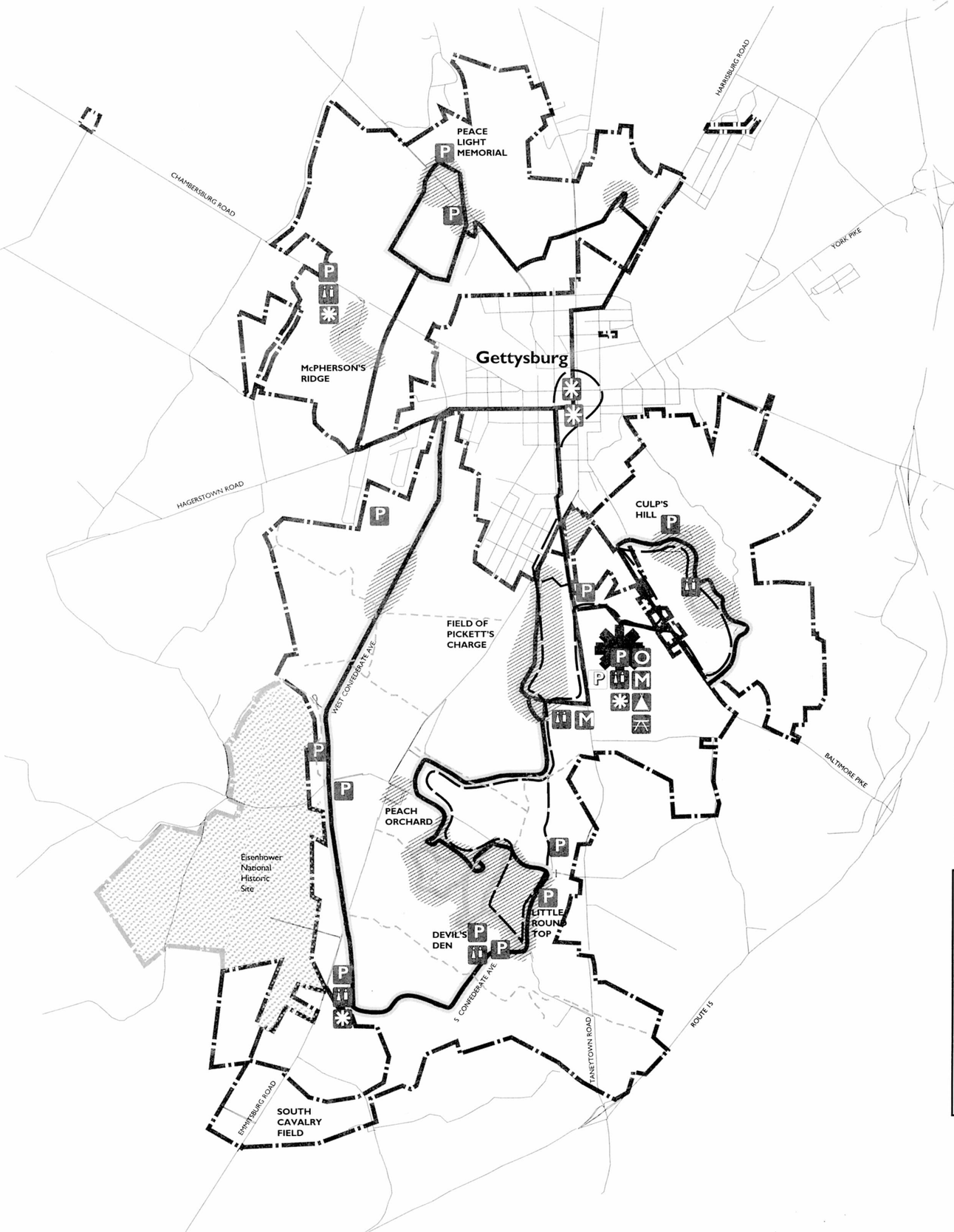
Post-Battle

16. National Cemetery

Gettysburg NMP Boundary

Eisenhower NHS Boundary

* Only major monument groups are shown on this map.



Alternative C includes all of the initiatives of B. High impact interpretive facilities and all other visitor facilities of the current Visitor Center site would be incorporated into the new, state-of-the-art museum in the Visitor Services area. Existing secondary parking and facilities on the battlefield would remain, and park administrative offices and maintenance facilities would be relocated to the new Visitor and Park Services area. This alternative also proposes strategies to mitigate resource damage in areas of the park which are subject to heavy visitor use. A possible shuttle system, oriented from the museum facility, would help to disperse visitors and provide alternative access to highly visited areas. An optional shuttle loop to the borough would provide an important access link to the pathways program, and other visitor opportunities (see inset below). Pedestrian and horse access would be relocated to rehabilitated historic paths and lanes.

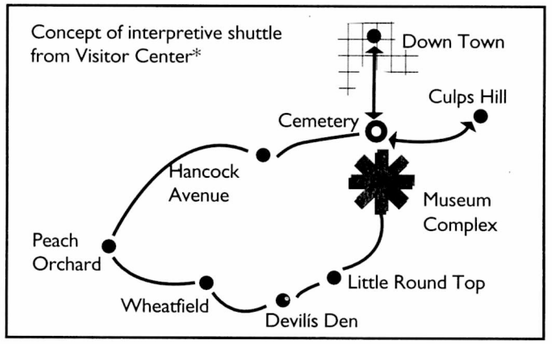


Figure 24

Alternative C, The Proposed Plan
Rehabilitation of Battlefield Elements Significant to the Battle of Gettysburg and its Commemoration

Visitor Use and Facilities

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

N

- **Primary Visitor Center, Museum, Cyclorama, Electric Map and Parking**
- **Visitor comfort facility**
- **Visitor parking**
- **Overflow parking**
- **Visitor information services**
- **Picnic Area**
- **Campground**
- **Park Maintenence**
- **Park Offices**
- **Auto tour route**
- **Parallel parking on one side of street**
- **Historic lanes restored to provide* walking and horse trails**
- **Areas subject to heavy visitor impact where transportation management and/or site protection may be required**
- **Illustrative shuttle route ***
- **Gettysburg NMP Boundary**
- **Eisenhower NHS Boundary**

* Conceptual idea shown, details to be determined

2.10 ALTERNATIVE D: MAXIMUM PARK REHABILITATION

Alternative D incorporates all of the prescriptions noted in "Management Prescriptions Common to all Action Alternatives." It also includes all of the prescriptions discussed in Alternatives B and C. However, Alternative D suggests that, in order to meet the mission of the park and the desires of many public participants in the planning process, the park landscape should be as fully and completely rehabilitated as possible consistent with the guidelines of the *Secretary's Standards for Historic Preservation.*

Achieving this in a way that complies with the *Secretary's Standards for Historic Preservation* requires careful thought and planning. Therefore, this alternative suggests a much more comprehensive rehabilitation of the landscape than that posed in Alternative C. Alternative C recommends that only those features that were most significant to the outcome of the battle or to a designed landscape be rehabilitated. This provides enough information to allow the landscape to become legible, but does not restore, replace or rehabilitate every feature of the historic landscape.

Alternative D suggests that every feature that can be documented as a part of the park's historic landscapes be repaired, rehabilitated, reconstructed or restored. In major areas of the park, visitors would be able to walk into the past, and see a farmstead, 1863 view or commemorative setting much as it would have been. This alternative allows those who want to see all of the known details of a particular battle site or commemorative setting to do so.

Figures 25, 26, and 27 indicate the major elements of this alternative and Table 10 lists its management prescriptions.

Table 10: Management Prescriptions for Alternative D, Maximum Park Rehabilitation

Mission Goal Category/Resource Area	Management Prescriptions	Example of Appropriate Actions that may result from Prescription
Land and Resources *Major Battle Action Area and Other Resource Area*	Every feature, building or structure that can be appropriately documented is repaired, rehabilitated, reconstructed or restored, and the historic landscapes of the park reflect their period of significance.	•Remove 1,015 acres of non-historic woods. •Reconstruct 104 miles of fences. •Reconstruct missing structures. •Restore Civil War era buildings. •Restore or reconstruct 16 miles of historic lanes. •Manage 321 acres of woodland as woodlots. •Remove modern trail systems and non-Civil War era buildings and structures.
	The agricultural program is managed to reproduce historic conditions and methods.	•The agricultural program is reconfigured as a historic agriculture program.
Soldiers' National Cemetery	The Civil War era portion of the cemetery is rehabilitated so that its designed features reflect the period of its initial creation and development; the modern cemetery annex is managed as a modern landscape. Non-historic structures and vegetation in the Civil War portion of the cemetery are removed.	•Reestablish historic vegetation patterns and circulation. •Restore pipe-rail fencing, historic gates and bollards. •Restore buildings to their historic condition. •Reconstruct missing wellhouse. •Reestablish terra cotta planters. •Remove 1927 restrooms.

Mission Goal Category/Resource Area	Management Prescriptions	Example of Appropriate Actions that may result from Prescription
Battlefield Commemorative Area	Every feature that can be appropriately documented would be restored, repaired, reconstructed or rehabilitated and contemporary intrusions would be removed.	•Reconstruct pipe-rail fencing. •Reconstruct missing shell stones bollards. •Reconstruct missing gates and entrances to park. •Restore historic bridges and headwalls. •Reconstruct missing towers.
Interpretation and Visitor Experience *Major Battle Action Area*	Visitors can step back in time and experience the conditions present in 1863 on large parts of the battlefield. Visitors can experience directly the conditions that faced the generals as well as the individual soldiers and non-combatants caught up in the battle.	•Remove non-historic waysides and other interpretive media. •Revise tours, printed guides and other materials to reflect conditions on the field •Expand costumed interpretation.
Soldiers' National Cemetery	Rehabilitation of the Civil War portion of the cemetery allows visitors experience it as it was and to understand the major idea of equality of sacrifice by all Union states intended by the cemetery's designer, ideas that parallel those expressed by Abraham Lincoln in the Gettysburg Address.	•Remove non-historic wayside and interpretive media. •Expand interpretation of historic design and intention of Cemetery, and its impact upon the design of other cemeteries nationwide.
Battlefield Commemorative Area	Visitors can step back in time and experience the commemorative battlefield park as it was built by the veterans of the Civil War.	•Reorient ranger tours to the commemorative avenues. •Establish park-wide interpretive shuttle and manage it to provide convenient travel for visitors. •Use the interpretive tablets, monuments and markers as the primary interpretation on the field.
Other Resources Area	Central visitor services are concentrated in a "rear" area where an overview is provided, prompting visitors to go out and explore the battlefield.	•Initiate active interpretation (ranger tours, written materials, etc.) of rear action areas and functions.
Visitor Use and Facilities	Post-commemorative era visitor service facilities are removed to restore the historic scene.	•Remove parking, non-historic comfort stations. •Comfort stations and other visitor support services outside the central visitor service area are relocated, where feasible, within historic structures which can be modified to include such uses while protecting their historic appearance.
Partnership and Cooperative Action	All partnerships referred to in "Management Prescriptions Common to All Alternatives included in this Alternative	

2.10.1 Land and Resources Management

All of the park-wide management prescriptions detailed in "Management Prescriptions Common to All Action Alternatives" are incorporated into this alternative. In addition, the following prescriptions and resulting actions are associated with this alternative:

Major Battle Action Area and Other Resource Area

Every historic feature that can be appropriately documented is repaired, rehabilitated, reconstructed or restored, and the historic landscapes of the park reflect their period of greatest significance: In the Major Battle Action Area, every feature of the landscape — fences, orchards, woodlots and other features — that can be documented would be restored, rehabilitated, reconstructed or repaired. Buildings dating from after 1863 would be removed. Where a post-1863 building is significant

and is on the site of a battle-era structure, it would remain. However, if such a building is destroyed, e.g., by fire or natural disaster, then 1863 structure, not the later one, would be reconstructed (if it can be adequately documented and if the reconstruction can be accomplished within the *Secretary of the Interior's Standards for Historic Preservation*). Post 1863 additions, even if necessary to render a house usable for modern purposes, would be removed. When the 1863 structure cannot be documented, the extent and area of its site may be indicated by ground textures or planting.

In the Other Resource Area, in those areas which are owned by NPS and which served a rear action function during the battle (as a hospital site, bivouac, or other function), all features of the 1863 landscape than can be documented would be restored, rehabilitated or reconstructed. Where such land is not owned in fee by NPS, but privately owned, NPS would negotiate easements to preserve and rehabilitate as much of the landscape as is practical. NPS would manage sites to serve as buffers or to protect park entrances to maintain and rehabilitate as many 1863 features as practical. The types of actions that may result from this management prescription include:

- Add 104 miles of 1863 fencing.
- Remove 1,015 acres of woodlands.
- Plant 221 acres of orchards.
- Remove modern additions to park house, e.g., the Codori House kitchen.
- Replace 1863 features that were removed by NPS but that can be documented, e.g., the Codori House oven, Forney House and barn, etc.

The agricultural program is managed to reproduce historic conditions and methods. The agricultural program would be reformulated to replicate historic conditions as much as possible. To the extent supported by documentation, crops grown at the time of the battle could be grown and historic methods used.

Soldiers' National Cemetery

The Civil War era portion of the cemetery is rehabilitated so that its designed features reflect the period of its initial creation and development; the modern cemetery annex is managed as a modern landscape. Non-historic structures and vegetation in the Civil War portion of the cemetery are removed: Every feature of the historic cemetery that can be documented would be restored or replaced. However, no feature that would require disturbing the graves of veterans of more recent wars would be considered. The types of actions that may result from this management prescription include:

- Reestablish the historic vegetation and circulation patterns in the Civil War era portion of the cemetery.
- Reestablish the Norway Maple allee.
- Restore pipe-rail fence between the Evergreen and Soldiers' National Cemeteries.
- Remove non-historic vegetation.
- Restore missing "Bivouac of the Dead" tablets.
- Restore and reconstruct historic buildings.

- Restore gates and granite bollards.
- Restore missing cast iron and other benches.
- Replace the arched doors on the gun storage/tool house, the wellhouse, the wooden shed at the lodge, gates and other features at the Soldiers' National Cemetery.

Battlefield Commemorative Resource Area

Every feature that can be appropriately documented is restored, repaired, reconstructed or rehabilitated and contemporary intrusions would be removed: The Battlefield Commemorative Resource Area is rehabilitated so that it represents the commemorative park as it was between 1895 and 1927. However, modern monuments added since 1927 are maintained, road surfaces would continue to be asphalt, and minor changes made to the alignment of the avenues to permit modern automobile traffic would be maintained. The historic Roller Building is restored. The types of actions that may result from this management prescription include:

- Remove modern wayside exhibits.
- Reconstruct 1 mile of avenue.
- Replacement of missing War Department tablets and interpretive media on the field.
- Reconstruct 13.3 miles of pipe-rail fence and other commemorative fencing.
- Reconstruct missing shell stones, bollards and other historic features.
- Reconstruct missing gates and entrances.
- Reconstruct missing veteran-era observation towers.

2.10.2 Interpretation and Visitor Experience

This alternative would create a different type of experience for the visitor. In many areas of the park, visitors would be able to take a step back in time and experience a piece of the field much as it would have been in 1863. Visitors would also be able to experience the commemorative area as it would have been during the height of its development by battle veterans. This alternative would reinforce the role and function of the commemorative avenues as the heart of the interpretive system. The rehabilitation of the commemorative area and its use for interpretation implies a few differences in how interpretation is carried out on the field.

Major Battle Action Area and Other Resources Area

Visitors can step back in time and experience the conditions present in 1863 on large parts of the battlefield. Visitors can experience directly the conditions that faced the generals as well as the individual soldiers and noncombatants caught up in the battle: In large parts of the battlefield, visitors would be able to step back in time and see the landscape much as it was seen by battle participants. To accomplish this goal, non-historic interpretive media must be removed from these portions of the battlefield, and other methods substituted for them. The types of actions that may result from this management prescription include:

- Remove non-historic waysides and other physical interpretive media.
- Develop audio interpretation that can be used by visitors without impact on the battlefield.
- Revise tours, printed guides and other materials to reflect conditions on the field.
- Expand first person interpretation and living history programs.

Soldiers' National Cemetery

Rehabilitation of the Civil War portion of the cemetery allows visitors to experience it as it was and to understand the major idea of equality of sacrifice by all Union states intended by the cemetery's designer, ideas that parallel those expressed by Abraham Lincoln in the Gettysburg Address: Like Alternatives B and C, this alternative suggests museum interpretation of the Soldiers' National Cemetery and new interpretive tours and non-built media that encourage visitors to understand the design and its relationship to the ideals presented by Lincoln in the Gettysburg Address. The types of actions that may result from this management prescription include:

- Remove non-historic wayside and interpretive media.
- Expand interpretation of historic design and intention of Cemetery, and its impact upon the design of other cemeteries nationwide.

Battlefield Commemorative Resource Area

Visitors can step back in time and experience the commemorative Battlefield Park as it was built by the veterans of the Civil War: This alternative assumes that the detail that would be present in the landscape would make it very understandable; in essence, the landscapes would tell their own stories. The commemorative markers, tablets and monuments would become the primary interpretive media on the field. The field, together with the interpretation included on monuments, markers and tablets would tell the story of the park. Other communications about the battle through visually non-intrusive means, including printed guides, audio, interpretive bus tours, or ranger or guide interpretation would be developed. The types of actions that may result from this management prescription include:

- Reorient ranger tours to the commemorative avenues.
- Establish park-wide interpretive shuttle and manage it to provide convenient travel for visitors.
- Use the commemorative tablets, monuments and markers as the primary interpretation on the field.
- Provide a variety of new non-structural interpretive media.

2.10.3 Visitor Use and Facilities

Post-commemorative era visitor service facilities are removed to restore the historic scene: To ensure consistency and compatibility of visitor usage and services with the historic landscape, this alternative includes several major differences from the other alternatives described above. First,

all park visitor facilities and services, including parking lots and rest rooms, would be consolidated in the Visitor and Park Services Overlay Area, eliminating such uses from the remainder of the park. Second, this alternative would require an excellent transportation system oriented to central parking, potentially involving more than one loop from the museum complex, to ensure appropriate access to the avenue system. Third, private vehicular traffic would be carefully managed on the Avenue system during peak demand periods, potentially restricting types of traffic on several of the Avenue segments to ensure preservation of resource qualities. Traffic management measures would be explored to insure that private party vehicles with licensed battlefield guides aboard have sufficient battlefield access at all times to provide quality interpretation. This alternative would encourage the maximum number of visitors to take core interpretive tour loops through the commemorative avenue system, providing overviews of the battle and its sequence. Such tours should be designed so that visitors would have unlimited on-off privileges, enabling more detailed ranger and Licensed Battlefield Guide tour opportunities from a variety of points within the park.

Like Alternative C, this alternative suggests construction of a central administrative and maintenance facility and consolidation of all visitor services in one area removed from the Major Battle Action Area.

2.10.4 Partnership and Cooperative Activities Management

All partnerships referred to in "Management Prescriptions Common to all Action Alternatives" would be included in this Alternative.



Alternative D proposes to attain the Land and Resource conditions described in Alternative C, (see fig. 22), and suggests that in order to meet the park's mission and the desires of many public participants, the park landscape should be as fully rehabilitated as possible. This would include the removal of non-historic structures, reconstruction of missing structures, reconstruction of historic agricultural patterns, rehabilitation of Saunders' original design in the Civil War portion of the cemetery, and rehabilitation of commemorative features to represent the commemorative park as it appeared in the years 1895-1927. Such a rehabilitated landscape would allow visitors to easily visualize and interpret much of the 1863 events from the battlefield itself, and the rehabilitated commemorative features will help tell the story of its importance .

Figure 25

Alternative D
Maximum Park Rehabilitation

Land and Resource Management

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

N

Major Battle Action Areas
Restore every 1863 landscape characteristic and all detailed features of the 1863 landscape that can be documented

Soldiers' National Cemetery
Rehabilitate to Saunders' plan

Battlefield Commemorative Areas
Rehabilitate commemorative features including Avenues, Fencing and Monument Groups

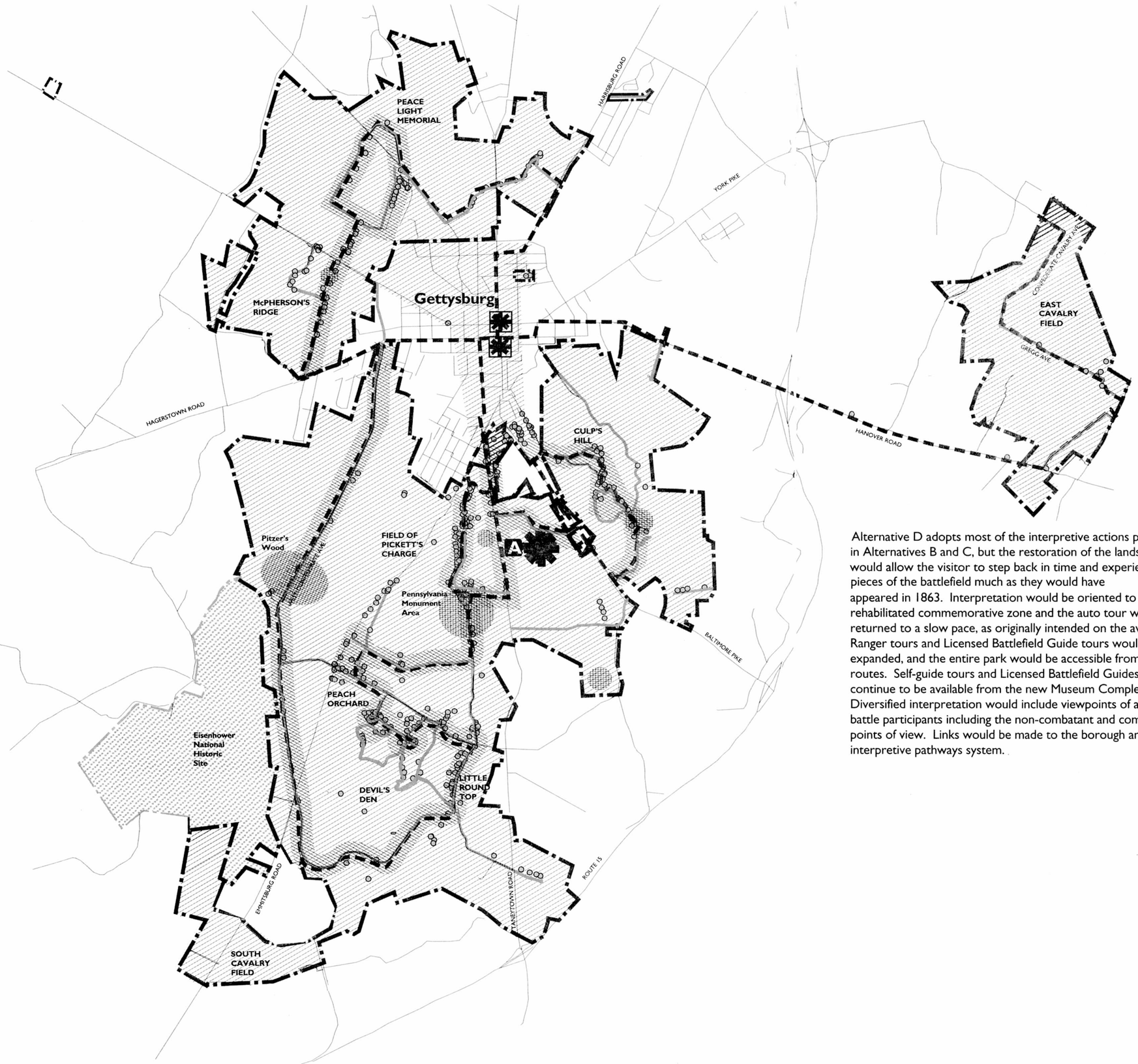
Other Resource Areas
Restore every 1863 landscape characteristic and all detailed features of the 1863 landscape that can be documented

Visitor and Park Services
Visitor and Park Service Overlay Area

Gettysburg NMP Boundary

Eisenhower NHS Boundary

* Only major memorial groups are shown on this map



Alternative D adopts most of the interpretive actions proposed in Alternatives B and C, but the restoration of the landscape would allow the visitor to step back in time and experience pieces of the battlefield much as they would have appeared in 1863. Interpretation would be oriented to the rehabilitated commemorative zone and the auto tour would be returned to a slow pace, as originally intended on the avenues. Ranger tours and Licensed Battlefield Guide tours would be expanded, and the entire park would be accessible from shuttle routes. Self-guide tours and Licensed Battlefield Guides would continue to be available from the new Museum Complex. Diversified interpretation would include viewpoints of all types of battle participants including the non-combatant and commemorative points of view. Links would be made to the borough and its interpretive pathways system.

Figure 26

Alternative D
Maximum Park Rehabilitation

Interpretation and Visitor Experience

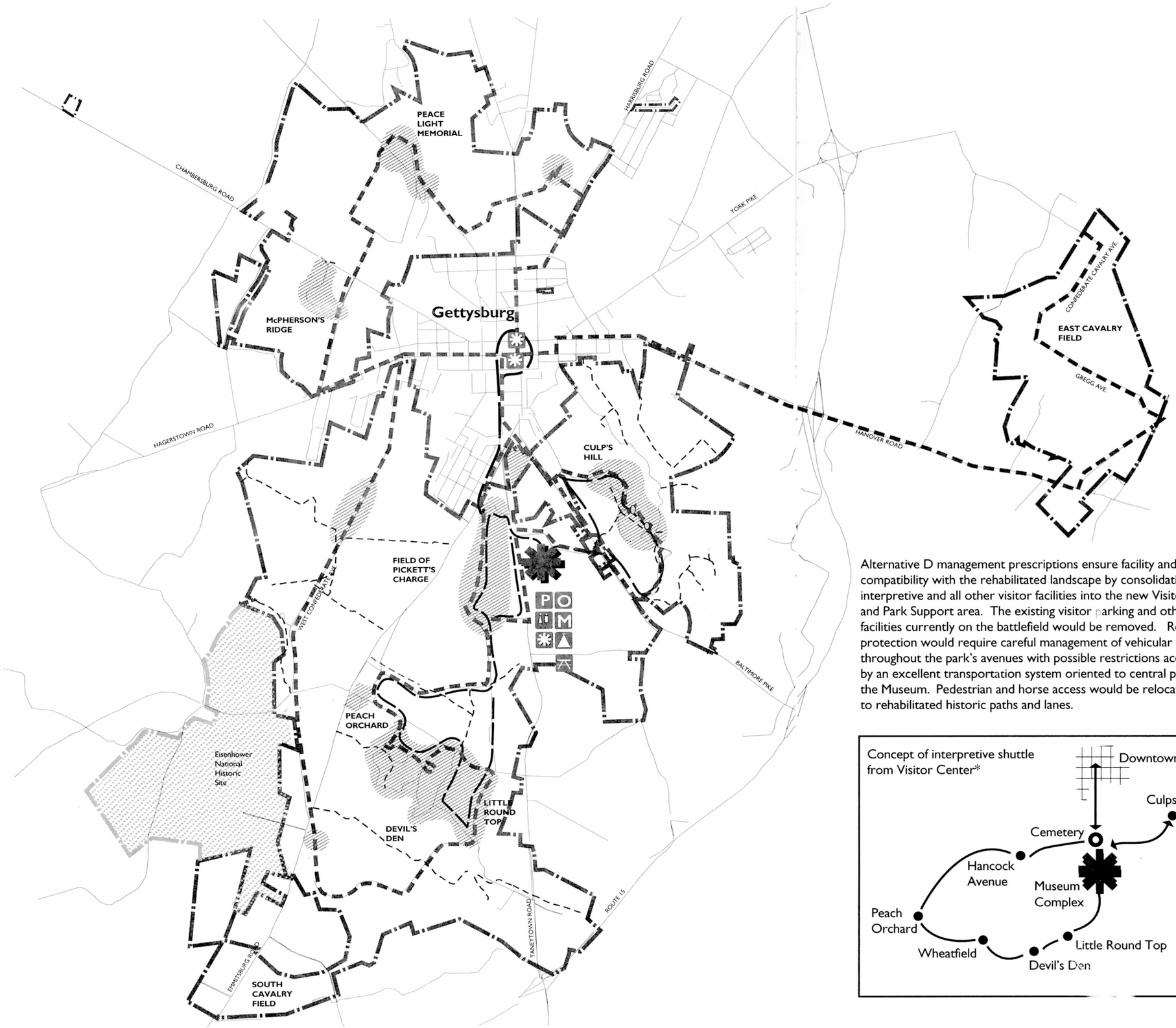
Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

N

- **Primary Visitor Center, Museum, Cyclorama Center, and Parking**
- **Areas of landscape which can be well understood**
- **Wills House and Train Station venues**
- **Amphitheater**
- **Commemorative features***
- **Shuttle access tour throughout the park for self-guided tour**
- **Areas of main visitor use** (actual width of use may be less)
- **Areas typically used for living history events**
- **Gettysburg NMP Boundary**
- **Eisenhower NHS Boundary**

* Only major monument groups are shown on this map.



Alternative D management prescriptions ensure facility and use compatibility with the rehabilitated landscape by consolidating interpretive and all other visitor facilities into the new Visitor Center and Park Support area. The existing visitor parking and other facilities currently on the battlefield would be removed. Resource protection would require careful management of vehicular traffic throughout the park's avenues with possible restrictions accompanied by an excellent transportation system oriented to central parking and the Museum. Pedestrian and horse access would be relocated to rehabilitated historic paths and lanes.

Figure 27

Alternative D
Maximum Park Rehabilitation

Visitor Use and Facilities

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 20,000 40,000 ft

N

- **Primary Visitor Center, Museum, Cyclorama, Electric Map and Parking**
- **Visitor comfort facilities**
- **Visitor parking**
- **Visitor information services**
- **Picnic Area**
- **Campground**
- **Park Maintenence**
- **Park Offices**
- **Historic lanes restored to provide walking and horse trails***
- **Park wide shuttle with pick-up and drop-off points for guided and self guided tours***
- **Areas along the commemorative zone subject to heavy visitor impact where transportation management and/or site protection may be required**
- **Illustrative shuttle route ***
- **Gettysburg NMP Boundary**
- **Eisenhower NHS Boundary**

* Conceptual idea shown, details to be determined

2.11 SUMMARY COMPARISON OF ALTERNATIVES

2.11.1 Characteristics of Alternatives

The following tables compare the management prescriptions for the four Alternatives. One table is provided for each management plan element, and summarizes and compares the management prescriptions recommended on each alternative

- **Table 11: Land and Resource Management**
- **Table 12: Interpretation and Visitor Experience Management**
- **Table 13: Visitor Use and Facilities Management**
- **Table 14: Cooperative Actions and Partnership Management**

2.11.2 Summary Impacts of Each Alternative

Tables 15 through 20 provide a narrative comparison of each major category of impact.

Table 11: Land and Resources - Comparison of Management Prescriptions

Management Zones	Alternative A No Action	Alternative B Minimum Required Action	Alternative C, The Proposed Plan Rehabilitation of Landscapes Significant to the Battle of Gettysburg and its Commemoration	Alternative D Maximum Park Rehabilitation
Park-wide	Retain current management areas and policies from existing General Management Plan – refer to Table 4.	Managers make decisions based upon professional studies and adequate planning. Resources, including historic structures, landscapes, archeological sites and collections that contribute to the significance of the park are stabilized, preserved and maintained in good condition. The park's boundary and land acquisition strategy is sufficient to protect the nationally significant qualities of the park. Historic buildings are managed to produce income that defers the cost of their ongoing maintenance. Non-historic and non-contributing structures and intrusions are eliminated. Natural resources are managed and monitored to encourage biological diversity and to avoid adverse impacts on regional ecology, while protecting the quality and character of the park's cultural resources. No new monuments are built in the park. The park's agricultural program is managed to protect natural and cultural resources, and to encourage the preservation of grassland species.		
Major Battle Action Areas	Maintain a modern agricultural landscape.	The major features that organize the landscape – the patterns of open vs. wooded areas and the 1863 circulation system – are rehabilitated.		
			The features that are significant to the outcome of the Battle of Gettysburg are repaired, rehabilitated, or restored	A rehabilitated historic landscape where every feature, building or structure that can be appropriately documented as part of the 1863 or battle landscape is repaired, rehabilitated, restored or reconstructed. Modern trail systems and non-Civil War era buildings and structures are removed.
		The overall mass and arrangement of remaining farm complexes reflect those typical of central Pennsylvania farms in the 19th century.	The overall mass and arrangement of remaining farm complexes reflects those typical of central Pennsylvania in the 19th century. Missing or damaged buildings that can be adequately documented and that are significant to the outcome of the battle are rehabilitated or otherwise represented. Fences, vegetation, lanes, orchards and above-ground foundation remains and other features indicate the location of farmsteads that were significant to the outcome of the battle but are no longer extant and cannot be documented well enough to be reconstructed.	
		The agriculture program is reformulated so that it perpetuates the open fields and wooded area patterns present in 1863.	The agricultural program is reformulated to support the historic field patterns of 1863.	The agriculture program is managed to reproduce historic conditions and methods.

Table 11: Land and Resources - Comparison of Management Prescriptions *(continued)*

Management Zones	Alternative A No Action	Alternative B Minimum Required Action	Alternative C, The Proposed Plan Rehabilitation of Landscapes Significant to the Battle of Gettysburg and its Commemoration	Alternative D Maximum Park Rehabilitation
Soldiers' National Cemetery	Retain current management areas and policies from existing General Management Plan – Preserve the Soldiers' National Cemetery as a modern cemetery, perpetuating and allowing additional changes to ease maintenance and allow the use of modern machinery.	The major features of the Saunders design - the open semi-circle of graves surrounded by vegetation and the associated circulation - is rehabilitated.	The features that are significant to the design of the Civil War portion of the Soldiers' National Cemetery are repaired, rehabilitated, restored, or replicated.	The Civil War era portion of the cemetery is rehabilitated so that its designed feature reflect the period of its initial creation and development; the modern cemetery annex is managed as a modern landscape. Non-historic structures and vegetation in this portion of the cemetery are removed.
Battlefield Commemorative Resource Area	Retain current management areas and policies from existing General Management Plan.	Monuments and monument groups, including cannon and fencing, are restored and linked by mowed corridors that reflect the historic limits of the veteran-designed commemorative park.	Selected features that are significant to the design of the commemorative park designed and built by veterans between 1895 and 1927 are repaired, rehabilitated, restored, or replaced.	The Battlefield Commemorative Area is rehabilitated so that it represents the commemorative park as it was between 1895 and 1927. However, modern monuments added since 1927 are maintained, road surfaces would continue to be asphalt, and minor changes made to the alignment of the avenues to permit modern automobile traffic would be maintained. The historic Roller Building is restored.
Other Resources Area	The existing landscape and its historic features are preserved.	The existing landscape and its historic features are preserved.	The existing landscape and its historic features are preserved.	On land that served a rear action function (such as bivouac, hospital, etc.) rehabilitate the historic landscape so that every feature that can be appropriately documented as part of the 1863 landscape is repaired, rehabilitated, restored or reconstructed.
		See Table 5: Management Prescriptions Common to All Action Alternatives for description of New Museum and Related Facilities		

Table 12: Interpretation and Visitor Experience – Comparison of Management Prescriptions

	Alternative A No Action	Alternative B Minimum Required Action	Alternative C, The Proposed Plan Rehabilitation of Landscapes Significant to the Battle of Gettysburg and its Commemoration	Alternative D Maximum Park Rehabilitation
Park-wide	1st day, 2nd day, 3rd day auto tour, ranger tours, and licensed battlefield guide tours continue to be the primary interpretive experiences in the park. The existing Visitor Center continues to be used for interpretation of battle equipment and methods.	A new collections storage, museum and visitor center provides orientation and facilities for visit-planning and opportunities for learning about the Gettysburg Campaign within the full context of the causes and consequences of the Civil War. Visitors' movement through and experience of the park's historic landscape is the foundation for their understanding of the park's interpretive themes. Park visitors are actively encouraged to visit key sites and districts within the Borough of Gettysburg and to understand their relationship to the battle.		
Area-specific *Major Battle Action Area*	Visitors experience a modern agricultural landscape.	Visitors use the landscape to understand the movement of the armies and the decisions made by the generals as they planned and executed the battle.	Visitors experience and learn about the battle through a direct experience on the battlefield and through the 1st day-2nd day-3rd day sequence. The rehabilitation of the features significant to the outcome of the battle makes it possible for most visitors to understand both the major movements of the armies and the conditions that influenced the outcome of the battle for individual soldiers.	Visitors can step back in time and experience the conditions present in 1863 immediately prior to the battle on large parts of the battlefield. Visitors can experience directly the conditions that faced the generals as well as the individual soldiers and non-combatants caught up in the battle.
Soldiers' National Cemetery	Visitors experience a modern cemetery with some historic features.	Rehabilitation of the vegetation and circulation patterns allow visitors to understand the major idea of equality of sacrifice by all Union states intended by the cemetery's designer, ideas that parallel those expressed by Abraham Lincoln in the Gettysburg Address.	Rehabilitation of the Civil War portion of the cemetery allows visitors to get a sense of its historic condition. They experience some of the sense of contemplation and quiet intended by its designer. Visitors are able to understand how the cemetery's design expressed the idea of equality of sacrifice by all Union states, ideas that parallel those expressed by Abraham Lincoln in the Gettysburg Address.	Rehabilitation of the Civil War portion of the cemetery allows visitors to experience it as it was and to understand the major idea of equality of sacrifice by all Union states intended by the cemetery's designer, ideas that parallel those expressed by Abraham Lincoln in the Gettysburg Address.
Battlefield Commemorative Area	Visitors experience a mowed corridor that indicates the historic extent of the veteran-designed park, with avenues that represent the battle, and monuments, tablets and markers that denote the position of units.	Visitors experience a mowed corridor that indicates the historic extent of the veteran-designed park, with avenues that represent the lines of battle and monuments, tablets and markers that denote the position of individual regiments and units.	In some areas, visitors get a sense of the designed commemorative park with its formal enclosure of avenues and manicured setting, separated from the battlefield beyond.	Visitors can step back in time and experience the commemorative battlefield park as it was built by the veterans of the Civil War.
Other Resources Area	Not applicable.			

Table 13: Visitor Use and Facilities -- Comparison of Management Prescriptions

	Alternative A No Action	Alternative B Minimum Required Action	Alternative C, The Proposed Plan Rehabilitation of Landscapes Significant to the Battle of Gettysburg and its Commemoration	Alternative D Maximum Park Rehabilitation
Park-wide	Modern trail systems provide access to the battlefield.	Pedestrian, horse, and bicycle traffic is managed to prevent resource damage and/or loss.		
	Parking lots, amphitheaters, scout camping, and park administrative and managerial uses continue to be spread throughout the battlefield.	Major visitor services and support uses are located where they would have little or no impact on significant cultural and landscape resources.		
		All public activities are systematically evaluated for appropriateness before they are permitted.		
	Damage from pedestrian, automobile, and bus traffic is managed by ad-hoc built interventions on the field.	Damage to roadsides and commemorative landscapes as a result of vehicular traffic is rare A Transportation Management System is in place that enables NPS personnel to anticipate traffic overload conditions in the park and to take appropriate action to protect resources and provide visitor services.		
			Park administrative and maintenance functions are relocated outside of the Major Battle Action and Commemorative Areas	
				Post-commemorative era visitor service facilities are removed to eliminate their intrusion on the historic scene.

Table 14: Partnership and Cooperative Actions -- Comparison of Management Prescriptions

	Alternative A No Action	Alternative B Minimum Required Action	Alternative C, The Proposed Plan Rehabilitation of Landscapes Significant to the Battle of Gettysburg and its Commemoration	Alternative D Maximum Park Rehabilitation
Park-wide	NPS continues its existing partnerships to manage the park, acquire land, raise funds and other purposes.	Existing park partnerships are maintained and strengthened, and expand NPS' ability to protect park resources and provide high quality visitor interpretation and experiences.		
	NPS continues to work with volunteers to provide visitor services, manage battle positions, and provide living history interpretation.	A new self-sustaining museum complex is developed in partnership with the private sector, including new interpretive exhibits that explain the Gettysburg Campaign within its full context of the causes and consequence of the Civil War. NPS works cooperatively with a private sector partner to plan, develop, maintain, and operate the new museum complex and related facilities. NPS expands opportunities for volunteers to provide visitor services, manage battle positions, and provide living history interpretation. Sites and resources outside the park's boundary that are significant to the Gettysburg Campaign are preserved and protected. The park's scenic and rural setting remains relatively undisturbed, and new development within the park's viewshed is compatible in scale and intensity.		
	NPS works with Main Street Gettysburg, the Chamber of Commerce, Visitors and Convention Bureau, local governments and others to provide interpretive links to the town's pathway system.	Special initiatives are taken to expand cooperative relationships and partnerships with the Borough of Gettysburg and other sites associated with the Gettysburg Campaign to ensure that resources closely linked to the park, the battle, and the non-combatant civilian involvement in the battle and its aftermath are appropriately protected and used.		

Table 15: Summary of Impacts on Cultural Resources

Topic	Alternative A No Action	Alternative B Minimum Required Action	Alternative C, The Proposed Plan Rehabilitation of Landscapes Significant to the Battle of Gettysburg and its Commemoration	Alternative D Maximum Park Rehabilitation
Historic and Designed Landscapes: *1863 Battle Area*	Preservation of existing modern landscapes and continuation of modern agricultural practices means that non-historic intrusions continue to dominate the historic setting of the 1863 battle. Features significant to the outcome of the battle continue to be obscured by modern growth of woodlands and other non-historic features. Adverse impacts from modifications necessary for modern agriculture are possible.	Rehabilitation of the large scale patterns of open fields and wooded areas would allow visitors to understand the major movements of the armies and would enhance the historic setting of the battle throughout the battle resource area. Removal of modern intrusions would improve the condition of the historic landscape.	Rehabilitation of large scale patterns and of fences, orchards and other features of the battlefield would improve the readability of the landscape. It would restore many of the historic features that have been damaged or changed in the last 30 years throughout the battle resource area. Removal of modern intrusions would improve the condition of the historic landscape.	Rehabilitation of all parts of the battlefield would have the same impacts as alternative C and extend those positive impacts into secondary park resource areas. Removal of non-historic intrusions would restore the integrity and improve the condition of the historic landscape.
Soldiers' National Cemetery	The National Cemetery would continue to be managed as a modern landscape, and significant designed and interpretive features would continue to be obscured.	Restoration of the semi-circle of Civil War graves would recover major features obscured by modern plant growth.	Rehabilitation of significant features of the National Cemetery would replace many of the missing features and restore much of the design.	Restoration of the missing features of the Civil War portion of the National Cemetery would return it to its historic condition.
Battlefield Commemorative Area	Rehabilitation of major features of monument groups would restore their integrity and return them to good condition.	Same as Alternative A	Rehabilitation of significant features of the National Cemetery and commem-orative landscapes restores the separation between the commemorative and battle landscapes in selected locations.	Restoration of the missing features of the commemorative landscape would return it to its historic condition.
Historic Structures	Preservation activities would continue to protect historic structures from additional damage or loss. Preservation of the historic character of privately-owned structures would continue to be at the discretion of the owners.	Same as Alternative A	In addition to preservation activities, buildings and structures that were significant to the outcome of the battle that are missing or damaged would be reconstructed or restored or otherwise indicated on the battlefield.	In addition to preservation activities, buildings and structures that were present in 1863 or that were part of the cemetery or commemorative designed landscapes would be restored to their historic condition. Missing structures that can be documented would be reconstructed.

Topic	Alternative A	Alternative B	Alternative C, The Proposed Plan	Alternative D
Archives, Collections & the Cyclorama Painting	Archives, collections and the cyclorama painting would continue to be stored and/or displayed in inadequate conditions. Adverse impacts include continued deterioration and decay of artifacts.	The new museum complex would incorporate adequate display and storage space for park archives, collections and the cyclorama painting. This would help prevent additional deterioration and decay.	Same as Alternative B	Same as Alternative B
Archeological Resources	Archeological sites and resources owned by NPS are protected through inventory, education, and documentation.	Same as Alternative A	Same as Alternative A, with the addition of new interpretive components for sites that were significant to the battle	Same as Alternative C

Table 16: Summary of Impacts on Natural Resources

Topic	Alternative A No Action	Alternative B Minimum Required Action	Alternative C, The Proposed Plan Rehabilitation of Landscapes Significant to the Battle of Gettysburg and its Commemoration	Alternative D Maximum Park Rehabilitation
Topography	Topographic changes made to accommodate modern farming or maintenance practices would be maintained on the battlefield and in the National Cemetery.	Restoration of grade at the sites of the current visitor centers would improve 22 acres of the field of Pickett's Charge.	Same as Alternative B, and restoration of the original grade in the Civil War portion of the National Cemetery would return this area to its historic condition.	Same as Alternative C.
Soils	Soil erosion from cattle, plowing and other agricultural activities would continue to impact battle lands. Soil compaction from human overuse at some monuments would continue, with possible adverse effects to cultural resources and vegetation.	Gradual transition to low or no-till methods and removal of cattle from wetlands and streams would reduce soil compaction and erosion from these sources. Visitor use measures would reduce adverse impacts from soil compaction.	Same as Alternative B	Same as Alternative B
		Removal of woodlands would create the potential for soil erosion (by 12% as compared to the current condition). Most soil is redeposited in meadows or pastures, so effect on streams is limited. Planting or leaving buffer zones of low vegetation at stream-side would mitigate this.	Same as Alternative B, but by 13% as compared to the current situation.	Same as Alternative B, but by 17% as compared to the current situation.
Prime and Unique Farmlands	Ongoing activities have little impact on farmland soils.	Development of the new museum complex site would impact about 10 acres of prime farmland.	Same as Alternative B	Same as Alternative B
Water Resources	Impacts to water resources as a result of cattle grazing would continue.	Removal of cattle from streams and wetlands would reduce impacts to water resources.	Same as Alternative B	Same as Alternative B

Topic	Alternative A	Alternative B	Alternative C, The Proposed Plan	Alternative D
Wetlands and Flood Plains	Impacts to streams from runoff from existing parking lots that lack detention facilities would continue.	New museum complex parking lots would have detention facilities, improving quality of runoff to streams. About 2 acres of wetlands would be impacted by visitor center construction. Removal of some field drains eventually allow about 100 acres of wetlands to regenerate.	Same as Alternative B	Same as Alternative B
			Same as Alternative B	Same as Alternative B
		Removal of woodlands would not significantly affect peak flow or total annual streamflow. Stream temperature would be affected in some subwatersheds although this is not expected to result in changes to the park's flora or fauna.	Same as Alternative B	Same as Alternative B
Fauna and Endangered and Threatened Species	Modern agricultural uses limit available habitat for state listed upland species.	Changes to the agriculture program enhance habitat and protection of upland species.	Same as Alternative B	Same as Alternative B
	Current management policies favor forest species that are generally common in Pennsylvania	Removal of woodlands would have a positive impact on species that rely on open, upland sites and a negative impact on species that rely on woodlands.	Same as Alternative B	Same as Alternative B
		Removal of woodlands would have a positive impact on 7 species but may adversely impact 1 state listed specie, the black vulture. However, potential adverse impacts would be limited by leaving mature conifers and protecting nest sites.	Same as Alternative B	Same as Alternative B
Flora	Some management practices may cause health and vigor of woodlands to decline.	Woodlands restored to historic boundaries and are managed to enhance health and vigor.	Woodlands restored to historic boundaries and are managed to enhance health and vigor. Some areas are managed as historic woodlots. One state listed species (found in one woodlot) would be protected during woodlot maintenance.	Same as Alternative C.

Table 17: Summary of Impacts on Visitor Interpretation and Experience

Topic	Alternative A No Action	Alternative B Minimum Required Action	Alternative C, The Proposed Plan Rehabilitation of Landscapes Significant to the Battle of Gettysburg and its Commemoration	Alternative D Maximum Park Rehabilitation
Interpretation	Visitor information and orientation to the park and the community would continue to be limited.	Visitor information and orientation would be greatly improved and expanded. Visitors needs would be better met.	Same as Alternative B	Same as Alternative B
Museum Complex and Interpretive Overview to Park	Museum interpretation of the battle, its causes and consequences would continue to be minimal. Visitors' experiences would continue to be adversely affected by the lack of accessible, understandable interpretation.	New museum exhibits would provide substantially improved interpretation of the battle in its full context, allowing visitors to understand why the battle and the Civil War matter to Americans. Improved electric map, cyclorama and film programs would increase opportunities for interpretation.	Same as Alternative B	Same as Alternative B
Interpretive Programs	Visitors would continue to benefit from existing personal services interpretive programs. However, NPS programs would be conducted on a limited basis and beneficial impacts are limited to a small percentage of visitor population.	Personal services programs would be expanded to incorporate more themes and better meet park goals. New interpretive opportunities within the Borough of Gettysburg expand interpretation to include the civilian experience.	Interpretive programs are expanded to provide programs for additional interpretation, substantially improving interpretation. Same as Alternative B.	Interpretive programs are revised to provide programs for additional interpretation and new media to replace modern waysides, which are removed. Same as Alternative B.
Licensed Battlefield Guides	Licensed Battlefield Guides would continue to provide personalized guided tours.	Same as Alternative A	Same as Alternative A	Same as Alternative A
Resource Protection	Resource protection efforts would continue to be adversely affected since visitors would not be adequately informed regarding appropriate behavior and use of the park.	Visitors would receive information about the park and its resources as a part of orientation, which would have a beneficial impact on resource protection.	Same as Alternative B	Same as Alternative B

Topic	Alternative A	Alternative B	Alternative C, The Proposed Plan	Alternative D
Visitor Experience	Visitors would continue to experience a modern agricultural landscape and would continue to be adversely affected by the difficulty in understanding the landscape of the battle and the historic designed landscapes of the cemetery and battle commemoration.	Rehabilitation of the landscape means that visitors would be able to understand the movement of the armies, and the meaning in the design of the National Cemetery and the commemorative landscape, improving their experience of the park.	Rehabilitation of the landscape and its small-scale features would mean that visitors could understand the movement of the armies as well as the impact of the battle on individual units and soldiers, a significant improvement over existing conditions.	Same as Alternative C
Visitor Facilities	Public facilities would continue to be inadequate, and visitors would continue to find crowded conditions, lack of space, and inaccessible museum exhibits and interpretive programs.	New visitor facilities would be appropriately sized and developed to relieve crowded conditions and provide safe, accessible space for visitor use.	Same as Alternative B	Same as Alternative B

Table 18: Summary of Impacts on Socioeconomic Environment

Topic	Alternative A	Alternative B	Alternative C, The Proposed Plan	Alternative D
Overall Impact	Lack of change and continued obsolescence causes declining visitation. Total visitor spending in community declines by more than $3,000,000.	Park rehabilitation and new museum complex increases attractiveness of park, resulting in increased visitation and associated positive economic impact on community. One local tourism sector may experience slight decline in sales, even though visitor spending in community increases by $10 million.	Park rehabilitation and new museum complex and management increases attractiveness of park, resulting in increased visitation and associated positive economic impact on community. All tourism sectors are stable or experience increased sales, and overall visitor expenditures in the community increase by $24,278,900.	Same as Alternative C.
Park visitation, total /year	1,650,000	1,850,000	1,950,000	1,950,000
museum complex visitation/year	1,155,000	1,387,500	1,462,500	1,462,500
Per Capita Spending in museum complex	$2.69	$6.00	$5.97	$5.97
Total Visitor Spending, Compared to Existing/year				
Total	$112,200,000	$132,090,000	$145,860,000	$145,860,000
Lodgings	Decrease	Increase	Increase	Increase
Food	Decrease	Increase	Increase	Increase
Transp'n/ Other	Decrease	Increase	Increase	Increase
Retail & Amus'ts	Decrease	Increase	Increase	Increase
Total	Decrease	Increase	Increase	Increase
Visitor Sales Outside of the Park/year				
Total	$109,087,300 (3.3% decrease)	$123,769,000 (9.7% increase)	$137,129,300 (21.5% increase)	$137,129,300 (21.5% increase)
Lodgings	Decrease	Increase	Increase	Increase
Food	Decrease	Increase	Increase	Increase
Transp'n/ Other	Decrease	Increase	Increase	Increase
Retail & Amus'ts	Decrease	Potentially Decrease	Stable	Stable
Total	Decrease	Increase	Increase	Increase
Tax Effects	Slight Decrease	Will Grow	Will Grow	Will Grow

Table 19: Summary of Impacts on Traffic, Parking, and Transit

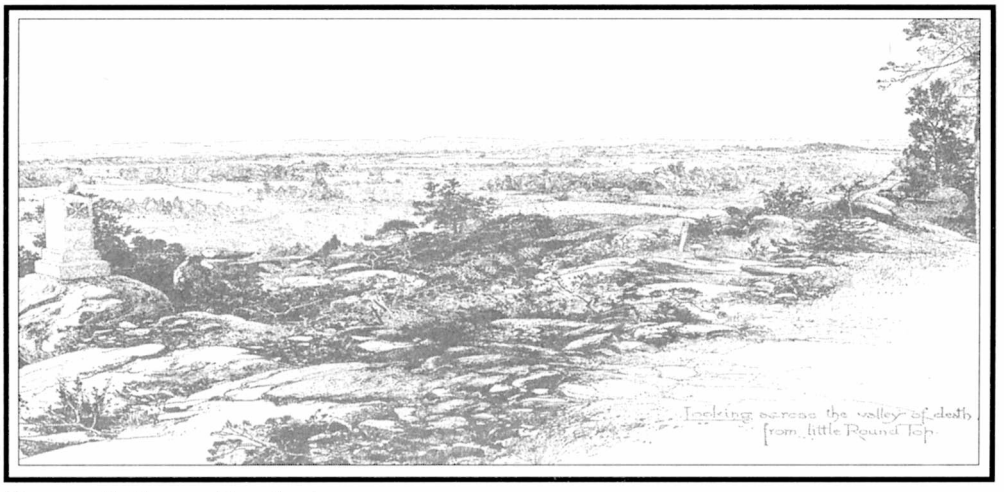
	Alternative A	Alternative B	Alternative C, The Proposed Plan	Alternative D
Parking Availability				
Bus Parking - museum complex	Reduced demand, periods of overload	Increased supply, adequate for demand	Increased supply, adequate for demand	Increased supply, adequate for demand
Avenue Parking	Continued peak period overloads	Managed through Transportation Management System (TMS)	Managed through TMS	Managed through TMS
Auto Parking - museum complex	Reduced demand, periods of overload	Increased supply, adequate for demand	Increased supply, adequate for demand	Increased supply, adequate for demand
Traffic Congestion				
Park Avenues	Modest decrease, due to lower visitation	Decreased due to shuttles and TMS	Decreased due to shuttles and TMS	Decreased due to shuttles and TMS
Downtown Areas	Modest decrease, due to lower visitation	Increased due to new tour route	Increased due to new tour route	Increased due to new tour route
Taneytown Road	Modest decrease, due to lower visitation	Reduced due to location of new museum complex with two access routes	Reduced due to location of new museum complex with two access routes	Reduced due to location of new museum complex with two access routes
Baltimore Pike	Unchanged	Increased due to new location of museum complex	Increased due to new location of museum complex	Increased due to new location of museum complex
Steinwehr Avenue	Modest decrease, due to lower visitation	Reduced volume to/from museum complex; offset by increases from modified auto tour route	Reduced volume to/from museum complex; offset by increases from modified auto tour route	Reduced volume to/from museum complex; offset by increases from modified auto tour route
Pedestrian Access	Unchanged	Improved with new pedestrian paths and modes of transport	Improved with new pedestrian paths and modes of transport	Improved with new pedestrian paths and modes of transport
Linkage to Downtown	Unchanged	Improved with shuttle operation and auto tour	Improved with shuttle operation and auto tour	Improved with shuttle operation and auto tour
Ease of Access to Park Venues	Unchanged	Increased with TMS and shuttles	Increased with TMS and shuttles	Increased with TMS and shuttles

Table 20: Impacts to Park Operations

Topic	Alternative A	Alternative B	Alternative C, The Proposed Plan	Alternative D
Operational Expenditures	Current staffing levels would be maintained.	An additional 17 full time equivalents would be needed to meet the goals of this alternative.	An additional 24 full time equivalents would be needed to meet the goals of this alternative	An additional 29 full time equivalents would be needed to meet the goals of this alternative
$, per year	$4,664,400	$5,721,700	$6,099,000	$6,433,800
Research and Management Planning Costs		$350,000	$450,000	$450,000
Capital Costs				
By NPS		$6,618,713	$11,330,280	$20,718,956
By NPS and Partners		$10,462,754	$12,788,642	$17,963,732
By Partners		$44,285,000	$44,285,000	$44,285,000
Grand Total, Capital Costs		$61,366,467	$68,403,922	$82,967,688
Grand Total, Planning and Capital Costs		$61,716,467	$68,853,922	$83,417.688
Adequacy of Administrative Facilities	Staff would continue to use outdated, inconvenient space. There would continue to be a shortage of office and workspace. Inefficiencies from having staff located in 7 or more different sites would continue	Same as Alternative A	New centralized administrative facilities would provide staff efficiencies and increased productivity	New centralized administrative facilities would provide staff efficiencies and increased productivity
Partnerships	The park would continue to work with its partner groups and volunteers who provide necessary services and funding vital to meeting the park's basic needs.	The park would continue to work with its partners. In addition, new partnerships would allow the park to meet critical interpretive and resource protection goals with a minimum of federal funding. New and enhanced partnerships in the Gettysburg community would enhance interpretation and protection of Civil War era resources.	Same as Alternative B	Same as Alternative B

Chapter 3
The Affected Environment

3



(Source: Battles and Leaders)

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This chapter describes the baseline environment of the park and its environs as a basis for comparison of the environmental effects that would be posed by the implementation of any given alternative presented in this draft general management plan. It provides descriptive information necessary to understand current conditions and issues.

3.1 CULTURAL RESOURCES

3.1.1 Historic and Designed Landscapes

Gettysburg NMP contains historic and designed landscapes that are nationally significant and contribute to the story of the battle and its consequences. These landscapes, when combined with the historic structures, archeological resources, and museum objects and archives of the park, reflect the history of the battle. Together, they provide one of the most complete physical records of a pivotal Civil War battle, its aftermath and its legacy. A Level II Cultural Landscape Inventory of the park was completed in 1997 and, as described on page 29, the park completed the history and mapping portion of a cultural landscape report. The history and the historical base maps that represent the condition and history of each of the park's nationally significant landscapes were presented in Figures 3 through 9 in Chapter 2. In addition, a draft Cultural Landscape Report for the Soldiers' National Cemetery has been completed. Gettysburg NMP and the Soldiers' National Cemetery are listed on the National Resister of Historic Places, and the State Historic Preservation Officer considers them to be eligible to become National Historic Landmarks.

The most important historic landscape of the park is that of the 1863 battle. The hills, ridges, roads, buildings, fences, woodlots and orchards were the settings, and in many cases, contributing factors that helped determine battle tactics, the movements and positions of the armies, and the outcome of the battle. While many of the buildings and structures present in 1863 remain, some of them have been modernized, damaged or lost to fire or storms. For many battle features, natural processes have resulted in change. For example, areas that were thickets during the battle are mature woodlands today, and unused farm fields have become wooded in the intervening 135 years since the battle.

William Saunders designed the Soldiers' National Cemetery to be a fitting and honorable burial place for many of the Union dead. His design was intended to represent the equal sacrifice of those who died in the battle, as well as the equality of the states from whence they came. The central idea influenced the design of national cemeteries across the world. The cemetery has changed over time, with the burial of veterans of other historic periods in newer sections of the cemetery and with the additional changes introduced in the historic sections to accommodate modern maintenance methods. In particular, the semicircle of Civil War graves has been somewhat obscured by the growth of miscellaneous cedar and other trees, planted in the late 19th century and in the early part of the 20th century. However, the Civil War core of the cemetery still represents the ideals of equality noted by Abraham Lincoln in the Gettysburg Address.

The commemorative park built by battle veterans constitutes the third nationally significant landscape at Gettysburg NMP. Overlain on the battle landscape, the avenues and monuments mark the lines of battle of the Union and Confederate troops. The commemorative park originally included many formal, beaux-arts design elements, which were influenced by the design

of great parks in nearby cities, such as Fairmount Park in Philadelphia. The chief designer of the commemorative park, Lt. Colonel E. B. Cope, was himself a Civil War veteran. He and the three commissioners developed a cohesive, formal and designed park to commemorate the battle and its costs. Although many of the smaller scale commemorative elements, and most of the commemorative fencing, are gone, the major structural elements of the commemorative park—its avenues and monuments—remain today. The commemorative avenues have been recognized as significant features by NPS and the Pennsylvania State Historic Preservation Officer.

The next section describes in more detail the man-made features that are part of these landscapes; and section 3.2 describes in greater detail the natural resources that contribute to these landscapes.

3.1.2 Historic Buildings and Structures

The park contains 148 historic buildings and about 2,500 individual structures that reflect its history and contribute to the national significance of the park. Buildings include farmhouses, barns and outbuildings and buildings constructed to maintain or manage the commemorative battlefield park or the Soldiers' National Cemetery. Structures include monuments, markers, statues, tablets, avenues, gravestones, stone walls, fences, breastworks, towers, bridges and other man-made elements.

An inventory of NPS owned historic structures, known as the List of Classified Structures, has been completed for Gettysburg NMP. The park has also prepared a draft National Historic Landmark Nomination Form, which lists all of the man-made structures that will contribute to the National Historic Landmark.

Buildings are the most prominent man-made features on the battlefield landscape. NPS owns 100 of the 148 historic buildings included in the park boundary. At least 70 NPS-owned historic buildings were present during the 1863 conflict, although some have been enlarged or altered in appearance since the time of the battle. Additional post-Civil War historic buildings augment these original farm buildings and contribute to the mass and arrangement of the battlefield farms. The federally owned historic buildings are maintained through regional cyclic programs that do not provide sufficient funds for their year to year maintenance. Some historic houses in the park are leased at market rates to employees or farm permittees, and the income from these leases is used to maintain the buildings. Still, some of the federally owned structures lack appropriate treatment and maintenance.

Associated with these buildings are the historic roads and lanes that connected the farms with the greater community. Many of the highways bisecting the park were routes followed by the armies to reach or move about the battlefield. Some, like the Chambersburg and Emmitsburg Roads, also became part of the battlegrounds and were scenes of bloody conflict. These roads are controlled by the state, but because of their historic significance, and because they cross the park, preserving their character is an important consideration to the park.

Farm lanes provided access for the armies, and where they were enclosed on both edges by fencing, they became useful locations for defensive positions. Although the surface materials of the roads and lanes has changed over time and some grading has occurred, the 1863 alignment of these features has remained generally intact.

Other structures include the stone and earthen defense works created by battle participants that are the only structural artifacts left behind from the battle. Most of these were rebuilt by the GBMA or the War Department in the late 19th century, and now are part of the formal monumentation of the park.

The diversity of agricultural use and of the numbers of individual farms was once obvious in the delineation of field and farm boundaries by timber rail and stone fencing. The vast majority of stone walls that enclosed these farm fields have survived the battle. However, many of the timber rail fences have been removed; less than 1/3rd of the fences present before the battle remain on the battlefield today.

The Soldiers' National Cemetery includes Civil War graves and headstones, the Soldiers' National Monument, the graves and headstones of veterans of more recent wars, and fences, walks, buildings and other structures that define it and contribute to its integrity and national significance. The Cemetery also includes monuments and cannon that mark the battle positions of those who fought on the site.

Monumentation by veteran soldiers and by the state and federal governments marked battle positions and memorialized those who participated in the battle. Grand Army of the Republic posts built the first monuments in the 1870s to mark the locations where Union officers fell in battle. Most monuments in the park were erected during a thirty-year period (1885-1915). Artillery positions were marked by the addition of original and reproduction cannon on cast-iron gun carriages, flanking battery monuments. The commemorative era of the battle veterans culminated with the dedication of the Eternal Light Peace Memorial during the 75th anniversary reunion in 1938. The park's adopt-a-position program and donations raised by groups and individuals all provide much-needed maintenance and restoration funds for some monuments. However, cyclic maintenance funds do not provide sufficient annual funding for year-to-year maintenance of the 441 major monument groups and the 1800 individual monuments, markers, tablets and cannon.

The system of park avenues follows the battle lines of the contending armies and totals almost 35 miles. Although a small percentage of the avenues has been realigned and modernized, the avenue alignment and the relationship between avenues, monuments and mounted cannon within the memorial/avenue corridor is still intact. Still surviving from the early avenue design are many of the bridges, culverts, and drainage systems as well as the hand-laid Telford and macadam bases of the roads themselves. Recent Federal Highway Administration projects are providing much-needed maintenance to the system of park avenues. In addition, this work is allowing the park to make many of its roads one-way.

Private owners hold 48 historic buildings, 49 monuments and other historic structures and features that contribute to the park's significance and that are within the park boundaries. In some cases, NPS owns easements that protect these buildings and structures. Where NPS does not hold an easement, preservation of the historic character of these buildings and grounds is at the owner's discretion. NPS has prepared a Land Protection Plan to address, among other issues, protection of these buildings and their associated landscapes. However, until their protection is assured, the loss or compromise of these resources is a critical concern to the park.

The sheer number of buildings and structures places strain on the park's financial and staff resources. The park is gradually trying to place these monuments and structures in good

condition. It has not yet been able to establish a program of ongoing preservation maintenance. Preservation Maintenance Plans have not been prepared for any of the park's buildings and structures. An annual operating increase of over $1 million in fiscal year 1998 will allow the park to better maintain its buildings and structures and establish routine preservation maintenance.

3.1.3 Archives and Collections

Weapons, battle flags, uniforms, and spent ammunition used and left behind by soldiers who fought in the Battle of Gettysburg are just some of the items in Gettysburg NMP's museum collection. Gathered from the field of battle, or donated later to the War Department or NPS, the collection numbers 43,000 items.

Many of these items are part of the Rosensteel Collection. It was begun on July 4, 1863, when John Rosensteel joined his neighbors on the Gettysburg Battlefield to bury the dead, tend the wounded and remove the remnants of war. Over the next 109 years, the Rosensteel family gathered items from the battlefield, bought and traded relics, and purchased collections of Civil War materials. In 1922, they opened a "Museum of the Civil War," which operated until October 1972. In 1971, the Rosensteels sold the building for $2.35 million to NPS, and at that time donated their collection to the U.S. Government. Correspondence between NPS and the Rosensteel family noted that "these artifacts shall be used by the National Park Service for the better interpretation of parks and battlefields and the edification of future generations of American children" and that the collection would be kept in Gettysburg. The correspondence noted that NPS would loan Rosensteel objects to other NPS sites and outside historical sites, as well as transfer to other NPS sites duplicate items and items not from Gettysburg.

The park also owns 350,000 photographs, maps, reports, letters, news clippings and journals relating to the battle and to the preservation of the battlefield. They encompass three major elements: manuscripts/papers from private individuals, records of pre-NPS battlefield preservation organizations and NPS records documenting management of park resources. NPS has not inventoried much of the collection, and only 10% of it is catalogued. Until this is completed, the archives are vulnerable to loss or damage and remain closed to the public. Most of the archival records that document the battlefield are stored in three buildings. Lack of central documentation, storage and management severely limits research use, and means that materials are not easily accessible to park staff for use in the ongoing management of the park's cultural and natural resources. Although the park has made recent attempts to consolidate some materials, the continued fragmentation of records and archives threatens them and limits effective park management and operations.

Lack of appropriate storage and research space with appropriate environmental controls to ensure the protection of these artifacts and archives is a problem for the park. The material deterioration of objects and paper is largely an effect of the environment. The present Visitor Center is a conglomeration of additions to a 1920 brick residence. Between 1930 and 1941, the Rosensteel family added the west section of the building in phases. The two-story inner core of the museum was constructed in 1939 to house the original Electric Map. In the 1950s, peripheral corridors were added on the north, west and south. In 1962, a new annex was added and the Electric Map was moved. In the 1980s and early 1990s, interior walls were built around the perimeter of the middle part of the building, to block 1950s ventilated glass block windows. The resulting building is difficult to heat and cool. Environmental controls in the museum exhibit area are

limited. Humidity can be as high as 80% in the summer months. Winter readings in 1997 were 35%, low for conservation of textiles and other materials. Leather items on display have evidence of mold, another indication that humidity exceeds the 65 – 70 % threshold for development of mold.

The main collections storage area of the park is in a warren of small, low-ceilinged rooms under the Electric Map Auditorium at the west end of the Visitor Center. The fourteen storage rooms have nine different floor elevations and odd configurations, the result of the stair-stepped electric map auditorium above them. The small, irregular floor plans of these rooms make efficient use of space impossible. The collections storage area does not have any provision for climate control. Heating and cooling of these spaces is passive – caused by radiation and leakage from the ducts and public spaces above. Perimeter rooms experience wide fluctuations in temperature and relative humidity. Dust is another severe environmental problem. Bare concrete block walls deposit abrasive, alkaline dust and grit on items stored here. Although great care has been taken in the last three years to improve storage conditions, the physical limitations created by the basement and attic spaces in which many parts of the collection are stored will not allow for creation of appropriate storage and environmental conditions.

Many of the archives are located in the maintenance headquarters in an extension of the historic Roller Building. It is a single story brick structure with a flat roof, built by the War Department and expanded in 1934 by the W.P.A. The space has heat and central air conditioning, but those systems are operated for the sake of human comfort rather than long-term preservation of archival materials. The building lacks effective fire suppression, a troubling fact given the potential fire hazards caused by the shops and vehicle repair bays that are found on either side of the archives storage area. Because there is no fire suppression, most of the unbound materials in the archives are stored in insulated fire resistant file cabinets. However, use of these cabinets may be harmful to the long-term preservation of their contents. In addition to the high humidity, mold and physical damage from the abrasive dust created by these cabinets, the chemical microenvironment of these cabinets may be especially damaging to the park's large photographic collection.

One of the most magnificent pieces in the collection is the cyclorama painting, "Battle of Gettysburg." The painting is backed with canvas, using an adhesive that absorbs water easily. Because environmental conditions in the Cyclorama Center cannot be adequately controlled, the painting is sustaining damage from excess moisture collecting between the lining and the painting itself. In addition, the cyclorama gallery was not designed to allow the painting to hang in its original form, stretched at both the top and the bottom. It hangs free, causing wrinkles and warping in the canvas. Over the last several years, NPS has consulted with three independent painting conservators and the Chief Conservator of the Collections Conservation Branch, Northeast Cultural Resources Center, NPS. These conservators generally agree that the painting is in very poor condition. It must be properly mounted and returned to its original parabolic shape in order to preserve it. The current cyclorama gallery is not large enough to hold the rehung painting and allow for appropriate annual inspections and maintenance. The painting lacks its diorama, the three-dimensional items that created the foreground of the painting when it was originally displayed.

3.1.4 Archeological Resources

Archeological resources, the physical evidence of past human activity, represent both prehistoric and historic periods at Gettysburg NMP. The park is completing a four-year effort to document and

assess its archeological resources. A draft *Overview and Assessment* of the archeological resources of the park was completed in 1996.

Affected archeological resources include those associated with both temporary and permanent settlements (both prehistoric and historic) and with the temporary military uses of the land. A preliminary survey indicates that there was prehistoric activity and settlement dispersed throughout the park, concentrated in areas where later white settlement occurs. Early eighteenth-century settlements consisted of primarily log buildings, cleared farmlands, woodlots and forests, and reflected the agricultural use of the land. In addition, there were some ancillary buildings and structures that supported a dispersed light industry, including wheelwright and weaver shops, tanyards, and flour mills. Subsequent activities have buried almost all indications of these prehistoric and early white historic settlements. The archeological data, which can yield valuable information about these people and their times, still lie in the ground.

Thirty-seven 18th century farms have since been incorporated into the 71 farms now included in the park boundary that were associated with the 1863 battlefield. Remnants of at least two dozen of these 18th century settlements exist as archeological sites. Many existing farm structures were constructed over or near the remains of these earlier settlements and buildings. Although some buildings survived into the battle era, most disappeared because of accidental fire or were removed by the owners to upgrade farming practices, to modernize, or to remove unnecessary buildings. Although many of the farmsteads on the battlefield today do not outwardly reflect their 18th century historic appearance or use, they retain this information in the archeological footprints surrounding the surviving buildings. Little archeological investigation has been undertaken to understand the extent or significance of these earlier settlement resources.

In addition, there are also a number of Civil War-era farms that have no existing buildings still standing or which only exist as ruins or foundation remains and as archeological sites. Although the ruins of the Rose barn are perhaps the most visible on the battlefield, there are other building remains at the Z. Tawney, J. Tawney, Wentz, and G.W. Weikert farms. There are a number of farms with no surface remains at all. These include the extensive complex of buildings (hospitals, asylums, workhouses, dwellings, and barns) once associated with the Adams County Poor Farm, the Granite Schoolhouse and the Forney, Heagy, Rogers, Staub, Guinn, and Fisher Farms. Perhaps most notable of those farms with no above-ground building resources is the Bliss Farm, burned on the third day of the battle and abandoned ever after as a home site. Never rebuilt or resettled, the archeological evidence at the Bliss farm provides a time line for Civil War-era data and artifacts on the battlefield.

Temporary military use also left its archeological imprint, most extensively through the activities associated with the Gettysburg Campaign in the summer of 1863. Most important to the purpose of the park are those sites directly related to the battle and its outcome. These include original interment sites, encampment sites, hospital sites and all kinds of subsurface objects related to battle use (i.e., small rounds of ammunition, artillery shells, weapons, uniform items). Because the military use in July 1863 extended to almost all corners of the park there is the potential that military artifacts and evidence of military use (encampments, hospitals, interments) can occur almost any place within park boundaries. Subsequent military use included encampments by national or state units. Some of these lasted only a day or two while others such as the World War I infantry and tank training camp were almost a year in duration. Some were isolated to a single site such as the Wheatfield while others covered hundreds of acres of battlefield farms. Two Civilian Conservation Corps (CCC) camps were developed along Confederate Avenue and were active almost a decade, the one at McMillan Woods later used as a World War II prisoner of war camp (now the organized group campground).

3.1.5 Agricultural Activities

Land has been leased to farmers for agricultural uses at Gettysburg NMP since its inception as a national park. The 1895 legislation that establishes the park did not specifically mention agricultural leasing, although the 1897 Sundry Civil Appropriations Bill of June 4, 1897 provided for agricultural leasing. The authority reads:

> *"The Secretary of War may lease the lands of the Park, at his discretion, either to former owners or other persons, for agriculture purposes, the proceeds to be applied by the Secretary of War, through the proper dispersing officer, to the maintenance of the Park."*

In 1998, NPS leased 2,028 acres for agricultural purpose, or about 35% of the total area of the park, to 12 permittees. Pastures comprised 462 acres, where 214 animals were permitted to graze. Some of these pastures are permitted for seasonal use only. Crop fields included 1,566 acres, about 2/3rds in hay. Because the park limits the intensity of cropping, and places some other restrictions on farmers, the rental value of the land is set at 50% of the prevailing land rates in the area. In 1998, the agriculture program produced more than $26,000 that NPS used for its maintenance purposes at Gettysburg NMP.

Crops at the park include barley, corn, hay (timothy, clover, alfalfa and fescue), milo (or sorghum), oats, rye, soybeans and winter wheat. Croplands range from 1 to 19.3 acres (Yahner et al., 1990) and pastures range in size from 5 to 129 acres. Many croplands are 22 to 44 yards wide and 110 – 330 yards long. Fences constructed of stone, wood or woven wire generally enclose pastures. The park currently contains a few small orchards. Only one of these, the Peach Orchard, is managed for fruit production.

The agricultural program allows the park to maintain more than 2,000 acres of the park at little expense to the government. The program also allows for the presence of row crops and farm animals on the field, maintaining an agricultural scene for visitors that would not otherwise be possible for NPS to achieve. However, agricultural uses do create some cultural resource and environmental concerns for the park.

The agriculture program promotes modern agricultural methods and crops. To accommodate agriculture, field sizes have increased compared to agricultural uses at the time of the battle. Modern machinery and crops that are modern in appearance are permitted (for example, modern varieties of corn grow much taller than historic varieties). Larger herds of cattle than those found during the battle era are also allowed. The park contains 17 miles of fencing that do occupy the sites of fences present in 1863 and that are used to enclose pastures. NPS maintains fences out of proceeds from the program and replaces them when necessary. In addition, plowing of fields for row crops places about 30 known archeological sites at risk. Potential causes for damage include mixing as a direct result of plowing, compaction of soil by heavy farm machinery and the higher rate of soil erosion that occurs as a result of using farm fields for row crops.

Environmental concerns include trampling by cattle, horses and mules, which has affected vegetation communities, caused soil erosion at some sites, and deteriorated water quality through the introduction of fecal matter and sediment into the streams of the park. Farmers and park staff at Gettysburg NMP use pesticides and chemicals. NPS carefully monitors all pesticides used by farmers on parklands to ensure that they are safe for visitors and wildlife. However, the water supply of the park is susceptible to contamination by pesticides and fertilizers used within the boundaries of the park.

3.2 NATURAL RESOURCES

3.2.1 Topography

The park is situated in the Piedmont Province of the Appalachian Mountains in south central Pennsylvania. Fifteen miles west of the park is South Mountain, which rises to 2000 feet above sea level. Within the park are gently rolling hills and valleys with elevations averaging between 500 and 580 feet above sea level. Elevation extremes vary from below 400 feet at Rock Creek to 785 feet at Big Round Top. Along the eastern side of the park Big Round Top, Little Round Top, East Cemetery Hill and Culp's Hill form the high points, approximately 140 to 200 feet above the surrounding landscape. Cemetery Ridge connects these hills. On the western side of the park, Seminary Ridge forms a long, narrow and low north-south ridge that is as much as 60 feet above the surrounding landscape.

3.2.2 Geology

Troop movements and strategies during the Gettysburg Campaign were affected by geologic conditions that created the local topography and soils in the Gettysburg area. During the progress of the battle, both armies positioned themselves along the ridges, and the Confederates ultimately attacked across the cleared lowlands in an attempt to drive the Union forces off of Culp's Hill, Cemetery Ridge and the Round Tops. Boulders scattered throughout the battlefield and surrounding countryside provided cover and concealment for the soldiers. In many areas, particularly on the steep slopes and ridge tops, soldiers were unable to entrench themselves due to the shallow depth of the soils to bedrock.

During the late Triassic Period, approximately 180 million years ago, interbedded red shales, and red, brown and gray siltstones and sandstones called the Gettysburg Formation were deposited in a large elongate down-dropped basin in the Gettysburg area. The lowland is broken by ridges and hills that were formed by the intrusion of a massive, dense 2000 foot thick igneous mass called the Gettysburg Sill and two nearly vertical 50 feet thick igneous dikes that were injected into the surrounding Gettysburg Formation. The dikes are oriented generally in a north to south direction, one underlies Seminary Ridge, and the other is parallel with the ridge, about one mile to the west. Dense, hard, fine-grained portions of the sill called ironstones weather into rounded boulders that locally litter the landscape, while coarser-grained sections (the Gettysburg granite at Devil's Den) weather more easily. Since the Triassic Period, the sedimentary and igneous deposits in and near the park have been subjected to weathering and erosion.

Generally, the more resistant, harder diabase sills and dikes underlie or are exposed along the ridges and hills, while the less resistant, softer Gettysburg shale underlies the valley floor. The sill forms a topographically high area in the shape of a fishhook that extends from Round Top (785') through Little Round Top (650') and Cemetery Ridge (570') to Cemetery Hill, then east and south to Culp's Hill (607'). Igneous dikes also underlie topographically high areas such as Seminary Ridge.

Many of the Triassic rocks are used for building and construction. The coarse grained sections of the Gettysburg Sill are quarried and used as building stone. Where the Gettysburg shales were exposed to the high temperatures of the igneous intrusion during its formation, they have been metamorphosed into slate. Referred to as traprock, the slate is mined and used for road material, building materials and drainage lines. Triassic sandstones have been used extensively for buildings

and other structures. Many of the park's historic buildings and lanes use this local stone. Residual clay deposits have been mined to make bricks and tiles.

3.2.3 Soils

Soils within Adams County were described and classified in 1967 by the Soil Conservation Service (now called the Natural Resources Conservation Service) according to soil properties such as texture, slope, aspect and depth to bedrock. The soil survey is used in land use planning to determine an area's suitability for agriculture, pastures, orchards, timber production, or construction. (USDA 1967).

The composition of a soil is directly related to the underlying rocks. Local conditions that have limited certain land uses include a seasonally high water table and shallow bedrock and have necessitated the placement of drainage tiles under many of the agricultural fields. There are four generalized soil groups called associations described below that are oriented in a northeast to southwest direction through the park.

The Penn-Reddington-Croton Association trends northeast to southwest, with its western limit just east of and roughly parallel to Willoughby Run, and its eastern boundary lies near the center of Gettysburg. Reddington soils are moderately well drained and the Croton soils are poorly drained and have moderate limitations for agriculture. The Penn soils dominate the area, are moderately deep, well drained, and medium textured, and have an inherent red color. Crop yields in the Penn soils are generally low to moderate because of a lack of nutrients in the underlying parent material, shallowness to shale, and limited amounts of moisture available to plants. Any of the soils in this association that are on slopes greater than 8% are highly susceptible to erosion. The soils are low in natural fertility, but are easy to farm in flat-lying areas. Overall, these soils are good to excellent for timber production but are difficult to keep cleared unless they are grazed or cultivated.

Soils of the Klinesville-Penn-Abbotstown-Croton Association extend in a northeast to southwest narrow belt, just west of Gettysburg. The soils are very shallow on steep slopes and moderately deep on gentle slopes. There is frequent and heavy surface water runoff that causes severe erosion, even on gentle slopes. They have formed from the underlying Heidlerburg sandstones and are similar to the Penn-Reddington-Croton Association except for its red color. Most of these soils have been cleared and are used for farming.

Soils of the Lehigh-Brecknock Association extends in two narrow northeast - southwest trending belts, one goes through the center of Gettysburg and the other lies east of town near the East Cavalry Battlefield site. The soils are adjacent to ridges and in many small irregular bands within the red shales. The bluish gray soils that are formed from underlying metamorphosed shales are poorly to moderately well drained. Lehigh soils have a silt pan below the plow layer that retards drainage and root penetration on farmlands in the area. Soils in this association are used for farming, but crop yields are generally low.

The Montalto-Mount Lucas-Watchung Association is located between the two Lehigh-Brecknock Associations, just southeast of Gettysburg. These soils have formed on the prominent ridges and hills such as the Round Top that are underlain by diabase rocks that rise abruptly out of the surrounding lowlands. Most of the soils are too rocky for farming, and are best suited for pasture, woodland or wildlife purposes. Cleared fields in the thick, well-drained Montalto soils

can be successfully farmed. The Mount Lucas and Watchung soils are not suited for crop production but are good for pasture and woodlands.

3.2.4 Surface Water

The drainage patterns in the Gettysburg area are a result of the underlying geology. Streams drain the surrounding resistant highlands, primarily flow toward the south through the shale lowlands, eventually drain into the Potomac River and the Chesapeake Bay. Rock Creek and Willoughby Run are the major streams within the park (Marsh Creek abuts the adjacent Eisenhower NHS). Willoughby Run drains south into Marsh Creek. Tributaries to Rock Creek include Stevens Run, which drains to the north, and Plum Run which drains to the south. Marsh and Rock Creeks join at the Maryland border to form the Monocacy River.

3.2.5 Groundwater

The Gettysburg Municipal Authority supplies most of the water provided to park staff and visitors, with 54% of the water originating from groundwater aquifers. Subsurface deposits, fractures and joints within the Gettysburg Formation form a complex network of interconnected openings through which water flows into shallow aquifers, usually less than 100 feet deep. The shallow aquifer is connected to deeper (up to 3000 feet deep), discontinuous tabular aquifers in fractured deposits. There are two aquifers in the soil and weathered bedrock of the Gettysburg Formation and one in the Gettysburg diabase sill.

Water yields from the Triassic rocks is low to moderate. Clay layers within the soil retard the infiltration and percolation of water into the aquifer. The vertically oriented igneous rocks called dikes also impede the water flow in the aquifers.

3.2.6 Water Quality

NPS does not currently monitor surface streams in the park for water quality on a regular basis. In the Commonwealth of Pennsylvania, streams that do not have a water quality monitoring station, have not received water quality complaints, or are not near known pollution sources are not regularly monitored for water quality. Pennsylvania began studies during the summer of 1997 to evaluate the water quality of all streams not yet assessed by the state. Streams that are near agricultural areas and are prone to contamination from these sources will be studied first, including the Marsh Creek watershed (which incorporates Rock Creek).

The main source of water quality degradation in the park is from nonpoint sources such as runoff from agricultural lands, disturbance caused by cattle grazing, and storm water runoff from the Borough of Gettysburg and surrounding residential developments. Trampling by cattle has affected vegetation communities and deteriorated water quality through the introduction of fecal matter and sediment into the streams of the park. The water supply of the park is also susceptible to contamination by pesticides and fertilizers inside and outside of park boundaries and from purgeable organic compounds outside of the park. Adams County is beginning a county-wide storm water management plan; NPS is participating in its development.

Sixty groundwater wells were sampled and analyzed by United States Geologic Survey in the vicinity of Gettysburg for the presence of major chemical constituents, selected trace elements,

nitrogen species, pesticides (herbicides and insecticides) and purgeable organic compounds (USGS 1989). The wells were selected to characterize water quality in the area and to maximize the chance of intercepting any contaminated water that may move into park property from known sources. There are parts of the park that cannot be adequately monitored for groundwater quality because of the network of existing wells and there are not enough wells to sample each of the many small groundwater basins.

Water at Gettysburg NMP is suitable for drinking. The dominant chemical constituents in the groundwater are calcium, magnesium and bicarbonate. These dissolved solids are about 40% greater in the Gettysburg Formation than from the diabase sill (USGS. 1989). Iron and manganese slightly exceed the Environmental Protection Agency's secondary contaminant levels in several of the wells. Neither of these elements is toxic, but even at low concentrations, can impart a slight taste to the water and may stain articles in contact with the water. No toxic trace elements have been detected in the groundwater. Nitrates and pesticides have been detected at nontoxic levels in some of the area wells. Synthetic purgeable organic compounds (high-density organic compounds) have been identified in groundwater adjacent to NPS property, and in trace amounts in some park wells. One point source of pollution from an elevator plant is on the EPA National Priority List of hazardous waste sites and has contaminated many residential wells northeast of the Peace Memorial and east of Route 34. There is an ongoing groundwater treatment program in this area to remove solvents. Another potential source originated from a local dry cleaner and was discovered in 1986 near the town square in Gettysburg (USGS 1989).

3.2.7 Wetlands

The U.S. Fish and Wildlife Service identified and mapped wetlands in Gettysburg National Military Park in 1989. The U.S. Natural Resources Conservation Service (formerly the U.S. Soil Conservation Service) has identified hydric soils in the park. Pennsylvania State University researchers identified three additional wetland areas as part of a larger study of floral communities in 1992 (Yahner et al, 1991). Most of the approximately 50 wetlands identified in the park were in the palustrine system, with classes of forested, open water or emergent. Wetlands in the park are small (generally less than 2,000 square feet).

No inventory of historic wetlands exists, although the 1868 Warren survey noted some of the larger swampy areas. Subsequent generations of landowners and farmers drained historic wetlands and wet areas that existed during the 1863 battle. Some indication of the historic extent of wetlands may be derived from the extent of field drains within the park. The park currently contains about 83,000 linear feet of field (or tile) drains. (Westmacott, 1998)

3.2.8 Floodplains

Flooding within the park results from seasonal storms. Although there are no large rivers in the park (or in the county) some areas are flood-prone, especially along the northern reaches of Rock Creek and at the confluence of Willoughby Run and Marsh Creek (near Eisenhower NHS). The U.S. Army Corps of Engineers has delineated the 100-year flood plain in the park. Some of the 500-year flood plains have been identified by the Federal Emergency Management Agency under the National Flood Insurance Program. The 100-year and 500-year floodplains represent flood events having a 1% and 0.2% chance of occurring in any given year, respectively. The potential for

injury to visitors because of flooding is low, because none of the park avenues and interpreted sites lie within floodplains. However, the location of 500-year floodplains is of concern to NPS because of its need to protect its collection of objects and artifacts. The minimum requirement for new facilities for the storage of collections is that they be outside of the 500-year floodplain.

3.2.9 Endangered and Threatened Species

Based on the records of the U.S. Fish and Wildlife Service, the Pennsylvania Department of Conservation and Natural Resources and NPS there are no federally listed floral or faunal species currently present in the park. The park, however, is in the historic range of the bog turtle (*Clemmys muhlenbergii*) which was recently listed as threatened.

Bog turtles typically inhabit shallow spring-fed fens, sphagnum bogs, swamps, marshy meadows, and pastures characterized by soft, muddy bottoms; clear, slow-flowing water, often forming a network of rivulets; and areas with high humidity and an open canopy. Bog turtles usually occur in small discrete populations occupying suitable wetland habitat that may be dispersed throughout a watershed. Occupied intermediate successional stage wetland habitat is usually a mosaic of microhabitats ranging from dry pockets to areas that are saturated with water or are periodically flooded. Some wetlands occupied by bog turtles are located in agricultural areas and are subject to grazing by livestock. It appears that light to moderate grazing of these wetlands may benefit bog turtles by impeding succession (i.e., by preventing or minimizing the encroachment of invasive native and exotic plants). Heavy grazing, however, adversely affects turtles and their habitat. Although suitable habitat may occur, no bog turtles have been documented in the park. There is a population within 10 miles of the park. NPS is undertaking a park-wide inventory for bog turtles that should be complete within the next two years.

The Pennsylvania Natural Diversity Inventory lists 16 state threatened, endangered or species of special concern within the park boundaries. These include three birds, one reptile, four invertebrates and eight plant species. Of these, ten are known to still occur within the park; two are thought to be extirpated and four more have not been documented in the park for 10-30 years.

The 1996 *Natural Area Inventory for Adams County, Pennsylvania* notes several natural features that support these state listed or threatened species within the park boundary. The first are the Round Top Hills. The site, which is mostly within Gettysburg NMP, consists of several forested diabase hills and adjacent successional meadows with large areas occupied by boulders and outcrops. The variety of habitats supports five state species of special concern. Maintaining the existing woodlands is critical to the persistence of three of the rare species. The second natural feature is Rock Creek Hills, including Culp's Hill, Pardee Field and Spangler Spring. This glade or barrens-like community supports three plants of special concern. One of the animal species found here (an invertebrate) is somewhat rare on a global level (G4). The third is Willoughby Run woodlands, a mixed hardwood forest that supports a population of a Pennsylvania endangered plant species. Part of the woodlands is within Gettysburg NMP. One area supports a little-known aquatic invertebrate species of special concern.

3.2.10 Other Flora

The original forest that covered most of the Gettysburg area disappeared as 18th and 19th century settlers cleared areas for farming and used forests for fuel and building. Several studies of the

vegetative resources of the park have been conducted. Bowersox and McCormick (1978) considered restoration of historic vegetation at Gettysburg NMP. Smith and Mummert (1986) determined relative density, dominance, and frequency of trees along transects at major park locations. Gibson (1987) documented vegetation at Oak Ridge, Culp's Hill and Big Round Top. Fairweather and Cavanaugh (1990) examined the current conditions of historic woodlands at Gettysburg.

Yahner et al (1991) completed a floral inventory and cover-type mapping of Gettysburg NMP and Eisenhower NHS. This study inventoried vascular species of flora; determined the abundance and distribution of dominant species; mapped wetlands; and developed land-use, land-cover and forest-cover types for the park.

Twenty-four land use and land cover types were identified and mapped at the park, including six forest cover types. Land cover types included crop fields, pasture, wooded areas. At the time of that study, in 1987, (prior to the addition of land as a part of the 1990 boundary change) there were approximately 1,867 acres of cropland and pasture and 1,351 acres of forest at Gettysburg NMP. Mature tree species that are typical of Appalachian forests, including oaks, hickory and poplar, comprise most of the wooded areas of the park. Wooded areas are fragmented and interspersed with agricultural land. There are small areas of lawn around the park's Visitor Centers, and an ornamental landscape with introduced species in the Soldiers' National Cemetery. Crops at the park are described in Section 3.1.5, Agricultural Activities.

A total of 553 species of vascular plants were found in nine floral management units; of these, 74% were native, 22% were exotic, 4% were introduced and 2% were unknown. White oak, white ash and northern red oak were the predominant overstory species in all nine floral units. Spice bush, black cherry and white ash were relatively common as seedlings or saplings.

The acres added to the park's boundary in 1990 have not been characterized through scientific study, although they are believed generally to reflect the land-use and cover-types represented by the 1987 study.

3.2.11 Other Fauna

Common species of large mammals at the park were red fox, raccoon, white-tailed deer and Virginia opossum. Also common are bats, voles, mice, squirrels, skunks and weasels. More than 150 bird species common to south central Pennsylvania have been observed at the park. Black vultures and turkey vultures are present throughout the year and were associated with a major winter roost at the park in 1986, 1989 and 1990.

A recent survey of park fisheries indicates that there are few species in the park's streams. This is common in small, headwater streams like those found in the park. However, this means that they are very vulnerable to environmental stresses, like those that may accompany heavy use of pesticides or impacts from grazing of cattle.

No comprehensive inventories of reptiles, amphibians and invertebrates have been conducted in the park. However, surveys of these classes of animals will be completed in the 1998-1999 season.

3.3 VISITOR INTERPRETATION AND EXPERIENCE

3.3.1 Introduction

The visitor experience at Gettysburg NMP was originated by battle veterans. They developed a system of monuments and avenues to tell the story of their involvement in the battle. During the first 30 years after the battle, veterans and their families visited the area to relive the eventful days of July, 1863. With the beginnings of the federal park in 1893, and its designation in 1895, development of a more refined visitor experience, based upon travel down the avenues that marked the lines of battle, was instituted. In the 1930s, after most battle survivors had died, visitors from a new generation that had not lived through the battle needed orientation and interpretation to understand it. Starting in the 1930s historian/interpreters began to orient visitors to the battle and explain it, using a large topographic map created by Emmor B. Cope and a few cases of artifacts at the park's downtown Visitor Center. By the 1940s, a self-guided tour brochure had been developed, to help visitors navigate the battle landscape. In the 1960s, the park developed the Cyclorama Center, to serve as a home for the cyclorama painting as well as to act as the park's main visitor contact point. In 1971, the park bought the Rosensteel's National Museum of the Civil War, which is adjacent to the Cyclorama Center, intending to tear it down and restore the land. Between 1967 and 1982 NPS developed five draft GMPs, each suggesting alternatives for the location of a new visitor center. However, local public opposition caused NPS to eliminate proposals for a new visitor center from the 1982 General Management Plan. As a result, the Rosensteel Building was retained and modified to serve as the park's visitor center.

3.3.2 Visitation and Visitor Use

Current Visitation

Estimating total attendance at a large, highly visited National Park with many venues, no entrance fee, and accessibility from many different roads can be methodologically challenging. NPS has established an estimation protocol based on a computerized manipulation of actual traffic counts on Hancock Avenue, plus the addition of other classes of visitors to reach the estimate of total visitation. The computerized system was put in place January 1, 1993, but the system of counting has used the same factors and counting methods since the late 1970s.

There are both possible upward and downward biases in the formulas used. Upward biases include a multiplier of 1.8 applied to the number of buses counted in the Visitor Center to estimate the total number of buses in the park, and an average attribution of 3.3 visitors per auto counted between November and March, and 4.0 between April and October. Recent visitor surveys indicate that both of these factors may be too high. However, there are also possible downward biases in the formulas used. NPS counts visitors on Hancock Avenue only. However, NPS has no indication of what percentage of its visitors use Hancock Avenue. Since about 40% of all visitors to the park are returning visitors, it is possible that some of these do not use the auto tour route or go to visit Hancock Avenue. The overall visitor counts obtained through this method from 1980 though 1997 are shown in Table 21.

Table 21: Total Park Visitation, 1980-1997

YEAR	TOTAL VISITORS IN PARK
1980	1,170,764
1981	1,314,047
1982	1,225,541
1983	1,273,349
1984	1,286,626
1985	1,395,530
1986	1,437,561
1987	1,367,709
1988	1,538,944
1989	1,427,128
1990	1,318,042
1991	1,490,240
1992	1,373,603
1993	1,485,853
1994	1,748,932
1995	1,717,382
1996	1,707,120
1997	1,801,470

Source: National Park Service

The park is continually refining its counting measures, and another survey is planned to establish more accurate counting parameters.

The park's estimate of total visitation to its visitor centers, however, is quite accurate. Counts for the Visitor Center are based on electronic counters, while counts for the Cyclorama and Electric Map programs are based on actual ticket sales. Table 22 indicates total visitors in the main Visitor Center since 1980.

Ups and downs in annual visitation occur because of special events, like the 125th anniversary in 1988, or the federal government shutdowns in 1995 and 1996. In 1995 and 1996, changes in interpretive fees for the Electric Map and Cyclorama Programs resulted in lower attendance at these programs.

Patterns of Visitor Use

NPS conducts visitor surveys that establish the patterns of visitor use. The most recent survey was the Visitor Services Project completed in 1995 and based on survey data collected in 1994.

There is a strong seasonal attendance pattern at the park. On average, 85% of the visitation of the park occurs in the seven months beginning in April and ending in October, and 55% from May to August.

Table 22: Visitation to Key Park Venues, 1980-1997

YEAR	MAIN VISITOR CENTER	ELECTRIC MAP	LBG TOURS	CYCLORAMA CENTER	CYCLORAMA PROGRAM
1980	493,552	278,719	147,747	313,540	213,013
1981	621,599	306,140	158,578	373,150	236.013
1982	677,527	288,551	153,575	348,778	207,355
1983	680,856	307,473	152,727	305,456	210,432
1984	716,014	299,519	161,623	295,207	183,798
1985	756,778	306,081	163,464	311,175	200,052
1986	774,947	315,119	156,662	334,548	206,454
1987	813,602	303,109	154,507	295,858	200,190
1988	854,981	329,717	160,388	340,438	220,540
1989	835,606	338,940	169,829	274,195	215,268
1990	862,077	339,817	167,573	266,510	205,137
1991	972,276	364,600	177,493	323,362	213,312
1992	989,038	373,497	178,801	296,994	190,625
1993	1,011,001	394,858	195,722	322,362	216,620
1994	1,206,214	465,181	216,592	346,409	261,425
1995	1,147,165	422,502	224,086	385,825	206,560
1996	1,157,559	352,713	242,267	315,803	170,154
1997	1,142,000	348,705	268,211	289,311	168,636

Source: National Park Service

Between May and July, 52% of visitors arrive on Friday, Saturday and Sunday. The highest monthly and the highest daily visitation occurs in July; June, May, August and October are also months with high visitation. Each season attracts different visitors to the park. Students tend to visit in the spring, summer months attract families and fall sees more senior citizens coming to the park. The park is closed between 10 p.m. and sunrise, and most activity is day use.

During the summer, daily visitation at the park Visitor Center can exceed 11,000. On a spring and fall weekend, visitation often reaches 5,000 visitors on a clear day. During the summer months, approximately 6,200 people arrive at the Visitor Center on a daily basis, with significant numbers of visitors arriving by 10:00 am. This stream of visitors does not begin to slow down until late afternoon.

Pennsylvania leads the 10 states from which most visitors come, with about 15% of U.S. visitors. California (10%) and Maryland (10%) rank next in number of visitors. Almost all visitors come by car or bus, and about half live fewer than 150 miles away. A little under 3% of visitors come from foreign countries. Over 40% of those surveyed were returning visitors.

Visitor age ranges from 1 year old to 85 years old. Twenty-four percent of the visitors surveyed were 61 to 70 years old and children aged 15 or younger made up 12% of visitors. The size of

groups visiting the park is dynamic, varying from 1 to 240 people. 60% of visitors to the park come with family groups. Groups of friends and bus tours account for another 21% of visitation. 49% of visitors came in groups of two people, and 18% came in groups of 11 or more.

Twenty-three percent of Gettysburg NMP visitors spend 9 or more hours at the site. The average stay was 8 hours. More than 50% of visitors stay 6 hours or more. Actual times noted by respondents ranged up to 72 hours.

History and culture were cited as the most important reason 88% of people came to Gettysburg, although travel and scenic views, recreation, or personal reflection were all noted as important reasons for a visit to the park. Visitors reported that the sites they visited most were the Visitor Center (95%), Little Round Top (82%) the town of Gettysburg (76%) and the National Cemetery (71%). (Although 95% of visitors report that they enter the Visitor Center, NPS counts indicate that only about 80% do.) More than 50% of visitors also went to the Eternal Light Peace Memorial, Culp's Hill, or the Virginia Memorial.

Almost all Gettysburg NMP visitors (96%) report that they tour the battlefield. The next most common activity was picnicking; with only 12% of visitors reporting this as a major activity. Other activities including nature study (5%); biking (2%); jogging (1%); and horseback riding (less than 1%).

The most commonly used visitor services and facilities were restrooms (88%); museum exhibits (84%); information desk (77%); Visitor Center bookstore (65%); and electric map (63%). The least used services were self-guided hiking trail brochures, park traveler information station, and tour by bus with cassette tape (each about 10%).

Overall, a majority of visitors rated their experience at the park as "good" or "very good." By service provided, the total of good and very good ratings were: 89%, tours by rangers; 89%, museum exhibits; 88%, tours by licensed battlefield guides; 85%, information desk, Cyclorama Program and Electric Map program.

Almost three-quarters of visitors to the park said that interference from noise, pollution and structures did not affect their visit. Of the 25% of visitors who did note interference with their enjoyment of the park, the most common problems were interference from the National Tower, modern structures, traffic, loud music, and tour buses.

When asked what they would plan for the future at the park, the most frequently listed proposals included: limiting commercialism, improving parking, improving signage, adding a shuttle service, and making no changes. When asked if they would pay a small fee for, and use, a shuttle system, 63% of visitors said that it was likely they would use such a system. Nineteen percent said it would be unlikely, and 17% said they did not know.

3.3.3 Visitor Contact/Orientation/Information

Visitors seeking information about the park to pre-plan their visit have several options. General information about the park is catalogued on its web site. Thousands of visitors call or write the park before their visits to ask for maps and other orientation materials. Rangers and volunteers handle hundreds of calls from people with specific questions about their planned visit. Other sources of pre-visit information are the Gettysburg Convention and Visitor Bureau (CVB) and the Pennsylvania Department of Tourism.

In 1998, the park implemented a computerized reservation system to coordinate licensed battlefield guide tours and ticketing for the park's two paid interpretive venues, the Electric Map and the Cyclorama Program. This system will now make it possible for visitors to plan their visit up to a year in advance, or on the day of their visit.

Visitors are encouraged to begin their park tours at the NPS Visitor Center, and according to the park's most recent visitor survey, most do. Here they can talk to a staff person or volunteer and receive maps, brochures and other information useful in planning their visit. Visitors can learn about daily activities and programs being offered in the park. Park visitors can have a licensed battlefield guide for a personalized tour. In addition, the local CVB offers information about the resources, tours and other activities offered in the Borough of Gettysburg and Adams County. The Visitor Center includes visitor services such as rest rooms, telephones, water, a bookstore and a cash machine. Similar services are offered at the Cyclorama Center.

The Visitor Center, open since 1973, fails as a principal information and orientation facility in several ways. Highway signs to the Visitor Center are not adequate. Once visitors reach the center, parking is inadequate. Existing lots provide fewer than half the parking spaces needed on many summer days. From April through October, the number of cars carrying visitors exceeds the parking spaces available on a daily basis. When demand is high, visitors must park their cars in fields near the National Cemetery, on the grassy lawns of the Visitor Center complex, along Taneytown Road and Hancock Avenue. The pedestrian connections between the Visitor Center, the National Cemetery, the Cyclorama Center and the overflow lot are minimal. Walkways are not clearly defined, and there is no interpretation or way finding to link the areas.

Once in the Visitor Center, visitors often find overcrowded spaces (the center was designed for a visitor population of about 1/3rd current levels). This can make it difficult for visitors to obtain information about the full range of activities being offered in the park and the surrounding area. The current Visitor Center offers no comprehensive program to orient visitors to the park and National Cemetery.

The most important orientation tool currently used by visitors to plan their time at the park is the park brochure. The brochure contains information about the park, a map and a recommended auto tour route. The auto tour allows visitors to experience the 1st day, 2nd day, 3rd day sequence of the battle. It emphasizes the areas of the park where visitors can best understand the landscape, and from it, the tactics and course of the battle. In other parts of the battlefield, the landscape has changed so much that it is difficult to understand much about the movement of the armies or the actions of individual units. The auto tour also helps visitors navigate the one-way road system of the park.

Without this map, visitors have no clear direction about how to get around the park. Few directional or identifying signs are available in the park, and additional signs would conflict with the historic character of the park's landscape. The park is not contiguous, and it has many entrances and exits. Without a map, visitors may become disoriented by the one-way road system or become frustrated because they cannot find their way around the 6,000 acre park. There are no other visitor contact points operated by NPS, and contact with a ranger on the battlefield (outside of the context of a program or tour) is rare. However, visitors can hire a licensed battlefield guide at the West End Guide Station on U.S. Route 30 West.

The park has different moods at different times of the year. There are crowds, traffic congestion, and lines for bathrooms and other visitor services during the summer months in the Visitor

Center. Heavily visited sites include the Peace Light Memorial, the Virginia Memorial, Little Round Top, Devil's Den, the Peach Orchard and Hancock Avenue around the Angle (the culmination of the Pickett-Pettigrew charge). In these areas, on most days between April and October, there are crowds, automobile congestion, a wait for parking spaces, and the noise and confusion that accompanies buses and their tours. However, even on the busiest day, there are parts of the park that are little visited and where visitors can find solitude necessary for thoughtful reflection. During the winter months, and on weekdays during November through March, the park is often quiet and visitors to even the most popular sites have a different experience.

Time spent at the park is an important planning factor. How much time people spend in the park affects the variety and type of experiences they have. Visitors who spend less that two hours probably see only the major sites of the battle, mostly from their cars. There are other layers of experience and learning that are available to the many who have more time to spend in the park, and who can participate in a ranger program, one of the park's fee programs, or take a tour with a licensed battlefield guide. Twenty-three percent of the park's visitors spend 9 hours or more in the park, and these visitors have time to explore the less used parts of the park or to understand some part of the battle action in depth. In addition, more than 40% of the park's visitors have been to Gettysburg more than one time, and 11% have visited the park 5 or more times.

3.3.4 Museums and Fee Interpretive Programs

The park has museum space in two buildings, the Visitor Center and the Cyclorama Center. These museums and their exhibits offer information about topics that relate to the interpretive themes of the park.

The main museum of the park is at the Visitor Center. This museum concentrates on collections of items used by participants in the Civil War, as well as items that indicate the level of impact on noncombatants. Although it shows off the park's object collections, and provides a look at camp life, medical practices, weaponry, artillery and other topics, it does not explain the battle itself. One exhibit describes the number of participants in the battle, and the second attempts to put a human face on the battle by exhibiting pictures of a few of those who participated in it. However, the museum includes no information on the context of the battle or the Civil War, and does not explain why the battle mattered then, or to people now.

The Electric Map is a fee program. It is a topographic map with electric lights that indicate the positions of troops and major landmarks. The presentation includes a day-by-day synopsis of the major battle action. About 350,000 people each year pay fees of $1.50 to $3.00 to see this program.

The Visitor Center also includes a small exhibit and waiting area for the Eisenhower National Historic Site, which is adjacent to Gettysburg NMP. At the Visitor Center, visitors pay the interpretive fee for Eisenhower NHS, which also includes an interpretive shuttle service to and from the Eisenhower Site. The shuttle service is operated as a concession of the park. No parking is allowed at Eisenhower NHS, except handicapped parking.

The park also operates a second visitor center, the Cyclorama Center. This building houses the cyclorama painting, "Battle of Gettysburg." Designated a national historic object by the Secretary of the Interior, the painting illustrates Pickett's Charge. The Cyclorama Program is a narrated

sound and light program that focuses the visitor's attention on various parts of the painting and describes the action that occurred during the charge. About 168,000 people each year pay fees of $1.50 to $3.00 to see this program.

The Cyclorama Center also includes free films that describe the battle and provide some context about the Civil War. The park film was produced in 1985 and tells the story of the battle. The park also shows a second film, "The American Civil War," produced by the History Channel in 1996. The drum of the Cyclorama Building includes a few additional exhibits.

3.3.5 Memorials, Monuments, Tablets, Statues and Markers

The park contains more than 1,830 cannon, monuments, memorials, tablets, statues and markers. Veterans of the battle placed most of the monuments and memorials, which generally mark the positions of Union troops during the battle. War Department tablets describe the corps, divisions, brigades and batteries of the Union and Confederate troops, along with state monuments and memorials. These commemorate the actions of the troops and occasionally of individuals, during the days of the battle. They and the avenues that link them mark the lines of the battle and the positions of regiments and units. As interpretive elements, they describe the battle, help visitors visualize the positions of troops, and serve as a reminder of the pain, grief and pride that battle survivors felt after the battle. They are a remarkable record of both the battle and of the emotions of survivors.

3.3.6 Wayside Exhibits

Wayside exhibits interpret places and events on the battlefield. In 1989, the park began implementing a plan that, when complete, will add 53 new wayside exhibits in the park. These exhibits identify major sites and features, describe battle events and help visitors visualize historic scenes. These exhibits supplement the Mission 66 cast aluminum wayside exhibits. The main advantage of the wayside exhibits is that they are always available, can be viewed at a visitor's own pace, and provide on-the-spot information and interpretation.

3.3.7 Interpretive Trails

There are several interpretive trails that link monuments to access points or that allow visitors to cross significant battle areas. The most used of these is the Pickett's Charge Trail, a mowed trail across the fields that connects the Virginia Memorial to the Angle. The location of the trail can be changed, in order to keep compaction, soil erosion and vegetation loss to a minimum.

3.3.8 Personal Services/Programs for Children

The majority of interpretive programs and other services are offered by park employees as walking tours originating at sites on the battlefield, including the High Water Mark, the National Cemetery, the Peach Orchard, Little Round Top and other sites. Programs are offered from April through November, and a broader schedule of programs is offered during the summer months. Programs range in length from ½ hour to 2 hours. Most programs occur on paved paths, although a few require visitors to travel over battle terrain. Staffing limits mean that only about

60,000 of the park's 1.8 million visitors are able to participate in these programs. Starting this year, the park is offering programs geared to first time visitors, along with a variety of programs of interest to return visitors, special populations and other little-served groups.

The park has developed an active student education program, which serves about 18,000 students each year. However, many more schools would like programs than the park has staff to conduct them. The park also periodically offers a special, and very popular, overnight program for students in the museum.

Costumed interpretation is offered during the summer months. Costumed interpretive programs are held at the National Cemetery, Ziegler's Grove, the Leister House and the Slyder Farm.

3.3.9 Licensed Battlefield Guides

Gettysburg NMP is blessed with a group of able, informed and dedicated licensed battlefield guides. Initially an ad-hoc group who offered tours to tourists, by 1895 and the formation of the federal park, guides were recognized as an integral part of the park's interpretation. In 1915, the guides began to be licensed by the War Department, and regulations regarding their fees, solicitation of tours, conduct, tour context, length of tours and other issues were developed. In 1933, when NPS took over the management of the park, it also took over the licensing and management of the guides.

Licensed battlefield guides are independent contractors. They operate from the park's Visitor Center and one guide station. They typically offer a two-hour tour that can be specialized to meet the specific interest of the visitor. Prices for guide tours are set by NPS. Guides may be hired by individuals or by bus or other tour operators. The 125 guides provide tours to approximately 270,000 visitors each year.

3.3.10 Living History Programs

The park offers a variety of living history programs. Volunteers from reenactment units provide most of these programs. Units are scheduled on weekends and for special events, and give visitors an opportunity to see and understand some aspect of a soldier's life and work during the Civil War. For example, living history programs may provide visitors with an insight into camp life, an opportunity to see an artillery demonstration, or the chance to hear typical military music of the period.

3.3.11 Special Events

Several special events punctuate the park calendar. These include Memorial Day, a traditional community parade that culminates at the National Cemetery in a remembrance ceremony for those who fell during the battle. Special tours, ceremonies and other events mark the anniversary of the battle. Special anniversaries (for example, the 135th, which falls in 1998) are often the cause of large gatherings of visitors and re-enactors. Dedication Day, November 19, is an event that commemorates the dedication of the National Cemetery and Lincoln's Gettysburg Address and that is celebrated with a speech by a prominent American. Remembrance Day, which falls on the Saturday closest to November 19th, commemorates the return of the veterans to the battlefield. Usually 3,000 to 5,000 re-enactors attend events held throughout the park on Remembrance Day.

3.3.12 Amphitheater

The park has an outdoor amphitheater located on West Confederate Avenue. Special evening programs, occasional living history events and other gatherings occur here.

3.3.13 Cooperating Association Book and Museum Store

Eastern National (formerly Eastern National Park & Monuments Association) is the cooperating association for the park. The association operates sales centers and offers quality sales items, publications and an assortment of educational materials for sale. The bookstore offers an extensive range of titles related to the park's themes, or to the themes of Eisenhower NHS. These items meet criteria set by NPS; for Gettysburg NMP, they must focus on the Gettysburg Battle, the Civil War era and its context in US history. The association donates funds to the National Park Service and the park for various resource preservation and interpretive projects. Eastern National also operates the fee programs offered by the park, provides maintenance and janitorial services in the visitor centers and operates the park reservation system.

3.3.14 Special Populations

Visitors over the age of 55 comprise almost 40% of visitors to the park. Unfortunately, neither of the park's museums nor many of its historic sites are accessible to those with physical limitations. For example, the lower level of the Visitor Center Museum is not accessible, and the ramp leading up to the Cyclorama Program does not meet accessibility standards. The Electric Map program, developed in the 1940s, is also not fully accessible, and its seating is not adequate or comfortable for those with physical limitations.

About 3% percent of all visitors to Gettysburg NMP come from outside the United States. The only provision made for these visitors are park brochures available in German, French and Spanish, and copies of the Gettysburg Address, available in virtually every language. The park does not offer any other interpretation in a language other than English.

Park information is available by TDD telecommunications devices for the deaf. Both park films are closed captioned, and there are special earphones for those with some hearing impairment.

3.3.15 Commercial Interpretation in the Park

Several commercial operators offer interpretation in the park. These include a variety of commercial bus tours, antique bus tours, horse tours and other specialty tours. These activities are monitored, and commercial operators in the park must purchase an Incidental Business Permit from NPS. The permit limits activities to those that are related to the park's mission and includes special conditions to ensure that damage to resources as a result of the activity is limited.

3.4 SOCIOECONOMIC ENVIRONMENT

3.4.1 Introduction and Study Area Definition

Gettysburg National Military Park is located in Adams County, south-central Pennsylvania. It is about 50 miles northeast of Baltimore, and 37 miles south of Harrisburg. Located on the Mason-Dixon Line, the county is adjacent to Frederick and Carroll counties in Maryland, and is bordered by Cumberland, Franklin and York counties in Pennsylvania. It includes 526 square miles of rolling farms, orchards and woodlands. Gettysburg is the county seat, and the most populous community in the region, with about 7,000 residents; Cumberland, with about 5,800 residents, is the most populous township. Both border the park.

3.4.2 Demographic Profile

In 1995, the population of the county was 85,936. This represents a 9.7% increase over the county's 1990 population of 78,274, and a 26% increase over the 1980 population of 68,231. In contrast, the population of the Commonwealth of Pennsylvania has grown only about 0.1 percent between 1980 and 1990. The most rapidly increasing population segments are the older senior citizens, aged 75 and above. Also increasing rapidly are those in the 25 to 44 age group, and those under the age of 5. This will place pressure on social service systems to provide elderly- and child-oriented services, including education, health, welfare and transportation. At the same time, the total number of people in the 45 - 59 age group, those at or near peak earning (and taxpaying) potential, has declined modestly.

In the next 20 years, the county is expected to continue to grow at a rate greatly exceeding that of the Commonwealth or the northeastern United States.

3.4.3 Local Economy

Agriculture and tourism have traditionally been important sectors of the local economy. In 1988, 1250 farms operated in the county, employing 7% of the workforce. Adams County regularly rates first or second in the state in the production of apples, peaches, turkeys and eggs. Travel and tourism related employment is estimated at approximately 1200 jobs. Gettysburg NMP is the county's major tourist attraction.

Manufacturing is the largest employment sector, accounting for 24% of all employment in 1990. Major products include electronic components, transformers, lighting, furniture, food processing, shoes, elevators and animal feed. The service sector accounts for 21% of employment, and the retail trades account for another 16%. Many of these jobs are seasonal. Generally, about one-third of the county's employed work outside of Adams County.

3.4.4 Tourism Context in the Gettysburg Area

The park is close to several major markets, including Baltimore, Washington and Philadelphia, and other regional markets, such as Harrisburg, York and Lancaster, PA. These areas represent a current population of 13.8 million persons, with other nearby areas adding additional population.

Gettysburg has substantial regional resident markets upon which to draw its visitors. However, survey data indicates that 70% or more of annual attendance comes from beyond Pennsylvania and Maryland.

Most tourism in the region is focused on the historic battle, area history and culture, traveling the region's scenic agricultural landscapes and drives, or recreation. Information about the sites, events and landscapes of the region is available through the Gettysburg Convention and Visitors Bureau (CVB), and through displays at many privately owned sites. According to the Gettysburg CVB, the motivation for visitors to come to Gettysburg is the story of the Battle. Current interpretive facilities are not a primary factor in trip decision. However, in the end, a quality experience must be maintained for visitors to the area for the tourism industry to stay healthy.

The CVB characterizes the market segments for Gettysburg NMP as including:

- Families from the region on weekend vacations, and on longer touring trips. The CVB believes this segment is declining.
- Seniors traveling either as couples or with friends, or as members of group tours. The CVB believes this segment is increasing substantially.
- Younger, childless couples enjoying a "getaway" weekend. The CVB believes this segment is declining.
- School groups. The CVB believes this segment is declining, possibly because students are going on fewer school trips.
- History buffs, historians, Civil War re-enactors and others with an interest in the Battle or the Civil War. The CVB believes this segment is increasing.

While the local Gettysburg economy is heavily dependent on tourism, the CVB reports a small marketing budget. The local tourism industry relies upon the strong drawing power of Gettysburg NMP to attract visitors to the Borough.

In summary, Gettysburg NMP is the primary visitor draw for the Borough of Gettysburg. Visitors nationally and internationally are interested in the history of the site, and include Gettysburg as a destination or as part of a touring itinerary. Gettysburg does not have immediately adjacent large resident markets to draw upon. However, there are a number of large markets that are within day-trip or overnight distance.

Table 23: Annual Economic Impact of the Gettysburg NMP and Eisenhower NHS *

Direct Contribution of Gettysburg National Military Park to Local Economy	1994	1995	1996
GNMP/ENHS operations **	$2,552,228	$3,280,409	$3,754,250
Licensed Battlefield Guides **	$678,509	$761,560	$510,917
Eastern National **	$800,303	$1,022,172	$1,087,374
Eisenhower Tour	N/A	$129,966	$125,862
Crop income	N/A	$300,000	$320,250
Friends of the National Parks at Gettysburg	N/A	N/A	$285,071
Total Visitor Expenditures	$100,436,538	$106,423,264	$104,890,068
TOTALS (A):	$104,467,578	$111,917,371	$110,973,792
Tax Effect			
Amusement	$171,922	$164,175	$146,238
Wage/Per capita	$35,321	$41,222	$47,214
Real estate	$195,030	$205,274	$223,580
Sales	$6,026,192	$6,385,396	$6,293,404
State Income Tax	$67,282	$131,416	$134,358
TOTALS (B):	$6,495,747	$6,927,483	$6,844,794
OVERALL DIRECT IMPACT			
Number of Visitors	1,748,932	1,717,382	1,707,120
Visitor Expenditures	$100,436,538	106,423,264	$104,890,068
Operating Budgets	$4,031,040	$5,494,107	$6,083,724
Tax Revenues	$6,495,747	$6,927,483	$6,844,794
TOTALS (C=A+B):	$110,963,325	$118,844,854	$117,818,586
IMPACT ON LOCAL ECONOMY ***	$248,557,848	$266,212,473	$263,913,633
Local Economic Impact for Each $1 Federal Tax Investment	$24.51	$25.63	$24.59

Source: Gettysburg – Adams County Area Chamber of Commerce, "Gettysburg NMP and Eisenhower National Historic Site Economic Impact on Gettysburg and Adams County." 1996

* *All estimates in this table are directly as reported in the Adams County study*

** *The sum of these items is shown as the "Operating Budgets" in the bottom part of the table..*

*** *This study estimated the impact on the local economy by using a "multiplier" of 2.24*

3.4.5 Facilities for Tourists in the Gettysburg Area

Gettysburg and the Adams County area have public and private facilities and services that encourage heritage tourism to the region. Lodging facilities include campgrounds, hotel/motels and bed and breakfasts. The number of lodging facilities is rising, and there are at least nine campgrounds within a six-mile radius of Gettysburg. Gettysburg has about 1,400 hotel and motel rooms within about five miles of the NMP. In addition, some visitors stay with friends or family. Other accommodations are available along the area's main roads and in nearby cities. Occupancy of hotels and motels ranges between 45% and 90%, depending on the season. However, during times of special events within the town, the national parks, or at Gettysburg College, 100% capacity is common. Bed and breakfasts have a slightly higher occupancy rate of 70% to 90% for the much smaller number of rooms available. The average stay at both bed and breakfasts and hotel/motels is two nights; most guests report that they visit the national parks. The Borough of Gettysburg also offers dining, shopping and several commercial theme museums, generally with visitation under 100,000 people per year.

Tour and transportation services include bus tours that visit the battlefield, attractions and hotels. Special package plans are available. Rubber-tired trolley service is available during the summer months; a private company provides service between the NPS Visitor Center and some Gettysburg-area businesses. There is no service to any other battlefield location. In part because of this, there is little documented pedestrian use of the battlefield that originates in the surrounding commercial areas. Some people do park in the NPS Visitor Center parking lots and walk to restaurants or other attractions along Steinwehr Avenue on busy days. However, there seems to be little use of NPS parking lots for this purpose after 5 p.m., when pedestrian use of the nearby commercial districts seems to be high.

3.4.6 Municipal Governments

The park and the historic district includes the Adams County seat, the Borough of Gettysburg, and parts of six townships – Cumberland, Franklin, Freedom, Mount Joy, Straban, and Mt. Pleasant – as shown in Figure 28. Although there are three elected county commissioners, the primary governing authority in the county rests with the boards of elected supervisors in each township. The Borough of Gettysburg has its own elected municipal government.

The various municipal entities in the area of consideration levy a variety of wage and amusement taxes. Cumberland and Straban townships both levy a 10% amusement tax on attractions operating within their boundaries. School districts and municipalities levy wage and occupational taxes on those living within their boundaries. Property taxes generally are the largest single source of income to the municipalities of the area.

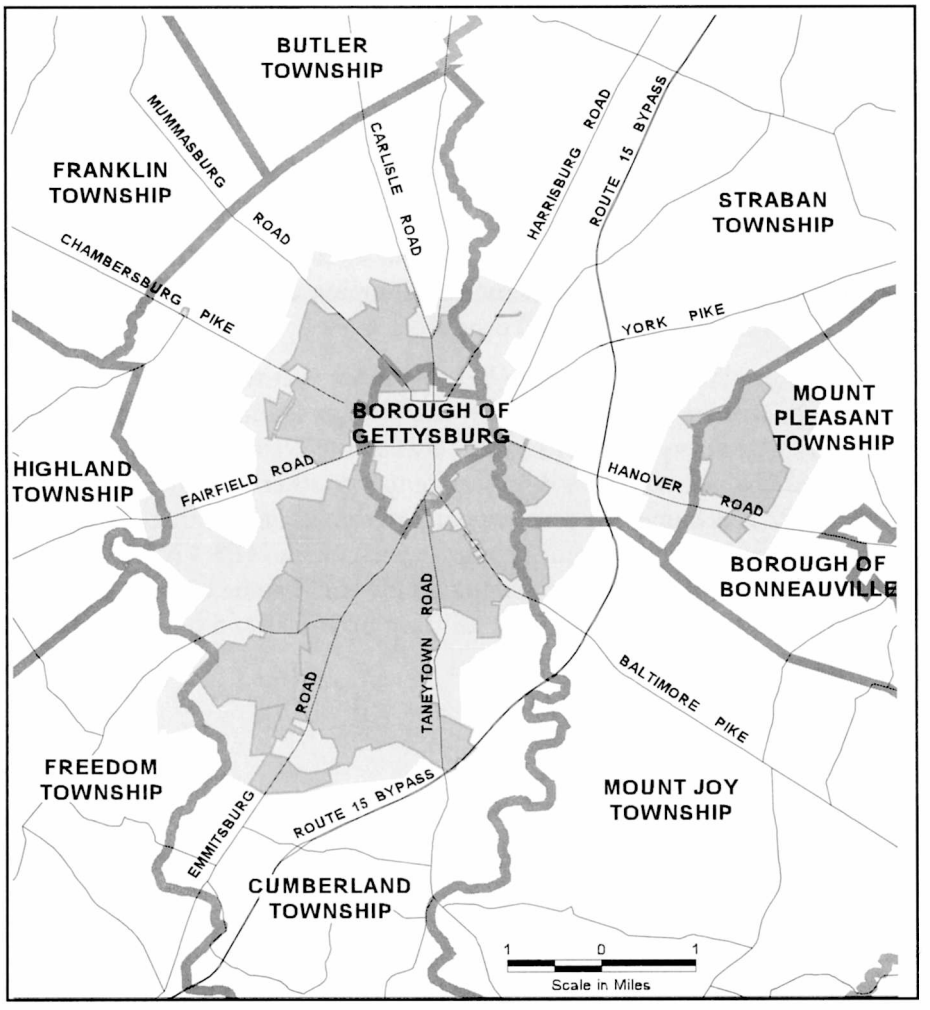
There are municipal zoning and historic district ordinances in place or being planned for Gettysburg Borough and for Straban, Cumberland, Mount Joy, Freedom, Liberty and Franklin Townships. Cumberland Township is beginning a comprehensive plan, and NPS is cooperating in its development.

Figure 28

Local Jurisdictions

Gettysburg National Military Park
United States Department of the Interior
National Park Service

N



3.4.7 Utilities

The Adams County government provides no utility or other environmental services. Ordinary utilities, including electric power, telephone, gas, radio and television are provided by private utility companies regulated by the Pennsylvania Public Utilities Commission. Water and sewage collection and disposal services are provided only in a few of the municipalities by borough or municipal authority public systems. Outside of these municipalities, users must rely upon on-site wells and on-site septic systems. In some areas, limitations on recharge areas, and thus on quantity of water in wells, may produce constraints for development.

Water of adequate quality for drinking is widely available in Adams County, primarily from groundwater sources. The Gettysburg Municipal Authority serves Gettysburg and portions of Straban and Cumberland Townships. Its supplies of surface water are limited, and if new sources cannot be identified, then development may be inhibited. Much of the rest of the county relies upon non-municipal systems for drinking water. The amount of water that can be drawn from these wells is generally sufficient, although in drought years marginal wells may go dry or produce insufficient yields for agricultural and residential use.

There are 21 centralized collection and treatment systems operating in Adams County, serving only about half of the area's population. The Gettysburg Municipal Authority provides sewage collection and disposal in Gettysburg and parts of Straban Townships. Cumberland Township has its own municipal sewage system, although the Gettysburg Municipal Authority provides services to some areas of the Township, including much of the park. Both of these systems are currently at their effective design limits. However, an October 1994 consent order between the Gettysburg Municipal Authority and the Pennsylvania Department of Environmental Protection required the Authority to complete an expansion of its treatment facility by July 1, 1998 to approximately 800,000 gallons, which will serve Straban, Gettysburg and parts of Cumberland Township. When this capacity does become available, it will allow expansion of residential and commercial development in and around the park.

Privately owned haulers handle solid waste disposal. Private agencies conduct the area's only recycling activities. The Adams Rescue Mission maintains a collection facility just east of the park.

Electricity provided by the Adams County Electric Cooperative, Inc. serves the low-density rural areas of the county. GPU Company provides service to the urban and more populated rural areas of Adams County, including most of Gettysburg. The electric companies have established policies to provide local service in new residential and commercial areas by means of underground service lines.

Telephone service for Adams County and the immediate surrounding area is supplied by Sprint. Columbia Gas of Pennsylvania serves the park. There are two radio stations serving Adams County that provide news, weather, sports and public service programs. Television stations in Harrisburg, Lancaster and Lebanon serve Adams County.

3.4.8 Gettysburg Battlefield Historic District

Much of the battlefield that is not within the boundary of the park is included in the Gettysburg Battlefield Historic District. It includes contributing structures within the Borough of

Gettysburg, the Gettysburg National Military Park and adjacent areas. Originally established to protect Civil War related resources, the scope of the district was expanded in the mid-1980's to recognize "Gettysburg's significance as a county seat representative of the architectural and cultural heritage of south central Pennsylvania." Unfortunately, the district does not currently contain all of the significant battle-related resources that fall outside of the boundary of the park. A revision of the district, which will likely expand the boundaries to include more of the land associated with the battle, is currently underway.

3.4.9 Setting and Visual Resources of Gettysburg NMP

The historic battlefield setting is a critical resource of the park and of the Gettysburg Battlefield Historic District. Under the management of the Gettysburg Battlefield Memorial Association, the U.S. War Department and now the NPS, preservation of the visual landscape of the battle has been a key management objective.

Views of and from the battlefield are especially important to understanding the tactics and rationale for the battle action. The Confederate positions on Seminary Ridge, and the Union line along the fishhook were dictated by the topography of the fields, farms and ridges. For this reason, each new encroachment on the battle grounds has been deplored by generations of interested groups and citizens. NPS maintains two modern buildings that intrude upon the historic landscape, the Visitor and Cyclorama Centers. The dismay over such intrusions reached its zenith with the construction of the National Tower in 1973-74.

Figure 16 (in Section 2.7.4) shows the areas that are visible from 14 of the park's most significant points. Areas of deeper shading represent those places that can be seen most often from the park; development in these areas therefore has a greater effect on the park and its resources.

The 1988 *Boundary Study* established criteria for determining the visual significance of a property or resource at Gettysburg NMP. The purpose of the criteria was to maintain the quality of the visitor experience and avoid modern intrusions upon the setting of the battlefield and other cultural resources. Specific criteria included visibility from park avenues, adequacy or feasibility of screening modern uses, and the visual compatibility of an area's current land use with that of the battlefield. Other criteria included cultural resource significance, interpretive importance and management feasibility. The new boundary added 13 of the 14 resource areas recommended by the study.

In addition, the boundary legislation gives NPS wide latitude to encourage conservation and cooperative planning efforts to conserve historic areas outside of the park's boundary. These include:

- Direction to encourage conservation of lands within the Gettysburg Battlefield Historic District;
- The authority to accept donations of easements of land outside of the park's boundary but within the Historic District;
- The ability to provide technical assistance to landowners and local governments in cooperative efforts which benefit conservation of the region's historic character;
- The ability to provide reimbursements for up to 50% of the costs incurred by local

government in developing land use plans and preservation guidelines to conserve historic resources in the district;

- Creation of a federal consistency review procedure for any federally funded or licensed activity within the district; and
- Creation of an 11 member Gettysburg National Military Park Advisory Commission to coordinate management of the park and the historic district with local governments.

3.4.10 Development Adjacent to and Near the Park

While the 1990 boundary legislation provided tools for land protection, and county and local governments have worked for preservation, other forces have made it harder for land managers to protect important views and sites within the historic district.

The population of Adams County is growing at a rate 15 or more times that of the Commonwealth of Pennsylvania, and regional development is accelerating to keep pace with the growth. Although growth in 1980 - 1990 was concentrated at the eastern, northeastern and southwest corners of the county, the rate of growth in Cumberland and other townships around the park is beginning to accelerate. Straban Township is experiencing tremendous growth in its retail strip along Route 30, one of the primary entrances to Gettysburg and the park. Recent projects include new hotels, several new fast food restaurants, and a large retail strip development on the site of Camp Letterman, the major hospital site serving the wounded after the Battle of Gettysburg. Other announced developments include an industrial park and a new hotel, conference center and visitor services complex at the intersection of U.S. Routes 30 and 15. A second commercial corridor is developing along the U.S. Route 15 bypass around the Gettysburg area. Most intersections (all of which provide access to the park) either have been developed, or will be developed, within the next three years. Newly completed or planned developments include an auction house and a Commonwealth of Pennsylvania Welcome Center. Planned developments along Baltimore Pike include a 400,000 square foot outlet mall, with restaurants, a hotel, and related facilities. Recent land sales along Baltimore Pike may also signal an increase in industrial activity as well. Cellular towers, water towers and other similar support functions are being developed within the park's critical viewsheds.

Other factors may enhance the accessibility and viability of land surrounding the park for development. Maryland plans to extend its commuter rail system to Frederick, Maryland, which will greatly reduce the commute to Washington, D.C. In addition, Pennsylvania does not tax retirement funds. County planners believe that these two factors will place increasing development pressure upon the southernmost parts of the county as its becomes more feasible and economically beneficial for residents of the Baltimore-Washington area to move to Adams County. Several developers from the Baltimore-Washington area have acquired large tracts of land south of the battlefield.

3.4.11 Cooperative Efforts for Land Preservation

The Adams County Comprehensive Plan, issued in 1991, recommends that land adjacent to the park be restricted to use in selected low-density development categories: Parkland, Permanent Open Space and Preservation Areas, Agricultural Resource Conservation Zones, or Residential,

Very Low Density. However, the plan is advisory only, and approvals of variances to existing ordinances have allowed changes from residential to light commercial, and have allowed nonconforming uses to continue in some cases.

Figure 15 (in Section 2.7.4) indicates the general zoning and level of protection for the areas around the park. In general, the areas to the south and southwest of the park are the best protected; these areas are zoned for agriculture or low density (lots greater than 1 acre) housing. The areas west and northwest of the park are less well protected; they are zoned for dense housing (lots less than 1 acre) or commercial uses. Most of the gateway roads to the park are also zoned for dense residential, commercial or industrial uses.

Adams County has been a major force for conservation in the region. The county has encouraged continuance of agriculture through its Clean and Green program, which provides tax relief for farmers, and has purchased a number of agricultural conservation easements on properties near the park. The county has also actively worked with local governments around the park to encourage agricultural zoning and viewshed protection. The Land Conservancy of Adams County, one of the park's most important conservation partners, works to maintain the rural character of the area by preserving productive farmland and areas of scenic, natural, geological, biological or historical importance. Recently, the Adams County Land Conservancy has begun to raise funds and has acquired conservation easements that protect significant properties.

3.5 TRAFFIC, PARKING AND TRANSIT

3.5.1 Introduction

Visitors to Gettysburg NMP arrive in more than 3,500 buses and 470,000 automobiles. There is no scheduled air, rail or bus service to the area. Most visitors spend one to two hours in the vicinity of the visitor centers, visiting the Electric Map, the Cyclorama Center, National Cemetery, and other nearby sites. Many visitors then go by auto, tour or charter bus via the park's auto tour route, traveling to the Eternal Peace Light Memorial, along West Confederate Avenue, to Devil's Den and Little Round Top, and finally to Hancock Avenue. Repeat visitors and those with a particular interest or activity, generally go directly to the site of interest as all sites within the park are individually accessible from the public roadway network.

3.5.2 Road Network

The roads serving Gettysburg National Military Park include the following:

US Route 15: This limited access expressway travels in a north-south direction and connects the major east-west routes that serve the park. The most important of these is I-76 (the Pennsylvania Turnpike), located about 35 miles north of Gettysburg. US Route 15 carries about 14,000 vehicles per day near the park. As it passes through the area, it interchanges with Business Route 15 (Emmitsburg Road), PA Route 134 (Taneytown Road), PA Route 97 (Baltimore Pike), PA Route 116 and US Route 30 (York Pike).

Emmitsburg Road (Business Route 15): This two-lane road travels in a north-south direction between US Route 15 near the Pennsylvania-Maryland border and Lincoln Square where it intersects US Route 30. As it approaches the northern boundary of the park, it is lined by many

visitor services including restaurants, souvenir shops, motels and tour companies. In the area of the park, it carries about 5,000 vehicles per day.

Taneytown Road (PA Route 134): This two-lane road travels in a northwest-southeast direction and serves as the main access between traffic arriving via US Route 15 from Maryland to the Visitor Center area. Road signs on US Route 15 send visitors to the park via Taneytown road.

Baltimore Pike (PA Route 97): This two-lane road travels in a northwest-southeast direction and connects Maryland with Littlestown and Gettysburg. The roadway carries about 6400 vehicles per day east of US Route 15, where it is designated as PA Route 97.

York Pike (US Route 30): This east-west roadway connects Gettysburg to York, PA. It operates as a three lane roadway with the center lane for left turns only. As it approaches Gettysburg from the east, it carries 13,800 vehicles per day. The land uses along York Pike are mostly commercial with motels and shopping centers predominating.

Chambersburg Pike (US Route 30): This route is a two and three lane roadway connecting Gettysburg to Chambersburg and points west. It serves the Eternal Peace Light Memorial area and connects with West Confederate Avenue. In the vicinity of the western portion of the park, it is fronted by residential and agricultural uses. It carries about 15,000 vehicles per day west of Gettysburg.

Hagerstown Road (PA Route 116): This southwest to northeast roadway travels between Hagerstown, Maryland and Gettysburg and connects the rapidly developing southwest section of Adams County to Gettysburg. It carries about 9,500 vehicles per day near its intersection with West Confederate Avenue.

Within the boundaries of the Gettysburg National Military Park is a network of avenues, previously described in this document. Recently, the majority of the avenues were converted from two-way roadways to one-way roadways. This established a counterclockwise pattern for the major avenues within the Park. The NPS established this traffic pattern to improve traffic flow to the interpretative and commemorative sites within the park and increase the parking supply. Each one-way avenue is designed to operate with one travel lane and one parking lane. The parking lane is to the right of the driver who is directed to travel on the left side of the avenue. The posted speed limit on the avenues and some state roads within the park boundary is 25 miles per hour.

Two of the most used avenues are West Confederate Avenue and Hancock Avenue. West Confederate Avenue connects PA Route 116 to Emmitsburg Road. It passes by the North Carolina Memorial, the Virginia Memorial and along Seminary Ridge. It is primarily a one-way roadway and travels in the southbound direction. A small portion of the avenue is two-way near its intersection with Route 116. West Confederate Avenue, which carries about 2,000 vehicles per day, is the primary avenue taken to South Confederate Avenue and two of the more popular commemorative features. Little Round Top and Devil's Den are located near the intersection of Sykes Avenue and Warren Avenue.

Hancock Avenue travels between United States Avenue and the Visitors Center. It passes by the High Water Mark and the Pennsylvania Memorial. It is designated one-way northbound. It carries about 1,600 vehicles per day.

3.5.3 Existing Traffic Conditions

Traffic volumes provide an important measure of activity on the roadway network, as does an evaluation of how the roadway network accommodates that traffic volume. For the purposes of this GMP/EIS, a simplified method of evaluating traffic conditions has been established using documents published by others. These documents are: *Traffic Impact Analysis*, Gettysburg National Military Park Project PRA-GETT 10(1), July 1994 prepared by HDR Engineering, Inc.; and, *Adams County Congestion Management System* prepared for the Adams County Planning Commission by the Pennsylvania Department of Transportation and the Adams County Office of Planning and Development, April 1996.

In the analysis of existing traffic conditions, these reports considered levels of service as letter grades from A to F. Levels of service A, B and C depict roadways and intersections that operate in an uncongested or minimally congested state. Level of Service D represents moderate congestion and Levels of Service E and F represent severe congestion. Levels of Service D, E and F are considered as unacceptable in the park, as well as in such a small community such as Gettysburg.

Only a few areas inside the park are rated as level of service D or E. One of the areas is located on US Route 30 (Chambersburg Pike), just east of Reynolds Avenue. The level of service in this area is D for the morning peak hour on weekdays and weekends and E for the afternoon peak hour for weekdays and weekends.

Another area where level of service is relatively low is on Route 15 (Steinwehr Avenue) near the park's Visitor Center. This area experiences a level of service C for the weekday morning peak hour and a D for the weekday afternoon peak hour. The area experiences a level of service D for both the morning and afternoon peak hours on the weekend.

Traffic conditions in the Borough of Gettysburg were also addressed. Recently, the Borough's traffic signals were modernized for optimal traffic flow. Yet, traffic at Lincoln Square remains congested. Lincoln Square operates as a traffic circle or rotary. On days when truck traffic is significant, long platoons of vehicles form, creating gridlock around the rotary. Consequently, traffic has difficulty circulating around the Borough and visitors to the many sites in the Borough have a difficult time accessing them.

3.5.4 Arrival and Departure Patterns to the Park

Based upon a 1978 Visitor Survey, an arrival and departure pattern for traffic to and from the Gettysburg National Military Park can be discerned. As indicated in Table 24, this pattern indicates that most regional traffic arrives and departs via Routes 30 and Route 15.

Traffic heading to the park uses the more significant routes. Once in the area, the visitors traveling along Route 15 are directed to Steinwehr Avenue or Taneytown Road. Visitors on Route 30 pass into the center of the Borough at Lincoln Square and are then directed to Taneytown Road. Other traffic via the existing program of signing also tends to travel through the Borough of Gettysburg and Lincoln Square. This is one of the causes of congestion noted previously.

Table 24: Direction of Approach and Departure

To/From the North via US Route 15	23%
To/From the South via US Route 15	22%
To/From the South via PA Route 97	5%
To/From the East via US Route 30	24%
To/From the West via US Route 30	21%
To/From other local roads	5%

Source: Visitor Services Project

3.5.5 Visitors Center Traffic Patterns

About 6,200 people go to the Visitor Center on a summer day, 6.4% by bus and 93.6% by auto. The average vehicle occupancy of automobiles is on average about 3 people per car. Depending upon usage, the Visitor Center parking lot has about 109 car spaces and 13 bus spaces, the Cyclorama Center lot has 125 car spaces, and 5 bus spaces, and an overflow lot to the southeast on Taneytown Road contains about 75 car spaces and 11 bus spaces. On extremely busy days, the Visitor Center lawn and the Wright House field (unpaved) are used for overflow parking. Some 300 cars can be parked in these two areas. In all, the Visitor Center parking lots, lawns and fields can accommodate as many as 600 cars and 29 buses. Volunteers must direct visitors and buses parking in the lots in an effort to manage the congestion caused by the demands of buses, pedestrians and automobiles.

At least 80% of all park visitors stop at the Visitor Center and stay an average of two hours. The Visitors Services Project found that most visitors arrive before noon, as shown in Table 25. Also shown in the table are the estimated patterns of visitor arrival on a weekend day in March, a Sunday in July and a Saturday in October.

Table 25: Visitor Center Arrival Patterns

Time	Average Percent	Typical Sunday in March 1996	Typical Sunday in July 1996	Typical Saturday in October 1996
8-9 A.M.	5%	253	573	487
9-10 A.M.	11%	556	1,261	1,072
10-11 A.M.	17%	859	1,949	1,657
11 A.M. - Noon	14%	707	1,605	1,365
Noon - 1 P.M.	9%	455	1,032	877
1-2 P.M.	10%	505	1,147	975
2-3 P.M.	7%	354	803	682
3-4 P.M.	6%	303	688	585
4-5 P.M.	8%	404	917	780
Daily Visitation		5,050	11,470	9,750

Source: Visitor Services Project

3.5.6 Visitor Center Trip Generation

The amount of traffic generated by the Visitor Center is important to understanding the traffic patterns and how the proposed new museum complex must be designed to accommodate the traffic. Based upon the average stay in the vicinity of the Visitor Center from the Visitor Services Project on a daily basis, there are 1,844 total vehicles (1,820 autos and 24 buses) arriving and departing. Table 26 describes how vehicles arrive and depart on an hourly basis.

Table 26: Visitor Center Trip Generation

Time	Percent Of Daily Arrivals	Percent Of Daily Departures	in	out	Vehicles in lot total
8-9 A.M.	5%	0%	90	0	90
9-10 A.M.	11%	0%	200	0	290
10-11 A.M.	17%	5%	315	90	515
11 A.M. - Noon	14%	11%	260	200	575
Noon - 1 P.M.	9%	17%	165	315	425
1-2 P.M.	10%	14%	185	260	350
2-3 P.M.	7%	9%	130	165	315
3-4 P.M.	6%	10%	110	185	240
4-5 P.M.	8%	7%	150	130	260

Source: Orth-Rodgers and Associates, Inc.

The peak hour for Visitor Center vehicular activity is between 11:00 a.m. and 2:00 p.m., when more than 450 vehicles enter and exit the Visitor Center parking lots.

Because of the Visitor Center activity levels, congestion exists on busy days on Emmitsburg Road/ Steinwehr Avenue and along Taneytown Road near the access points. In addition, the intersection of Steinwehr Avenue and Taneytown Road/Washington Street also experiences congestion. Level of Service D or moderate congestion occurs at this intersection on most days during peak hours.

3.5.7 Park-wide Circulation Issues

Access to the park and its monuments is via park avenues, which in turn are via state and local roads. At Gettysburg NMP, park land and park avenues are intertwined with the Borough of Gettysburg and the surrounding townships. The majority of the visitors use a licensed guide, maps, audiotapes or other means to navigate the park. Most follow the auto tour route, using either the two-hour or the three-hour version. Park managers believe that the majority of first-time visitors follow the tour. Therefore, because most visitors follow the set route at the same pace, park rangers and volunteers are able to predict when certain areas will become congested based upon the numbers of people arriving at the Visitor Center. Typically, as a busy day progresses, congestion occurs in the vicinity of the North Carolina Monument about one hour after congestion begins to occur at the Visitor Center and then, one hour afterwards at Little Round Top.

Since the avenue system was originally designed for horse-drawn carriages proceeding at a speed of no more than 7 m.p.h., some of the avenues have problems for modern traffic moving at higher speeds. Some of the areas of concern include poor sight distance and inadequate geometry, traffic circulation along the one-way avenues, and parking and congestion at significant monuments.

Some of the areas with poor sight distance and/or inadequate geometry include the following:

- *Mummasburg Road and Doubleday Avenue intersection* - many vehicles travel along Mummasburg Road past Doubleday on the way to the Eternal Peace Light Memorial. The poor sight distance at this intersection results in a potentially hazardous condition.

- *Virginia Monument on West Confederate Avenue* - the monument includes a small circulation pull off around it. The radii on the curves are too tight, resulting in cars and tour buses driving on the grass causing loss of vegetation and damage to underground resources.

- *West Confederate Avenue Amphitheater* - the entrance and exit driveways have turning radii that are very tight.

- *Devil's Den and Little Round Top Areas* - the avenues in these areas have blind curves and poor sight distance. While these routes are one-way, many visitors stop their vehicles on the road to read monuments, a condition that can cause potentially unsafe conditions. An unsuspecting driver traveling around a blind curve may collide with a vehicle on the other side of the curve. Longer-length buses cannot navigate the tight curves.

- *The smaller avenues west of Devil's Den, around Culp's Hill, and at East Cavalry Field* - turning radii in these areas are tight and avenues are narrow. Many of the longer buses cannot navigate these turns without leaving the road surface. This condition exists in other locations throughout the park.

In other cases, there is some confusion between two-way and one-way avenues. However, most of these conditions should be repaired when the park implements the balance of the one-way avenue system and the Federal Highway Administration completes its program of road rehabilitation and signage. Avenues that will become one-way as a result of this work include: Howard Avenue between PA Route 34 and Old Harrisburg Road; Buford Avenue; and Reynolds Avenue between PA Route 116 and U.S. Route 30 West.

While parking is provided at many of the more popular monuments or commemorative features, the high volume of visitors often results in congestion because visitors in cars are waiting to park or are maneuvering into and out of parking lanes. NPS has provided additional parking on each one-way avenue. However, there continue to be parking problems in some areas, apparently because visitors fear that their vehicles might be side swiped by through vehicles and so pull off of the road onto the grass. There is no curbing throughout most of the park to prevent vehicles from pulling off the road. In some areas such as along Reynolds Avenue and West Confederate Avenue, the damage to the grass areas is so severe that NPS has had to place gravel along the road, a change that disrupts the landscape and encourages additional parking in these areas. In addition, tour buses often stop in the through lane causing congestion.

One notable bottleneck is at Little Round Top, one of the most visited sites in the park. Visitors try to park as close as possible to the summit, but cannot see whether spaces are available there.

Many motorists drive close to the summit and then wait for a space to open up, blocking the travel lane and causing traffic to back up. This condition effectively reduces capacity and congests the area, many times creating gridlock. Currently a park ranger directs vehicles to parking spaces but from the base of the hill, the ranger cannot see the entire supply and is hampered in performing the assignment efficiently. This area becomes congested on days when visitation at the park exceeds 4,000 to 5,000 visitors. This typically occurs on spring and fall weekends and during the summer months.

Hancock Avenue is another significantly congested area. This is the area of the High Water Mark and the Pennsylvania Monument. Both sides of the avenue are lined with monument , and the slight changes in grade make it difficult to see pedestrians form some points. On busy days, buses and parked cars line the entire length of the avenue, creating noise, congestion and hazards to pedestrians crossing the road to see monuments.

Figure 29, at the end of this chapter, identifies areas of resource damage associated with pedestrian and vehicular traffic overload.

3.5.8 Future Development Activity Affecting the Park

As noted in Section 3.4.10, some areas near the park are slated for development in the near future. In particular, several large developments are planned at or near the PA Route 97 and U.S. Route 15 interchange, including an outlet mall in the southeast quadrant of the interchange. Along U.S. Route 30 in Straban township to the east of Gettysburg is commercial land under active development. It is important that NPS monitor development on these and other important access routes to and from the park, and there is a need for all parties to cooperate to solve traffic problems. The Commonwealth of Pennsylvania, Adams County, the Borough of Gettysburg, Cumberland, Straban, other townships and NPS are supporting a comprehensive road improvement study for the region. That work is slated to begin in 1999.

3.6 PARK OPERATIONS

3.6.1 Overview

The park includes facilities that are necessary to support park operations on a daily basis, such as maintenance buildings and yards, carpenter shops, storage and administrative offices. NPS administration and operations are located in seven buildings, located generally at sites along Taneytown Road. Support facilities are out of date and inadequate. Many park offices as well as the maintenance facilities operate in historic structures that are limited in size and cannot be expanded because of their historic status and the impact of expansion upon the landscape of the historic battle. The amount of office space available is inadequate for present needs and cannot meet future needs. Collections storage and management space is inadequate, and does not meet NPS standards. The buildings that house visitor services do not meet current codes and are insufficient to provide quality visitor services. The inadequacies and the needs relating to visitor services, interpretation and collections management have been discussed elsewhere in this document.

3.6.2 Public Facilities

Gettysburg NMP provides a variety of facilities to support public use, in addition to the historic avenue circulation system. Most facilities were built or purchased by NPS between the 1930s and 1960s, and are still in service. The major facilities are the park visitor centers with their museums, exhibits, fee programs, curatorial storage and public parking lots. The limitations of these facilities have been described in the resource management and interpretation sections. Other public facilities on the battlefield include two entrance guide stations, one at US Route 30 West, on the 1st day's battlefield, and another facility on Emmitsburg Road south of its intersection with South Confederate Avenue. These 1930s stone buildings include rest rooms, small waiting rooms, and small pull-ins and parking lots. There are restroom facilities at Devil's Den, the Pennsylvania Memorial, Spangler's Spring, and the Soldiers' National Cemetery, also constructed in the 1930s. Picnic areas are also available at the Visitor Center and on S. Confederate Avenue.

The park includes a youth group campground, used primarily for scout groups who come to the park to earn the Heritage Trail patch. There is also a horse trail and a nature trail. Both are unimproved, modern trails that cross historic landscapes.

3.6.3 Use /Resource Conflicts

Resource protection priorities and public use sometimes conflict. At Gettysburg NMP, some resources are experiencing damage from public use. Most of the resource damage is of four types: damage to roadsides from vehicles; erosion, compaction, vegetation loss and other damage to monuments, their foundation mounds and the landscape of highly visited sites; erosion and vegetation loss along the unimproved, modern trails; and facilities that are built on the site of battle resources as shown in Figure 29.

Cars and buses often cause damage to park resources. Although the park has a one-way avenue system that provides hundreds of parking spaces within easy walking distance of most sites, visitors often feel that they must pull off the roadside onto unimproved shoulders to park. Because the avenues are built along the lines of battle, the roadside areas contain archeological resources that may be damaged. In the areas where this occurs, deep ruts and loss of vegetation are common and create unsightly conditions along the roads, disrupting the formal design of the avenue and commemorative corridor. In some cases, NPS has tried to limit pull-offs with modern bollards, which themselves create an intrusion on the commemorative landscape of the park.

Pedestrian impacts to monuments occur because the way in which people use the park has changed. When the monuments were built, visitors generally viewed them from the avenues or from paved pedestrian paths. Now, however, visitors want to get up close to monuments, climb on their mounds and walk over the ground upon which significant action occurred. In these areas, there is significant loss of soil, soil compaction, and loss of ground cover and even significant trees. Areas that are experiencing unacceptable levels of resource impact include Devil's Den, Little Round Top, East Cemetery Hill, the Angle, the area between the North Carolina and Virginia Monuments, Culp's Hill, the Peace Light Memorial and Barlow Knoll. NPS has tried a variety of solutions to limit damage in some of these areas, including concrete pads and physical restraints to keep visitors off sites. In some cases, especially at the Angle, the jumble of modern restraints added over the years impacts the historic scene.

Figure 29

Cultural Resource Impacts 1997

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

N



Foot Traffic Impacts Resources

Park Facilities Built on Site of Battle Resources

Individual Sites Experiencing Foot Traffic Impacts

Horse Trail Impacts

Vehicular Traffic Impacts

Trails, Walks, and Paths

Getttysburg NMP Boundary

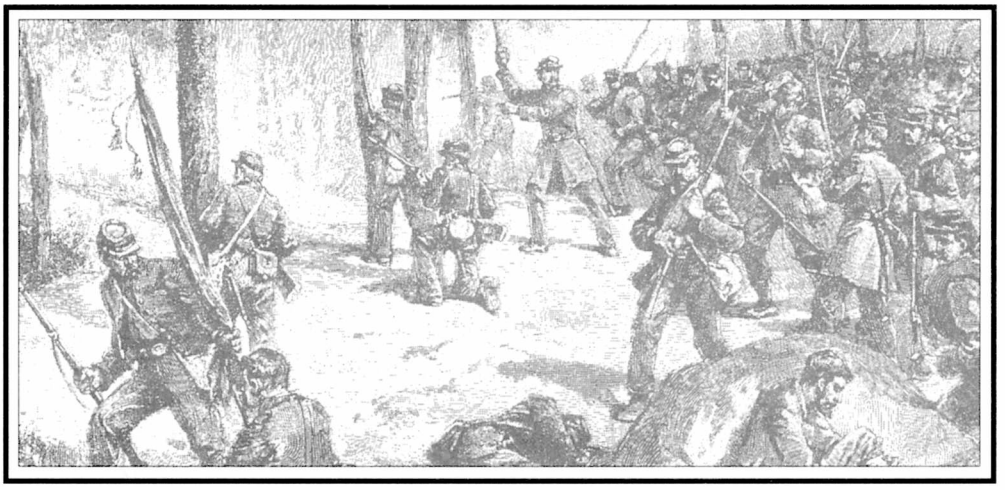
Eisenhower NHS Boundary

The modern system of horse and nature trails is of special concern to resource managers. The almost 15 miles of non-historic trails cross some of the most historic territory of the park. These trails are largely unimproved, although volunteers have recently added gravel to some trail areas to try to limit further damage. In many of the park's most historic areas, the horse trails have created large ruts. In some areas, the trail has eroded to bedrock. On the field of Pickett's Charge, near the Virginia Memorial, ruts are several feet deep. Commercial horse tours that operate through these areas exacerbate damage, because the long lines of horses follow one another. Especially in wet conditions, this ensures deep rutting. When a section of the trail becomes too rutted to use, horse owners blaze new trails. In other areas, these trails cross wetlands, streams, or traverse somewhat steep terrain around the Round Tops, and are causing damage.

Many of the public use facilities were built on top of battlefield resources by NPS, or by private owners and then acquired by NPS. They are also a source of damage to sensitive built and archeological resources. Examples of this phenomena are the park's Visitor Centers, one built by NPS and the other acquired from a private owner. Both are built upon the site of some of the battle's most intense action, and occupy areas where almost a thousand casualties occurred. These buildings and their parking lots impact the visitor's experience of these areas, and can be seen from many locations throughout the park.

Chapter 4
Environmental Consequences

4



(Source: Battles and Leaders)

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4.1 ORGANIZATION OF THIS CHAPTER

This chapter predicts the impacts of the alternatives, described in chapter 2, on the affected environment, described in chapter 3. This chapter is divided into the following sections:

- **Section 4.2** describes the methods used to predict the impacts described in the chapter.
- **Section 4.3** describes the impacts from Alternative A, the No Action Alternative. This provides the baseline for comparison of the impacts from the action alternatives.
- **Section 4.4** describes impacts from management prescriptions common to the action alternatives (Alternatives B, C and D.)
- **Section 4.5** describes the impacts from Alternative B.
- **Section 4.6** describes the impacts from Alternative C, the proposed plan.
- **Section 4.7** describes the impacts from Alternative D.

Each section predicts impacts on six major categories of resources: cultural resources, natural resources, interpretation and visitor experience, the socioeconomic environment, traffic and transportation, and park operations. If any cumulative impacts have been identified, they are identified at the end of each category. The finding of each category is summarized in a conclusion. At the end of each alternative, topics relating to the sustainability and long-term management of the park are described. These include the relationship between local short-term uses of the environment and maintenance and enhancement of long-term productivity; irreversible or irretrievable commitments of resources should the alternative be implemented; and adverse impacts that cannot be avoided should the alternative be implemented.

Substantial material is repeated in the impact narrative provided for each alternative, to enable readers to get a full narrative description of the impacts of each alternative without the need for extensive cross-referencing.

4.2 METHODOLOGIES FOR ANALYZING IMPACTS

4.2.1 Cultural Resources

The National Historic Preservation Act of 1966 and its subsequent amendments govern the treatment of archeological and historic properties. Section 106 of the act specifies that all governmental agencies must take archeological and cultural impacts into account before implementing any federal action. Section 110 specifies that all government agencies inventory all of their historic properties and evaluate them according to the criteria of the National Register of Historic Places. The National Park Service's *Director's Order 28* (formerly *Cultural Resources Management Guideline NPS-28*) dictates NPS policy in regard to the preservation and treatment of archeological, cultural and historic properties included within a park.

The historic properties and landscapes listed on, or determined eligible for listing on, the National Register of Historic Places provide the basic inventory of historic resources for this plan. The List of Classified Structures for the park includes all the structures owned by NPS and either listed in or considered eligible for the National Register of Historic Places. The park's Cultural Landscape Inventory lists all landscapes that are either listed in or considered eligible for the National Register. The park's draft National Register nomination lists all structures and landscape features not owned by NPS that are considered eligible for listing on the National Register of Historic Places. An effect on a significant historic property or landscape occurs if an action has the potential to change the characteristics that qualify that property or landscape for listing on the National Register. If the action diminishes the integrity of those characteristics, it is considered to have an adverse effect. Effects that may occur later than, or at a distance from the location of the undertaking, are considered potential impacts of the action and are called indirect effects.

The revised regulations of the Advisory Council on Historic Preservation (36 CFR 800.8) provide the methodology for assessing the impacts on historic resources. In order to assess the impacts of the plan, actions that might result from a management prescription, and their general locations or extents were identified. Resources in those areas eligible for listing on the National Register were located. The extent and type of impact of the potential action on National Register properties was determined, and those effects were assessed according to procedures established in the regulation.

A four-year study resulted in a draft *Overview and Assessment* of the park's archeological resources. This study locates the known archeological sites within the park's boundaries and suggests where additional resources may be located. In addition, work done by the study team yielded information about the condition and potential threats to known archeological sites. Because all archeological sites in the park are assumed significant in the absence of formal determinations of eligibility, any effects on archeological sites are considered potentially adverse unless otherwise mitigated. The NPS would mitigate potential adverse effects to archeological resources. If effects cannot be avoided during the specific design of facilities or rehabilitation activities, mitigation would be developed in consultation with the State Historic Preservation Officer and the Advisory Council on Historic Preservation.

There are five laws that address collection management by the National Park Service: Act for the Preservation of American Antiquities, 1906 (16 USC 431-433); Organic Act of 1916 (16 USC 1 et seq.); Historic Sites Act of 1935 (16 USC 461-467); Museum Properties Management Act of 1955 (16 USC, Sect 18 (f)); and Archeological Resources Protection Act of 1979 (16 USC 470aa-mm). The National Park Service complies with these laws and their implementing regulations. Acquisition, disposition, management, inventory, preservation, restoration and reproduction of museum objects are addressed in NPS *Management Policies* and Director's Order 28: *Cultural Resource Management Guidelines.* Impacts on the museum and archival collections were assessed based on information provided by the Northeast Museum Services Center of the National Park Service and park staff.

4.2.2 Natural Resources

General Methodology

This analysis was conducted in accordance with the direction of *NPS 77-Natural Resources Management Guideline, NPS Management Policies, Director's Order 2-Planning,* and *NPS 12-NPS Environmental Compliance.* These documents provide general guidance for compliance with various laws, executive orders, and other regulations, including the National Environmental Policy Act of 1969 (NEPA), the Endangered Species Act, the Clean Air Act, the Clean Water Act, the Wilderness Act, the Wild and Scenic Rivers Act, Executive Order 11988 (Floodplain Management), Executive Order 11990 (protection of Wetlands) and a Memorandum dated August 11, 1980 from the Council on Environmental Quality (protection of farmlands). This draft plan also considered the *Agreement of Federal Agencies on Ecosystem Management in the Chesapeake Bay-July 14, 1994* and *Clean Water Action Plan: Restoring and Protecting America's Waters.*

First, the best available information regarding the various natural resource subject areas was compiled as a part of the description and analysis phase of planning, before any alternatives were developed. This information was augmented and refined based on data gaps identified by the planning team or during the scoping process. Existing environmental information was mapped using the park's Geographic Information System (GIS) mapping system. The GIS system was used to identify and map natural and man-made features, as well as the evolution and change of the park's landscape. The availability of this data base facilitated computation of areas of resources affected by the alternatives and their related management prescriptions. An example of the types of information output available from the park's GIS system is shown in Figure 30. The natural resource information is summarized in Chapter 3.

Second, the level of detail, method of analysis and scope of the environmental impact statement were determined. Impacts were evaluated in this document at a level that would permit decisions about the management prescriptions that form each alternative to be made. The likely actions that may result from a management prescription were described. When possible, those actions are evaluated at a level that would allow them to be implemented. However, in some cases, actions that may result from the management prescriptions cannot be implemented without additional site-specific environmental assessment in compliance with NEPA and other applicable laws and policies. Environmental consequences are evaluated in the most specific manner possible. In all cases, the best available information indicates that the actions evaluated are feasible as presented and that the analysis of consequences is accurate. The planning team has no

reason or information to indicate that consequences would be other than described when more site specific design and analysis is conducted to implement this plan.

Third, the location and nature of specific actions that may result from management prescriptions in each alternative were evaluated to determine their potential to affect natural resources. Locations of actions were compared to known sensitive areas for the various natural resource topics. The extent and type of impact were then evaluated for their potential to affect the known resources. Subject matter experts outside the planning team were consulted as appropriate to develop specific impacts.

Wherever possible, actions were mapped using the park's GIS system, and the acreage that would be affected by alternative actions was thereby estimated. Because site-specific designs for most actions have not been developed, the given acreage for changes in land use, vegetation and soil disturbance are estimated at the maximum that could be affected. The acreage that would actually be affected should be smaller in most cases; especially as site-specific design seeks to minimize impacts to park resources. Actions to minimize impacts include using already disturbed areas as much as possible where development is planned, avoiding sensitive resources, using sustainable design techniques, mitigating resource damage through careful design of implementation procedures, phasing, timing and other similar actions.

Figure 30

Wetlands, Streams and Floodplains

Gettysburg National Military Park
United States Department of the Interior
National Park Service

0 1,500 3,000 ft

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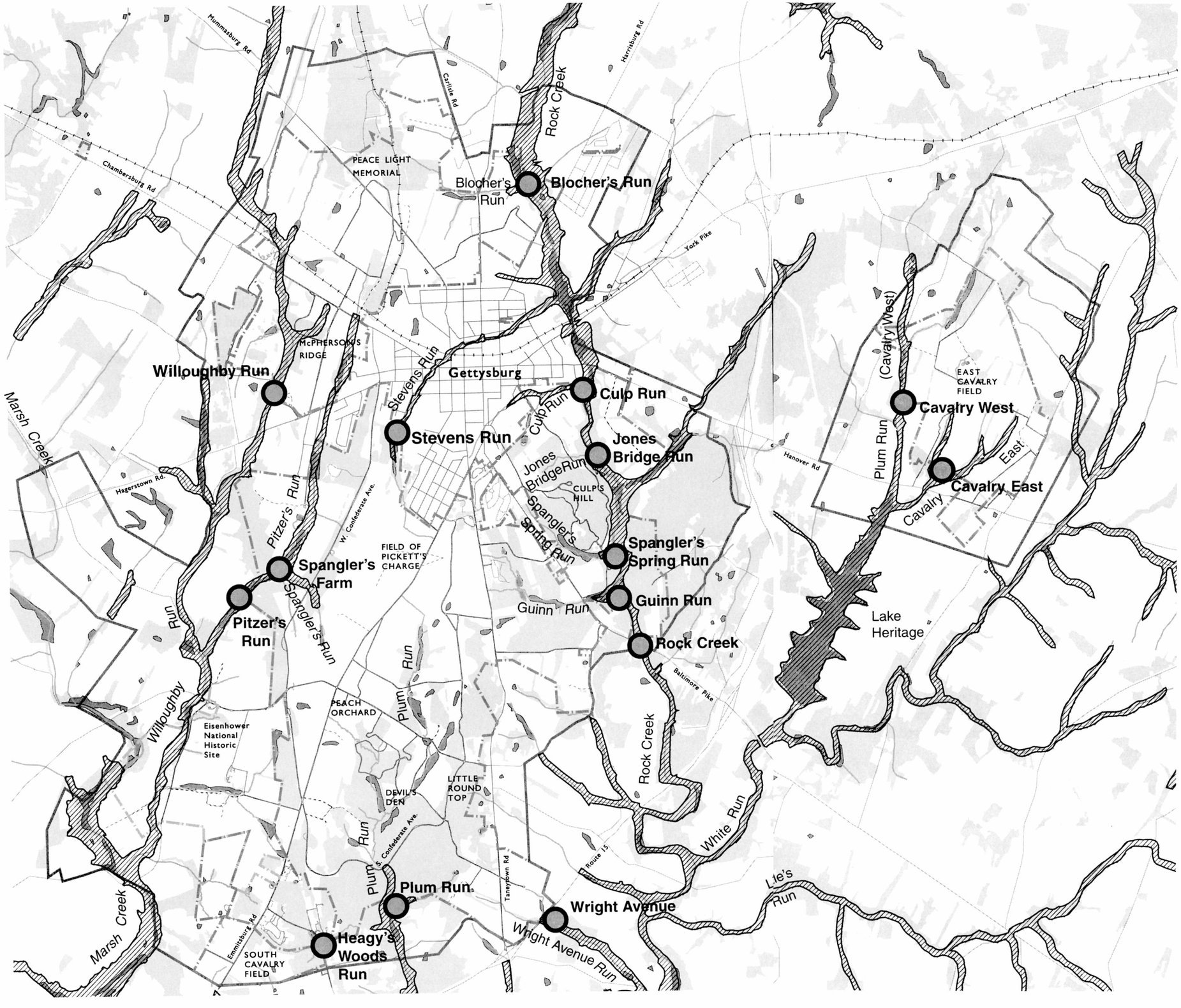


Lowest Point in Subwatershed within Park Boundary

Farm Lanes

Floodplains

Wetlands

Woods

Gettysburg NMP Boundary

Gettysburg Historic District

Eisenhower NHS Boundary

Methodology for Each Impact Topic

Standard methods in forest management, forest hydrology and soil conservation were used to make preliminary assessments of changes in land management. Procedures selected include the following:

Fauna and Threatened and Endangered Species: The natural history for individual species that have been documented in the park was reviewed. Data included habitat requirements for feeding, nesting or roosting, shelter or protection from the environment and predators, and specific needs for reproduction. After reviewing the data, the planned actions were evaluated to understand the potential impacts on each specie. Percentages were calculated by class to determine how each alternative would affect that class of animal.

Streams and Watersheds: Assessments of each potential impact of management were separately evaluated for 15 streams or watersheds included partially or wholly within Gettysburg NMP as indicated in Figure 30. Where no name was found for a particular stream, it was given a name related to a local landscape or cultural feature. The upper parts of three watersheds, Willoughby Run, Cavalry West and Rock Creek, included large areas of land completely outside the Gettysburg NMP area to be managed.

Total Annual Streamflow: Forest clearing to create pasture and cropland or forest thinning would reduce evapotranspiration and increase total annual streamflow. Increased flows can have both beneficial and negative impacts downstream. Flow increases generally occur in summer when they can benefit aquatic organisms and can lower maximum summer stream temperatures. Increased flows can also lead to accelerated channel erosion.

The magnitude of any increases in annual flow was assessed from the percentage of the total watershed area affected by forest cutting (BA) and the potential solar irradiation in kcal per square centimeter per year for the average slope and aspect of each watershed (PI) using an equation developed by Douglas (1983):

$$\Delta DQ_1 = 0.00224(BA/PI)^{1.4462}$$

in which ΔDQ_1 is the first year's annual water yield increase in inches per year from forest cutting for deciduous forest land in the Eastern United States. Normally forests regrow and the increases in water yield due to cutting gradually diminish, but in this case forest is to be permanently replaced by short-rooted pasture and effects of removal on streamflow would endure. BA for each watershed and alternative was computed as the net percentage area of forest removed. BA was assessed from areas to be cut, planted, thinned or planted to orchards for each management alternative. To adjust for the open nature of orchards to be planted and the reduced density and evaporation of thinned forests, areas of thinned woods and orchards were counted as one-half the area of forest cleared or planted in determining the net area of forest removed. Thickets were assumed to be equivalent to forest. PI was assessed from tables for potential solar radiation (Frank and Lee 1966).

The baseline condition for Alternative A was the increase in water yield that would occur if the watershed were totally forested and then cut to achieve the present day percentage of forest cover and open pasture land. Water yield increases for Alternatives B, C, and D were then compared as a ratio to the water yield increase for Alternative A. Pasture evapotranspiration rates are greater than rates for initially-cut forest land, but evaluation of management effects as a relative ratio of present to proposed pasture conditions minimizes such errors.

Peak Streamflow: Peak streamflow can be affected by land cover changes chiefly by influencing the infiltration capacity of the soil and rates of overland flow. The Rational Method (Ward and Elliot 1995) was used to assess effects of management alternatives on peak flows as:

$$q = 1.008\ CiA$$

where q is peak flow in cfs, i is rainfall intensity (inches per hour) during the time of concentration, A is the watershed area in acres, and C is an empirical coefficient representing watershed cover or land use conditions. Times of concentration, or the time it takes water to flow through the greatest length of the watershed, were based on field observations of flow velocities in channels on each watershed on May 2 and May 6-7, 1998 after large rain storms. Six hours was found to exceed the time of concentration on nearly all watersheds and a six-hour, 25-year return period storm intensity of 3.6 inches per hour was used for all computations. Watershed areas were determined from maps previously mentioned. An area weighted-mean C factor for forest and agricultural land was used for peak flow computations using a C of 0.3 for pasture land and a C of 0.24 for forest land. C factors were selected from Table 5.3 in Ward and Elliot (1995) for 6%+ slopes and C hydrologic soil group which generally represents conditions at Gettysburg NMP. Areas of forest and pasture land were again adjusted for areas cut, planted, thinned or for orchards planted under each management alternative using the same criteria described above. Peak flows estimated for Alternatives B, C, and D were again expressed as a ratio to peak flow estimated for Alternative A, the present condition.

Soil Loss: Soil loss via surface erosion from slopes due to the conversion of forest land to pasture was assessed using the Universal Soil Loss Equation (USLE) (Wischmeier and Smith 1978, Brooks et al. 1997). Soil loss is an index to erosion conditions on a basin, but does not necessarily indicate how much of the eroded soil is delivered to stream channels where it can affect water quality. The USLE computes soil loss from fields in tons per acre per year (A) as the product of a rainfall factor (R), a soil erodibility factor (K), a slope length-steepness factor (LS), a cover management factor (C) and a conservation practice factor (P=1 in this study) as:

$$A = R\ K\ LS\ C\ P$$

Rainfall factors index the kinetic energy of rainfall in an area and for the Gettysburg area R is approximately 150 foot-tons per acre per year (Troeh, Hobbs, and Donahue 1991). Soil erodibility factors (K) are a function of soil series and were based upon the series identified in the Adams County Soil Survey Report (Speir 1967) for GNMP and K factors for these series available from NRCS on the internet (STATSGO linked to MUIR attributes). K factors for GNMP soils ranged from 0.17 to 0.37 and average values for managed forest areas were employed for each basin and alternative. Slope length-steepness factors were average values computed using equations given by Brooks et al. (1997) from map measurements of slope lengths and slope steepness of forest areas within each watershed in Gettysburg NMP affected by management changes. C factors used in the analysis were C=0.003 for pasture land with grasses and 95-100 % ground cover and C=0.0005 for forest cover with 75-100% canopy cover and 90-100% area covered by forest litter (Tables 7.4 and 7.5, Brooks et al. 1997). As an example of potential for soil losses during the transition from forest to good pasture or impacts of poor success in revegetation, computations were also conducted for pasture with only 60% ground cover where C=0.042 (Brooks et al. 1997). Soil losses in tons per acre per year computed for forested areas converted to pasture due to management on each basin were multiplied by the total area of each cover type for each alternative to get total soil loss on each watershed. Soil losses for each management scheme

from Alternatives B, C, and D were again expressed as a ratio to soil loss computed under Alternative 1 or the present condition.

Stream Temperature : Shade removal can result in increased stream temperatures which can become lethal to aquatic organisms. Quantitative estimates of riparian vegetation clearing impacts on stream temperatures was based upon Brown's method (Brown 1980) where:

$$\Delta DT = (\sum åH\ L\ w/\ Q)\ 0.000267$$

in which ΔDT is the temperature increase in degrees F in a channel reach which has been exposed to solar radiation by shade removal, ∑åH is the maximum expected net absorbed solar radiation rate which for the Gettysburg NMP latitude is 4.2 BTU per square foot per minute, L is the exposed channel length in feet, w is the average channel width in feet, and Q is total stream discharge in cubic feet per second. Ratios of w/Q were measured in the field during May 2, 6-7 for channels in each watershed which define the effects of local channel hydraulic conditions on temperature increases. Lengths of exposed channel reaches were measured from the maps and summed for the various management alternatives which chiefly define effects of each management alternative. The equation is only strictly applicable for reaches up to about 2000 ft length, since water temperatures do not increase once an equilibrium is reached. A temperature increase index was computed for each management alternative for the total length of exposed stream channel in each watershed and for the 2000 ft limiting length. Again, a ratio of each temperature index for Alternatives B, C and D was computed by dividing by the temperature index for Alternative A.

Other Soil and Water Impacts: In addition to the above quantitative impact assessments, several other types of management impacts both positive and negative were qualitatively assessed. Issues tentatively identified for this type of assessment are: impacts to soil erosion due to changes in cattle grazing policies, changes in soil erosion due to changes in horseback trails, impacts of any proposed fertilizer additions to new pastures or cropland, and impacts of using herbicides along streams to clear vegetation. A rough qualitative ranking of each management alternative for the net effect of all such other soil and water impacts was developed.

4.2.3 Visitor Interpretation and Experience

Impacts on the visitor experience were examined based on information gathered from a 1995 Visitor Services Project prepared for the park by the University of Idaho. The study looked at visitor use patterns, preferences and planning priorities. In addition, two previous surveys, completed in 1978 and 1985, were also consulted. The effectiveness of interpretive opportunities and their consequences for visitors were assessed based on the experience of park interpretive rangers and on their knowledge of existing interpretive programs and activities.

4.2.4 Socioeconomic Environment

Tourism is an important industry in Adams County and Gettysburg in particular. Gettysburg NMP is the primary reason for tourist visitation to the area. Visitors are served by facilities within the park as well as by private attractions and businesses outside of the park. Since the Gettysburg NMP is the principal reason for most visits to Gettysburg, it is reasonable to surmise that future changes in visitation to the Gettysburg NMP would affect the tourism economy of

Gettysburg. The analysis of economic impacts provides an estimate of visitor spending in Gettysburg due to the GMP alternatives and an assessment of the impacts the alternatives would have on the economic benefits of Gettysburg NMP to the local area.

The methodology for assessment of economic impact included several steps and multiple sources of data. A projection of park-wide visitation was developed, based on historical trends and an assessment of the probable impact of each GMP alternative on the visitor market. The park-wide visitation estimate provided a range of likely visitation over a ten year period, with some variation based on special events and other factors. The mid-range visitation estimate for 2007, the target impact year, was utilized in all the economic analyses presented in this document.

Using current park visitor projections, as modified by the specific characteristics of each alternative, an estimate was made of the number of total park-wide visitors that would use the park's museum complex. Based on the proposed program of uses within the museum complex, estimates were made of visitor length of stay, visitor usage of the activities in the museum complex, and visitor expenditures for each proposed activity within the museum complex. The impacts of the GMP alternatives on the economy of the park's region include increased expenditures by visitors in the community and increases in operating and capital expenditures by NPS and park cooperators. Visitor expenditures are estimated both for the total community and for "in-park" expenditures. The "in-park" expenditures are those associated with sales at the existing visitor center, the existing Cyclorama Center, or the new combined museum complex (for Alternatives B, C, and D). These "in-park" visitor expenditures do not include visitor spending on licensed battlefield guides or tour operator fees. The distinction between total community expenditures and "in-park" expenditures allows assessment of the impact of the Alternatives and the new museum complex on the economy of the affected community.

A 1995 Visitor Use Survey conducted by the University of Idaho provided statistics for group size, expenditures per person, and time spent at the park.

An estimate of the total economic impact of tourism generated by the Gettysburg NMP was outlined in a series of reports prepared in 1994, 1995 and 1996, the *Economic Impact on Gettysburg and Adams County*, which serves as a base line for comparison of economic impacts. The 1996 study uses National Park Service data for these fiscal years and tax data to estimate the economic impacts of Gettysburg NMP and Eisenhower National Historic Site. The visitor spending estimate derived from the 1994 visitor survey of $68 per visitor is judged to be the most accurate visitor spending estimate, due to its data source, and is used in the analysis. Two factors regarding the Adams County impact study should be noted. First, the study used the visitor spending estimate for all years, uncorrected for inflation. These data have not been adjusted to current value in this analysis. The second is that the Adams County impact study underestimated total visitor spending because of the way certain group travel was calculated. Visitor expenditures impact estimates in later sections of this Chapter reflect the $68 per visitor, which results in total visitor spending of $116,084,160 for 1996. This total 1996 visitor spending figure is used as a point of comparison in the analysis of alternatives.

Based upon visitor spending for each alternative, tax effects and other related economic impacts from visitor spending were computed and compared to the 1996 base line as well as to Alternative A, the No Action Alternative. It is important to note that the economic assessment does not consider other, more qualitative impacts that can accrue from adjacency to a national park, such as enhanced real estate values, recreational and cultural opportunities for local residents, or community services.

4.2.5 Traffic, Parking and Transit

The analysis of existing traffic conditions has been based upon data gathered from a variety of sources. For the purposes of this document, a simplified method of evaluating traffic conditions has been established utilizing documents published by others. NPS annual visitation records and monthly public use reports provided information on visitation numbers, arrival times, and arrival modes for 1997 as well as for previous years. Information on visitor use of the park was obtained from Visitor Services Project reports as well as from interviews with rangers and NPS volunteers. Traffic volumes and congestion levels were obtained from two traffic studies: *Traffic Impact Analysis, Gettysburg National Military Park*, and the *Adams County Congestion Management System Study*. Interviews with local officials provided information regarding future growth of the area.

NPS records provided the information regarding time of arrival that was used to determine the percent distribution of arrivals per hour. This was applied to the predicted future daily attendance to determine the visitors per hour arriving at the park per alternative. A review of NPS records indicates that July has the highest visitation per year. Based upon that information, it was determined that the design day would be an average July day. The mode of arrival (bus versus auto) was provided as part of the economic and visitor analysis, based upon historic patterns of actual visitor arrival, by mode, and applied to the design day. In addition, the percent of automobile visitors likely to use a tour bus or a shuttle at the new museum complex was also provided by the Office of Tom Martin for each alternative.

The number of visitors for the design day was derived by assuming July visitors comprise 16.7% of the annual visitation. This was broken down into daily visitation. From the daily visitation, it was assumed that 85% arrived in an auto and 15% arrived in a bus. It was further assumed that the autos would carry an average of three (3) people per vehicle and buses would carry an average of 39 people per vehicle, based on prior experience and actual counts included in NPS' visitation records of average vehicular occupancies. For the parking generation analysis, average lengths of stay at the new museum complex were assumed to range from one half hour, to two hours, to four hours. For the visitors using bus tours and shuttles at the museum complex, the length of stay in the museum complex lot ranged from two to four hours.

Existing impacts to park avenues were determined through conversations with NPS rangers. The predicted change in traffic patterns was based upon assumptions regarding the implementation of a Traffic Management System.

4.2.6 Park Operations

The park's position management plan identifies current and near-term projected staffing needs for each division of the park. This information was used to develop the existing conditions estimates of staffing needs. New employees would be required under all action alternatives, because of the new museum complex facility and resource management needs. Water and wastewater are supplied from the Gettysburg Municipal Authority. The park's existing capacity is sufficient to cover its needs, although some additional permitting may be necessary to transfer capacity from the existing visitor center to the new museum complex proposed in Alternatives B, C and D.

4.2.7 Cumulative Effects

The Council on Environmental Quality's (CEQ) regulations for implementing the National Environmental Policy Act define cumulative effects as "the impact on the environment which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (Federal or non-federal) or person undertakes such other actions (40 CFR 1508.7)." The purpose of the analysis is to develop an adequate understanding of how the resource, ecosystem or human community may be affected by the aggregate of past, present and reasonably foreseeable future actions. The scope of cumulative effects analyses were determined by the professional team involved in the production of this plan. In general these were determined by using the CEQ standard; i.e., understanding the physical extent of the area past which a resource type is no longer affected significantly. For cultural resources, the area considered were resources relating to the Gettysburg Campaign and the Battle of Gettysburg. For natural resources, the area considered was the Adams County region and the Chesapeake Bay watershed. For socioeconomic and traffic impacts, the area considered included the Borough of Gettysburg and townships encompassing and surrounding the park in Adams County. Because no cumulative impacts were foreseen from park operations, these were not included. Research using existing sources of information was undertaken to understand past, present and reasonably foreseeable future actions undertaken by governments or individuals, and the role of NPS' increment as a part of the total impact was evaluated.

4.3 ALTERNATIVE A: NO ACTION ALTERNATIVE CONTINUATION OF CURRENT MANAGEMENT PRACTICES

4.3.1 Impacts on Cultural Resources

Historic and Designed Landscapes

NPS currently preserves and maintains at Gettysburg NMP a modern, agricultural landscape that is the product of changes in the last 70 years from natural processes and agricultural modernization. During this process of change, some features that were significant to the outcome of the battle of Gettysburg were destroyed or obscured, such as open fields that have evolved into wooded areas since the time of the battle. To improve its ability to preserve these landscapes, NPS has completed a Level II Cultural Landscape Inventory and is near completion on the history section of a Cultural Landscape Report. Inventories of component landscapes and treatment plans have not yet been developed but are planned. This work is needed to enhance park and public understanding of these landscapes and their significance, and to improve preservation and maintenance of the significant elements of the historic landscapes of the park. Without a complete inventory and historical data to document the park's historic landscapes, they may not be properly maintained and preserved. Resulting adverse impacts could range from loss of integrity to resource destruction. NPS would continue its program of preservation of landscape features, following federal and other relevant regulations.

However, preservation of the existing modern landscapes of the park means that modern intrusions would continue to dominate the historic setting of the 1863 battle and its commemoration. Examples of these intrusions include over 575 acres of non-historic woodlands, modern trail systems, and the park's Cyclorama Center and Visitor Center. On busy days, visitors would continue to park cars on Visitor Center lawns and fields, and in the Fantasyland overflow parking lots, where they create a visual and audible intrusion on the field of Pickett's Charge and the Soldiers' National Cemetery. The Soldiers' National Cemetery would continue to be modern in appearance, and modern, intrusive vegetation would continue to obscure the historic Civil War semicircle of graves. In neither case would these landscapes be rehabilitated to reflect their historic conditions.

Privately-owned lands within the park boundary have been identified in its draft National Register documentation. The preservation of the character of these portions of the landscape is at the owner's discretion. In some instances private owners have altered or may in the future alter landscapes to the point of compromising their historic significance. Under all alternatives, NPS would continue to work with landowners to protect the significant resources of their property and to purchase them in fee or to protect historic lands and properties through easements. All acquisition by NPS proceeds on a willing seller basis.

Historic Structures

NPS preserves historic structures and buildings on lands owned by the NPS. Its active program of preservation of cannon, monuments and historic buildings would continue, following federal and other relevant regulations. Its program of maintenance for other features would continue. For these buildings, NPS has a completed a List of Classified Structures; historic structure reports, condition assessments and other documentation are being developed as funding permits.

NPS adaptively reuses historic buildings for operational needs or staff housing. Any potential adverse effects to historic fabric would be identified through survey, and appropriate planning would mitigate and minimize loss of historic fabric.

Historic buildings are at risk from fire. Under all alternatives, NPS would continue to try to obtain funding for fire protection for each of its 1863 and later historic houses, barns and out buildings. Until fire protection is in place, adverse effects from damage to or catastrophic loss of historic structures from fire are possible.

Runoff from the Cyclorama Center and its walks would continue to cause damage to the Leister barn and orchard, including killing of fruit trees and rotting the wood at the foundation of the barn.

Privately owned historic buildings and structures within the park boundary have been identified in the park's draft National Register documentation. The preservation of these buildings' historic character is at the owner's discretion. In some instances private owners have altered or may in the future alter buildings to the point of compromising their historic significance. Under all alternatives, NPS would continue to work with landowners to protect significant structures and to purchase historic properties in fee or to protect them through easements.

NPS continually repairs and restores monuments. Any potential adverse effects to historic fabric are identified through survey, and appropriate planning would mitigate and minimize loss of historic fabric. In addition to normal repair and cyclic maintenance, 29 monuments are in poor repair. These were noted in a 1996 GAO report and in subsequent condition assessments performed by park staff. Some loss of historic fabric has occurred. NPS is seeking funding to complete necessary repairs and restoration on these monuments. Unless needed repairs are performed, additional long-term adverse effects are possible.

NPS would continue to use at least six historic structures for park offices: the Roller Building, the Cemetery Lodge, and the Hummelbaugh, Hoffman-Cassatt, Cobean and Wright Houses. Other buildings may be used in the future. Two of these, the Hummelbaugh and Cobean Houses, were present during the battle. Office use of these buildings requires incremental changes on the exteriors of the structures to fit them for modern office wiring, parking and other requirements of office space. These uses create potential negative impacts on these historic buildings and on the cultural landscape of the historic battle.

Archives and Collections

Archives and collections are stored in inadequate space without appropriate environmental controls. NPS has undertaken a number of initiatives to improve these collections, including improved monitoring and repair of the roofs of the Cyclorama Center and Roller Building, where the archives are stored. However, despite the best efforts of NPS to mitigate inadequate conditions, these conditions would continue and subsequent deterioration and decay of artifacts would continue to occur. Insufficient storage and the lack of appropriate environmental controls would inevitably lead to adverse impacts, including damage or loss of some materials over time.

The cyclorama painting would continue to be displayed in its current unsatisfactory conditions, and damage to it from the lack of appropriate environmental controls and improper hanging would continue. Further, annual inspections of the canvas and its backing are not possible because space behind the painting is too limited to allow scaffolding or mechanical lifts for access to the 26 foot tall painting. Therefore, maintenance and repairs that could help limit damage are

not possible in the current situation. Without adequate identification of problems and preservation, adverse impacts from degradation of the painting and loss of historic integrity would occur over time.

Archeological Resources

NPS is completing a 4-year survey and assessment of its archeological resources and has inventoried known sites. Until this work is completed, archeological protection efforts are taken on an emergency or project basis for individual known or suspected sites. Consequently, some resources are not known and thus cannot be protected, and potentially adverse impacts might occur from disturbance, loss of site integrity, or removal of objects. Potential beneficial impacts from protecting individual sites include halting resource degradation and facilitating research efforts.

Some archeological sites are located on privately owned land within the park boundary. Threats to these archeological sites from development or vandalism could result in a loss of artifacts and a degradation of their value for understanding the significant themes of the park.

Any construction or disturbance activity on NPS lands within the boundary would be preceded by an archeological survey. If any unknown resources are uncovered during construction or ground-disturbing activity, procedures to implement section 106 of the National Historic Preservation Act and, as appropriate, the Native American Graves Protection and Repatriation Act, would be instituted.

Agricultural uses may create impacts to archeological resources. Potential impacts to known and not-yet-known archeological sites may result from plowing, use of modern machinery, use of fertilizers and pesticides and cattle grazing. Potential adverse impacts from plowing include mixing of soil layers, breaking of artifacts, and loss of artifacts and site integrity because of erosion caused by deep plowing. Potential adverse impacts from use of heavy machinery include soil compaction, which changes soil properties, reduces its moisture-holding capacity and thus inhibits preservation of some types of artifacts. In wet weather and in wetland areas, heavy machinery makes ruts, which may expose historic layers. Use of fertilizers, manure and pesticides may damage artifacts by changing the acidic or alkaline properties of the soil, which in turn may affect preservation of artifacts and site characteristics. Cattle grazing may cause soil compaction, loss of vegetation in areas of heavy use by the animals, such as feeding and watering stations, and soil mixing in wetland areas and elsewhere during wet weather. The bovine habit of using the same trails year after year may create deep ruts through not yet identified sites. NPS has identified 49 known sites that may be experiencing some damage because of agricultural uses. Potential adverse impacts to these resources may occur as a result of disturbance, loss of site integrity or damage to objects.

Interpretation of archeological resources by staff and volunteers would serve to educate the public about the significance and value of archeological resources, although these efforts are limited by the availability of staff and volunteers. Heightened awareness about the value of these resources would have a beneficial effect by encouraging the public to advocate preservation and protection of these sites, which are threatened by vandalism and natural processes.

Agricultural Activities

Agricultural uses in the park would continue to be modern, using modern crops, patterns of planting and machinery. Non-historic field patterns would continue to dominate the battlefield.

Non-historic agricultural fencing would continue on the battlefield to permit grazing and other agricultural activities. In the past, these activities have led to adverse impacts, including damage to historic road traces, loss of historic fencelines and hedgerows and the subsequent loss of historic field and property boundaries. NPS is now prohibiting changes to the historic patterns of the 1863 battlefield to ensure that no additional adverse effects result from future agricultural modernization.

NPS' management of its orchards would continue to emphasize modern management techniques, including annual pruning, use of pesticides for pest control, and management of the Sherfy Peach Orchard for fruit production. All existing trees would be protected from pests and damage. However, the orchards would not accurately reflect their historic character and would retain a modern appearance. The heavy use of pesticides required for fruit production may raise environmental and public use issues. Eventually, NPS would take the Sherfy Peach Orchard out of production.

Conclusion

Existing impacts on cultural resources related to lack of adequate environmental protection and rehabilitation would continue. NPS would continue to preserve and maintain a modern agricultural landscape that does not reflect the conditions present in 1863. Cattle grazing, soil conservation plans and plowing would continue to affect negatively the landscape of the 1863 battle and the archeological resources of the park. The archives and collections of the park would continue to deteriorate, and damage to the cyclorama painting would continue to occur. The result would be continued adverse impacts to the integrity of the natural and cultural features that were significant to the outcome of the battle and the collections and archives of the park.

4.3.2 Impacts on Natural Resources

Topography

Topographic changes were made to historically significant portions of the park to allow the building of the park's two visitor centers and to facilitate agricultural modernization. The continuation of these uses would have no additional adverse effect on the existing topography. However, the continuation of uses that have changed the topography significant to the 1863 battle would prevent the return of the original grade and topography of those areas.

In the Soldiers' National Cemetery, NPS added fill to the Civil War era semicircle of graves to bring the grade to the height of the headstones, thus permitting the use of modern mowing equipment. This has the effect of reducing the visual impact of the headstones planned by the designer of the cemetery. This modern grade level would continue under this alternative.

Soils

In general, construction activities, cattle grazing, farming and visitor use (including horse trails) result in vegetation removal and exposure of soils to erosive forces. There is potential for short-term soil loss during construction activities due to erosion. However, the implementation of an erosion and sediment control plan appropriate to the particular site would minimize soil loss. Future development activities associated with construction projects would require assessment of site-specific soil impacts, with the application of appropriate mitigating measures to minimize potential adverse impacts.

Cattle grazing in wetlands and along streams would continue to cause soil compaction and ground cover loss. These impacts would result in increased soil loss over the long term and potential for localized reductions in biological productivity.

Plowing and other farming activities, including the use of heavy machinery, causes soil compaction, vegetation loss and soil erosion. NPS requires farmers to work fields using approved soil conservation plans, but does not require minimum or no-till methods. Plowing would continue to result in increased soil loss over the long term and potential for localized reductions in biological productivity.

Use of horse trails is causing severe soil erosion in places on the battlefield, most notably on the field of Pickett's Charge and elsewhere on the 2nd and 3rd day's battlefield. Recent attempts to stabilize some small areas of the trail have not been particularly successful in minimizing this condition. There would continue to be significant erosion as a result of the horse trails.

Concentrated human activity at certain monuments and in certain high-use areas of the park would continue to cause soil compaction and ground cover loss. These impacts would ultimately result in increased soil loss over the long term and the potential for localized reductions in biological productivity. Present management policies at heavily used sites would continue until criteria and plans were developed to limit further resource damage. NPS has undertaken a few actions at the Angle to try to limit soil compaction and erosion. These have had only limited success. To the extent that NPS can develop suitable changes to limit soil compaction, vegetation loss and erosion at sites suffering from visitor overuse, there would be beneficial impacts to soils.

Prime and Unique Farmlands

The continuation of current management policies does not present site-specific development proposals. Therefore, impacts to prime farmlands within the park boundary are not known. However, potential impacts are expected to be relatively minor. As site-specific proposals are developed, potential impacts on prime and unique farmlands would be evaluated as necessary as part of the environmental assessment process.

Water Resources

In general, impacts on water resources caused by cattle grazing in wetlands and streams would continue. Continued negative impacts on water quality because of increased turbidity are anticipated. Cattle are having a major impact on stability of stream channels and levels of turbidity in the upper reaches of Plum Run, Stevens Run and lower sections of Culp Run. In all cases, channel beds and banks are severely impacted because cattle have free access to the channel. In other areas, cattle graze in wetlands and are causing soil mixing, loss of vegetation, erosion and subsequent increases in turbidity.

Use of horse trails is causing severe erosion in places. Some direct sediment delivery to stream channels is occurring. To eliminate this in some places, NPS has constructed non-historic bridges.

Construction activities undertaken by the park would result in potential short- and long-term adverse impacts to water quality near construction sites. Erosion from loss of vegetation cover would increase levels of suspended solids in nearby streams or ponds during construction. However, the preparation of erosion and sedimentation control plans that include site-specific mitigation would minimize these impacts. Existing parking lots and overflow parking lots do not

have detention facilities to hold runoff and filter silt sediment and pollutants. Therefore, degradation of water quality in the park's small streams, ponds and wetlands would continue to be affected by runoff from the overflow parking lots.

Endangered and Threatened Species

The park is within the historic range of one federally threatened species, the bog turtle (*Clemmys muhlenbergii*). NPS is undertaking a survey that would be completed in 2000 to ascertain if this species occurs within park boundaries. If it occurs, NPS would initiate a monitoring program and would manage its habitats to maintain and enhance population levels. This may include enhancing critical habitat elements or other activities in known habitat areas, limiting development or other measures to ensure the continuation of the population within the park.

The NPS is currently protecting or managing areas within the park where known state listed species occur to maintain their current population levels. This alternative would result in no significant impacts to the sensitive species that presently exist in the park. No additional habitat would be created that might enhance the opportunity for those sensitive species that occur within a short distance from the park to expand their ranges to include the park.

Flora

The NPS does not actively manage its woodlands at Gettysburg NMP. They are allowed to develop naturally. This natural management approach enables the woodlands to be renewed through regeneration that develops in openings created by the death of overstory trees. This process should allow the woodlands to be renewed by plants common to the oak-hickory community.

In the past, high levels of browsing by deer and cattle have stunted the growth of preferred herbaceous plants, shrubs and trees and benefited the establishment and growth of non-native species. In addition, the overstory trees in the woodlands are approaching the limits of their normal life span. If both these processes continue, over time the health and vigor of the trees in woodlands would decline. With time and without continued controls on herbivory and invasive non-native species, the diversity and abundance of desirable herbaceous shrub and tree plants would decrease. Plants with shorter life spans that are better suited to other site conditions would replace those typical of an oak-hickory ecosystem. There would be a greater proportion of shrub species than tree species. The woodlands would have a more disorganized, less tended appearance. With reduced herbivory, the drift from an oak-hickory ecosystem would be less severe. NPS is undertaking removal of non-native species from some areas of the park. Control of non-native plants and reduced herbivory could reverse this drift and create a greater potential for sustaining the oak-hickory ecosystem, a beneficial impact on the woodlands of the park.

The appearance of vegetation in the park's agricultural areas would not change. Mowed areas would continue to have limited plant species and a managed landscape appearance.

Fauna

Current management policies favor forest species. As deer browsing in woodlands is controlled, the oak-hickory community should be perpetuated and thus the current faunal species maintained. The NPS population goal for white-tailed deer within Gettysburg NMP is eighty deer (twenty-five per square mile of forest), which is a level that should maintain the desired density under current management policies. The landscape would remain a mosaic of mature

woodlands, brushy thickets, grassy fields and open agriculture lands. Existing management of the park's agriculture program, such as cutting of hay during the nesting season for upland ground nesting birds, would continue to depress the populations of these species.

Conclusion

Existing impacts to natural resources related to visitor use and management of land through the agriculture program would continue. Impacts on soils and vegetation would be greatest in the commemorative areas of the park and along avenues and non-historic trails. Impacts on natural resources because of agricultural uses would be greatest along the park's small streams, and to ground nesting and open land species. The result would be an environment that would become more and more degraded over the long term.

4.3.3 Impacts on Visitor Interpretation and Experience

Impacts Relating to the Historic and Designed Landscapes of the Park. Many areas of the park do not reflect the historic setting of the 1863 battle or lack features that were significant to the outcome of the battle. In areas that do reflect the large-scale patterns of open space and woodlands present during the battle, visitors would continue to be able to understand the battle actions. However, in other critical areas of the park, the landscape has changed since the battle. Visitors to these areas would continue to be frustrated by the difficulty in understanding the movements of the armies and the actions that were part of the Battle of Gettysburg. In most areas of the park, visitors would not be able to see and understand the full set of landscape features that contributed to the outcome of the battle and provided key terrain, obstacles, cover, observation or avenues of approach for individual units and participants.

Impacts from existing Visitor Facilities. NPS currently provides museum exhibits that focus on the material and weapons used during the Civil War. Programs focus on aspects of the Battle of Gettysburg, with emphasis on battle tactics and in-depth explanations of specific battle actions. No museum exhibits or interpretive facilities offer information regarding the causes and consequences of the Gettysburg Campaign within the context of the Civil War. Personal interpretation programs discuss the impact of the battle on individual soldiers and noncombatants, and some discuss the consequences of the Gettysburg Campaign. However, because of staffing limitation, these programs reach less than 2% of the park's visitors annually. NPS does not offer programs regarding the commemoration of the battle or the political and social implications of the reconciliation of the north and the south.

Visitors would continue to benefit from the park's existing variety of programs, interpretive facilities, media and personal services programs. The visitor experience would continue to be adversely affected by the lack of museum interpretation regarding the causes and consequences of the Gettysburg Campaign within the context of the Civil War and the lack of availability of ranger programs.

Orientation information to the park and its resources would continue to be limited. Visitors seeking basic information about the park would continue to stand in long lines at the information desk during busy periods to get the information they need. Space limitations mean that the Visitor Center would continue to lack information or interpretation regarding other themes and interpretation available in the region.

The Gettysburg Convention and Visitor Bureau would continue to provide information about lodging and regional attractions. However, limitations on personnel and space available for information would continue to mean that not all visitors who might find such information useful would have access to it.

Visitors would continue to be inconvenienced by the lack of accessible museum exhibits at the park visitor center, and the lack of an accessible cyclorama gallery. Visitors would continue to use the cyclorama gallery, although it does not meet fire codes. NPS would continue to seek funding and find ways to protect the cyclorama painting and visitors from fire. The capacity of the Visitor Center and the bookstore would continue to be exceeded by attendance, resulting in high congestion within these areas and a high visitor turn-away rate. Visitors would continue to find crowded conditions, long lines and insufficient bathrooms at the park visitor centers.

Impacts from Visitor Use and Management: Although park managers seek to prevent and mitigate conflicts between visitor use and resource management, conflicts would likely continue and would be handled on a case-by-case basis. Efforts to protect sites from damage as a result of visitor over-use would continue to introduce modern elements from different styles of design into the commemorative areas of the park.

NPS would continue to host a variety of non-Civil War related special events and uses. These uses, including events such as dog-a-thons and bicycle races would continue to impinge upon the experience of the majority of visitors, who come to the park to understand and enjoy its history.

Impacts from Partnership Interpretation of the Borough of Gettysburg: Continuing existing partnerships with Main Street Gettysburg and others would strengthen the interpretation of the Borough of Gettysburg and the role of its citizens in the battle and its aftermath. This would continue to link interpretation of the battle and its aftermath in the community to the park. This would have a beneficial effect on visitors' experiences in the community.

Conclusion

The no-action alternative would provide fewer opportunities for visitors to receive adequate orientation, interpretation and park and regional information. More than the other alternatives, once visitors arrive in the park, they would continue to have difficulty getting timely and accurate orientation to park resources, programs and facilities. The visitor centers would continue to be inadequate for providing in-depth interpretation of primary park themes. Visitors would continue to have difficulty in understanding the movements of the armies and the impact of the battle on individual participants in many areas of the park. Visitors would continue to be inconvenienced by lack of accessible, adequate facilities that meet health and safety standards and by events that do not relate to the park's mission and themes.

4.3.4 Impacts on the Socioeconomic Environment

Visitation

There are a number of site-specific factors as well as underlying trends that are the basis for the long-term attendance outlook at Gettysburg National Military Park. Some of these are:

- The physical circumstances of the park's environment including the system of access roads and the location of the most well known areas.

- Population in the United States over the next 20 years is forecast to grow more slowly than in the past 20 years. The U.S. Census Bureau has projected an overall average annual increase in population of 0.9% for the United States. However, in the northeast, the region from which Gettysburg NMP draws many of its visitors, the projected annual increase in population is only 0.3 to 0.4%.
- The U.S. population is aging, becoming better educated and financially better off. History-oriented travelers are generally older. By the year 2006, the over-50 population would expand by 50% from current levels. These trends would likely increase visitation to destinations such as Gettysburg.
- Increasingly, vacations are shorter in duration but occur more frequently. This suggests that the regional market for Gettysburg would become increasingly important, but the long-distance market less important. Group bus travel is becoming a larger portion of the travel market, suggesting that there would be an increase in the number of bus groups visiting Gettysburg.
- The travel and leisure industries are becoming increasingly dominated by major destinations, which offer highly capitalized and very controlled environments. These environments are quite different from the experience offered at Gettysburg NMP. Thus, while destinations such as Gettysburg may offer a welcome relief from packaged vacation destinations such as Williamsburg, the mass audience's leisure travel expectations are being shaped by these major destinations.
- There has been a huge investment in attractions and visitor infrastructure in metropolitan areas throughout the U.S. There is increasing competition for available leisure time and expenditures.
- Because NPS does not advertise, and the national park is the dominant draw to Gettysburg, this destination must compete with the increasingly well-funded and sophisticated marketing initiatives of major as well as lesser destination areas.

Under the no action alternative, there would be no improvements to the park's visitor centers or to its landscape. The increase in attendance in recent years because of media exposure from films and television series and the general market growth of the last decade is expected to dissipate. Thus the projected probable visitation for this alternative in the projection year, 2007, is expected to be 1,650,000, a decline in attendance from current levels. Probable visitation at the Visitor Center is projected to be 1,155,000, a slight decrease over current levels of attendance.

Visitor Expenditures in the Visitor Center

The NPS Visitor Center currently and in the future would provide visitor spending opportunities. Data in Table 27 shows current visitor spending for selected spending categories at the existing visitor centers. The existing Gettysburg NMP visitor centers already attract visitor spending for tickets to the Electric Map Theater and Cyclorama Program and retail sales at the Eastern National book and museum store. The level of spending in the park visitor centers is forecast to decrease slightly as visitation decreases in this alternative. This would also result in a decrease in the park's return from Eastern National. These returns are used for interpretive programs and resource preservation throughout the park.

Table 27: Estimated Sales at Park Visitor Centers, Alternative A

Venue/Program	Current Baseline[1]	Alternative A
Welcome Center	NA	NA
NPS Museum	NA	NA
Cyclorama	$300,986	NC
Theater	NA	NA
Electric Map	$642,607	NC
Eastern National Book and Museum Store	$2,290,182	NC
Cafeteria	NA	NA
TOTAL:	$3,233,775	$3,112,700
Per Capita For Visitor Center Visitors	$2.69[2]	$2.69[3]

NA = Not Applicable
NC = Not Calculated
1 Fiscal Year ending 10/31/97
2 Based on 1,200,000 visitors to park visitor centers
3 Based on 1,155,000 visitors to park visitor centers
Source: Office of Thomas Martin

Visitor Expenditures

Direct visitor expenditures are forecast to decrease slightly over time in Alternative A. (This is because of the slow erosion of attendance forecast as a result of lack of reinvestment.) The decrease in visitor expenditures would be felt across all sectors of the tourism economy. Table 28 estimates visitor expenditures in the forecast year, 2007; Table 29 predicts how changes in visitor expenditures would be felt in different sectors of the local economy; and Table 30 summarizes the economic impact as a result of the No Action Alternative.

Table 28: Estimated Total Annual Visitor Expenditures, Alternative A

	1996	Alternative A
Park Visitation (visitors/year)	1,707,120	1,650,000
Total Per Capita Visitor Expenditures (both in Park and in Community)	$68.00	$68.00
Total Visitor Expenditures	$116,084,160*	$112,200,000
Per Capita Visitor Expenditures in Park	$1.89	$1.89
Total Visitor Expenditures in Park	$3,233,800	$3,112,700
In-Park Visitor Expenditures as a Percent of Total Visitor Expenditures	2.8 %	2.8 %
Visitor Expenditures in the Community (= Total Visitor Expenditure - in Park Expenditure)	$112,850,360	$109,087,300
Change in Community Expenditures (excluding in Park Sales)	$0	($3,763,100)
Percent Change in Community Expenditures (excluding in Park Sales)	0 %	-3.3 %

Source: Office of Thomas Martin

** This estimate is based on an expenditure of $68 per visitor. This results in a higher total for Visitor Expenditures than shown in the Adams County Economic Impact Report.*

Table 29: Potential Future Visitor Expenditure for Alternative A, Compared to Current Levels of Expenditure

Total Visitor Expenditure: (both in Park and in Community)	
Lodgings	Decrease
Food	Decrease
Transportation and Other	Decrease
Retail and Amusements	Decrease
TOTAL	Decrease
Visitor Expenditure in Community (Excluding in Park Expenditures)	
Lodgings	Decrease
Food	Decrease
Transportation and Other	Decrease
Retail and Amusement	Decrease
TOTAL	Decrease

Source: Office of Thomas Martin

Table 30: Annual Economic Impact of the Gettysburg NMP and Eisenhower National Historic Site, Alternative A: No Action

	Estimated 2007
Direct Contributions of Gettysburg National Military Park to Local Economy:	Current Dollars
Park and Related Operations	
GNMP/ENHS operations	Stable
Licensed Battlefield Guides	Stable
Eastern National	Stable
Eisenhower Tour	Stable
Crop income	Stable
Friends of the National Parks at Gettysburg	Not Available
Tax Effects	
Amusement	Slight Decrease
Wage/Per capita	Stable
Real estate	Stable
Sales	Slight Decrease
State Income Tax	Stable
Tax Revenues	Slight Decrease
IMPACT ON LOCAL ECONOMY	Slight Decrease

Source: Office of Thomas Martin

NPS Employment

In 1997, the park employed the equivalent of 75 full time employees. The federal cost of operating the park was $4,664,200. This is not forecast to change as a result of Alternative A. (The 1997 cost figures differ from the 1996 figures because of the 1997 budget increase allocated to the park by Congress.)

Setting and Visual Resources

Residential and commercial development outside of the park's boundaries would continue, and this development would gradually affect the primarily agricultural setting of the park and the Gettysburg Battlefield Historic District. As suburban development increases, additional modern intrusions on the agricultural setting of the battlefield would likely be created. Interpretively important views from the park would eventually become less agricultural and more suburban or

commercial in nature. The ongoing cooperative efforts to preserve agricultural land within the county would protect some sites from additional or inappropriate residential or commercial development.

Development Adjacent and Near the Park

Development near the park's boundaries and along the roads that serve as its primary gateways would continue. The U. S. Route 30 and 15 Bypass corridors would continue to experience rapid commercial strip development. Areas that were historically agricultural and residential, especially along Taneytown Road, Baltimore Pike, Chambersburg Pike and Emmitsburg Road would continue to be gradually converted to commercial uses.

Conclusion

The lack of reinvestment in the park would eventually erode visitation, which in turn would result in a slight decrease in visitor expenditures and tax generation in the local community. This would result in a loss of $3,763,100 by year 2007, a reduction of 3.3% from current levels. That would mean that all sectors of the tourist economy would experience a minor decrease in visitor spending. The setting of the park and its gateways, and historically important views from the park, would gradually shift from its historic agricultural character to a more suburban and commercial character.

4.3.5 Impacts on Traffic, Parking and Transit

The No Action Alternative would result in continued overcrowded parking conditions at the Visitor Center. Lack of parking often requires visitors to park in the overflow lots at Fantasyland and on the Visitor Center lawn. This requires the visitor to walk along busy roadways to reach the Visitor Center, which is both unpleasant and dangerous. As Table 31 indicates, approximately 453 autos and 13 buses require parking spaces during the peak hour of 11:00 - 12:00 on an average July day. The main lots currently have 234 regular spaces and 18 oversize spaces. On busy days, another 75 cars may park at the Fantasyland overflow lot, and about 150 to 200 cars are parked on visitor center lawns and surrounding fields. Even with these areas, spaces are inadequate to meet demand during most spring and fall weekends and most summer days, forcing many visitors to spend their time hunting for a parking space.

Table 31: Required Parking, Alternative A: No Action Alternative

Time of Arrival	Vehicles In	Vehicles Out	Required Parking for Cars	Required Parking for Buses
8:00 - 9:00 A.M.	90	26	62	2
9:00 - 10:00 A.M.	199	58	197	7
10:00 - 11:00 A.M.	307	137	368	12
11:00 - 12:00 P.M.	253	166	453	13
12:00 - 1:00 P.M.	163	213	407	10
1:00 - 2:00 P.M.	176	218	371	4
2:00 - 3:00 P.M.	123	187	311	0
3:00 - 4:00 P.M.	106	173	244	0
4:00 - 5:00 P.M.	141	138	248	0
5:00 - 6:00 P.M.	123	129	242	0
6:00 - 7:00 P.M.	106	188	160	0

Source: Orth-Rogers Associates

Despite the fact that overall visitation would decrease in Alternative A, peak period conditions are likely to be qualitatively similar to the current condition. Visitors would continue to be subjected to traffic and gridlock or near-gridlock conditions on some park roads on days when visitation is high. NPS would continue to manage these situations on a case-by-case basis. Pedestrians visiting monuments in highly visited areas, such as Hancock Avenue, would continue to experience conflicts with heavy bus and automobile traffic. The No Action Alternative would result in continued degradation of the historic battlefield due to improper vehicular parking, overuse by pedestrians and traffic congestion. Most severely affected would continue to be Little Round Top and Hancock Avenue.

Under the No Action Alternative, visitor traffic would continue to contribute to increased levels of congestion on Business Route 15 and Washington Street. The existing traffic patterns are not anticipated to change from the existing arrival and departure routes currently used by visitors. According to previously published reports, Routes 15 and 30 in the Borough of Gettysburg are

currently experiencing some degree of congestion and it is not expected to improve in the future under the No Action Alternative.

A summary of traffic, parking, and transit impacts in the case of Alternative A is presented in Table 32.

Table 32: Impact of Alternative A ,Traffic, Parking, and Transit

Type of Impact	
Parking Availability	
Bus Parking - Visitor Center	Less demand, periods of overload
Avenue Parking	Continued overloads
Auto Parking - Visitor Center	Less demand, periods of overload
Traffic Congestion	
Park Avenues	Modest decrease, due to lower visitation
Downtown Areas	Modest decrease, due to lower visitation
Taneytown Road	Modest decrease, due to lower visitation
Baltimore Pike	Unchanged
Steinwehr Avenue	Modest decrease, due to lower visitation
Pedestrian Access	Unchanged
Linkage to Downtown	Unchanged
Ease of Access to Park Venues	Unchanged

Source: Orth-Rogers Associates

Conclusion

Visitors would continue to be inconvenienced by the lack of parking, accessible exhibits and traffic congestion. The No Action Alternative would result in frequent overcrowded conditions both within the visitor center parking areas as well as throughout the park at popular park venues. Peak period visitors, even assuming slight decreases in annual visitation, would continue to find their park experience hampered by lack of parking, overcrowded roadways and inaccessible venues. The parking areas at the park visitor centers would continue to be inadequate for providing for even moderate levels of visitation.

4.3.6 Impacts on Park Operations

Visitor Center, Administrative and Maintenance Facilities and Operation: NPS would continue to staff two visitor centers that are adjacent to one another, a duplication of information staff, bookstore staff, interpretive staff and maintenance staff. NPS would continue to use historic buildings for office space, and have a fragmented staff in make-do facilities. Resulting communications problems and inadequate work and storage space would continue to create adverse impacts on efficient park operations.

4.3.7 Cumulative Impacts

Cultural Resources

Impacts to cultural resources outside the park are primarily a result of urbanization. These impacts include the loss of topographic, landscape, visual, built and subsurface resources related to the Battle of Gettysburg and the Gettysburg Campaign, generally because of commercial and residential development. Although many groups and individuals are actively preserving battle-related sites and resources, these impacts are anticipated to continue in the future.

Under Alternative A, the gradual, incremental loss of integrity of the physical remains of the battle, both on the battlefield and in the park's archives and collections, would continue. This would eventually result in the loss of features present during the battle, objects found at the battle site, documents and photographs, and subsequent features placed on the field to commemorate the battle.

The gradual loss of integrity within the park would contribute to the continued loss of integrity of the cultural resources related to the Battle of Gettysburg and the Gettysburg Campaign.

Natural Resources

Impacts to soil and water resources outside the park are primarily a result of urbanization, point sources of pollution and agriculture operations, which include crop fields, pastures, and livestock operations. Potential impacts include commercial and residential development, non-point sources of pollution from substances such as fertilizers and herbicides, and continual soil loss through various agriculture activities. These activities and impacts are anticipated to continue in the future.

The Chesapeake Bay Program has monitored these activities for about 13 years. Data collected within the Chesapeake Bay watershed since 1985 indicates that urbanization has increased by 12%, point sources of pollution have decreased by 50%, croplands have decreased by 3%, and other agriculture activities have increased by 2%. Two specific substances that are monitored to evaluate the effects of these activities are nitrogen and phosphorus. Since 1985, nitrogen levels have decreased by 3% in Pennsylvania and 8% in the Chesapeake Bay watershed while phosphorus levels have decreased respectively by 15% and 25% in Pennsylvania and the Chesapeake Bay watershed, respectively.

Alternative A does not promote additional urbanization or the perpetuation of point sources of pollution in the park so there would be no cumulative impacts because of these activities; however, agriculture activities would be continued in the park. For the past 15 years, NPS has required that soil conservation plans be developed and implemented for all crop fields that were in production. This helps reduce soil loss and nutrient flow into the watershed. However, NPS still permits grazing in riparian areas. As part of Alternative A, NPS would continue to require soil conservation plans. The NPS' increment to any cumulative impacts would be negative because of continued soil erosion and nutrient loading. However, because the park is such a small feature on the regional or national scale, the effects of NPS' action should have a negligible effect overall.

Impacts to vegetative resources outside the park are primarily a result of urbanization and suburban sprawl. These activities have resulted in the increase of land taken out of cultivation and natural succession and put into industrial uses, commercial uses, roads, and houses. These activities and impacts are anticipated to continue outside the park boundaries in the future.

Historically, the entire East Coast, including Pennsylvania, was a contiguous hardwood forest; however, for the past 200 years this forest has been fragmented. The mosaic of small closed wooded areas and open agriculture lands has existed in the Adams County area for over 100 years. This alternative proposes the landscape remain as it is today.

The single biggest threat to most wildlife species is the permanent loss of habitat. The two most prominent types of wildlife habitat in South-central Pennsylvania are hardwood forests and open grasslands. Habitat loss is primarily a result of commercial and residential development. Proposed development activities are anticipated to result in the reduction of undisturbed wildlife habitat throughout the region in the future.

The Adams County area has been a mosaic of open grasslands, agriculture fields, and small wooded areas for over 150 years. While forested habitats have decreased statewide by less than 1%, they have increased within Adams County by 3%. The last forest inventory indicates that there is over 100,000 acres of forest in Adams County while native grasslands are almost nonexistent within the county. Permanent habitat loss occurs routinely throughout the region due to urbanization and development. Alternative A would result in no permanent loss of wildlife habitat; however, it does propose retaining the current configuration of woods and open areas. This action would have no adverse impact on forest species but it would have a minimal negative impact for grassland species, because native grassland habitats are not as abundant as forested habitats. Since no changes would be made in the agriculture program, breeding and nesting areas of grassland birds, many of which are species of special concern would continued to be impacted. Consequently, the incremental long-term impact for grassland species would be negative. With the net increase in forested land in Adams County over the past ten years and no changes to the management of grassland habitat, there would be a minor negative impact. However, NPS' contribution to cumulative impacts on a region or nation wide basis would be negligible because of the small area being affected.

Visitor Interpretation and Experience

The Borough of Gettysburg, the Gettysburg Convention and Visitors' Bureau, the Gettysburg-Adams County Chamber of Commerce and others provide orientation, visitor information, and other services to help acquaint visitors. Main Street Gettysburg and many private museums and attractions provide interpretive opportunities to the public. These activities would be likely to continue.

The information facilities and systems provided would contribute less to regional and NPS efforts to expand interpretation and information opportunities for the public than any of the other alternatives. Any orientation and interpretive activities provided under this alternative, when combined with other similar activities in adjacent parks and other federal and state areas, would have a positive cumulative effect on visitor orientation and interpretation.

Socioeconomic Environment

Overall, tourism is a small sector of the Adams County and regional economy. The Borough of Gettysburg, Main Street Gettysburg and the county's tourism and business promotional agencies and organizations are developing additional facilities for tourists. Planned developments include additional wayside exhibits to enhance the historic pathway in Gettysburg, as well as the preservation and development of the Lincoln Train Station. Private individuals are developing facilities for tourists, including new attractions like the Schriver House. Adams County is

cooperating with the Commonwealth of Pennsylvania, NPS and others to consider extension of the Lincoln Highway State Heritage Corridor into the county and the Borough of Gettysburg. NPS is cooperating with the Borough of Gettysburg, Main Street Gettysburg and other local groups and agencies to develop additional interpretation and tourism facilities for the area. These kinds of additional tourism development activities are anticipated to continue in the future, and would likely result in improvements to the local tourism economy.

The contribution of park visitors to the local tourism economy is described in Table 23. The erosion of visitation predicted as a result of the implementation of Alternative A would have a minor, but negative, effect on the regional economy. However, considering the other tourism development activities occurring in the community, the effects of NPS' actions on a regional or national scale would be negligible.

Impacts to the historically agricultural character of Adams County are primarily a result of residential and commercial development. As noted in section 3.4.10, increasing population, a growth rate many times that of the rest of Pennsylvania, and the development of new commercial corridors along U.S. Route 15 and 30 Bypass, Baltimore Pike and other gateways to the park and the Borough of Gettysburg are rapidly changing the character of the surrounding areas. This alternative does not promote additional urbanization of the surrounding areas, so there would be no cumulative impacts because of these activities.

Traffic, Parking and Transit

Development along U.S. Route 30 is accelerating, and recent additions include a new large grocery store in a strip commercial development, new fast food restaurants, and new hotels built between U. S. Route 15 Bypass and the Borough of Gettysburg. Also announced is a $100 million visitor amusements / hotel / conference center development with associated services at the intersection of U. S. Route 30 and the U.S. Route 15 Bypass. At the intersection of U.S. Route 15 Bypass and Baltimore Pike, a 400,000 square foot retail outlet mall, with a hotel, food service and associated services has been approved. These developments, along with others that are planned but not yet approved may change traffic patterns and may create other effects on local traffic congestion. Changes to local and regional traffic patterns because of increasing suburban and commercial development are expected to continue in the future.

The slight reduction in visitation predicted for this Alternative would result in a modest decrease in park-related traffic within the park and in downtown Gettysburg, Taneytown Pike and Steinwehr Avenue. These modest decreases are likely to have a negligible effect on local and regional traffic congestion. General congestion within the Borough of Gettysburg is anticipated to remain because of the unrelated growth of the surrounding areas.

4.4 IMPACTS COMMON TO ALL ACTION ALTERNATIVES

Impacts from the prescriptions that are common to all action alternatives are considered in this section. Impacts from the construction of new facilities that are the same under each action alternative are also discussed. Impacts that vary between Alternatives B, C and D, such as projected economic impacts or parking requirements are considered under each alternative.

4.4.1 Impacts on Cultural Resources

Historic and Designed Landscapes

Impacts from the elimination of modern structures and intrusions: NPS has perpetuated two major modern intrusions on the landscapes of the 1863 battle and its commemoration, the park visitor centers and their associated entrances and parking lots. Removal of the Cyclorama and Visitor Centers and rehabilitation of their sites would eliminate the major NPS-owned intrusions on the historic setting of the battlefield. Rehabilitation of these sites would significantly improve the historic setting of the heart of the 3rd day's battlefield, adjacent to the Soldiers' National Cemetery.

NPS also maintains several minor modern intrusions on the historic landscape, including the amphitheater and South Confederate Avenue picnic area. Both are immediately adjacent to park avenues, although both are somewhat shielded from view by woodlands. However, once removal of non-historic vegetation is accomplished, these areas would be much more visible to the public. Removal of these facilities to the new Visitor and Park Services Overlay Area would improve the historic setting along South and West Confederate Avenues. Removal of the amphitheater would also allow replanting of the historic Pitzer Woods.

Rehabilitation of the park's historic landscape in these areas would be guided by recommendations that would be developed as part of a cultural landscape report and treatment plans. No structures would be removed unless their removal is concurred with by the State Historic Preservation Officer.

Impacts Resulting from Changes to the Agriculture Program: Gradually removing or taking field drains out of service would restore some areas of marsh and wetlands present during the battle. Some of these wet areas were significant to the outcome of the battle. Restoring them would have a beneficial effect on the historic setting of the 1863 battle.

Impacts Resulting from Management of Visitor Use: Monuments and commemorative areas are suffering damage from overuse. Rehabilitation or reconstruction of historic features developed to protect resources from visitor overuse would have a positive effect on the commemorative areas of the park. In some cases, where no historic feature existed, modern features such as walkways, guardrails and other surface hardening may be added to protect resources. Addition of limited modern features to protect historic resources would create a minor negative impact on the Battlefield Commemorative Resource Area, by introducing some modern elements that were not a part of the historic landscape. However, restoration and reconstruction of the historic visitor use management features, such as bollards, paths, etc., would limit the use of modern features, and coordination of design would eliminate some of the hodge-podge of modern features currently present on the battlefield. Removal of non-historic trails would eliminate a modern intrusion on the battle landscape and have a positive beneficial impact on the park's historic landscapes.

Impacts from Restrictions on New Monumentation: NPS currently allows some new monuments to be built in the park. Prohibiting new monuments would reduce the number of modern intrusions in the historic areas of the park.

Impacts from Preservation Activities: Impacts from routine preservation activities would be like those described in Alternative A.

Historic Structures

Impacts from the Elimination of Modern Structures and Intrusions: In December 1995, NPS prepared a determination of eligibility for the Cyclorama Center designed by architect Richard Neutra. The NPS determination found that the building did not meet the criteria of exceptional significance necessary to be eligible for the National Register of Historic Places. The Pennsylvania State Historic Preservation Officer concurred with this finding in May 1996. Using this finding as a starting point, NPS developed the draft GMP/EIS proposal, which suggests, among other things, the relocation of the cyclorama painting to a gallery where NPS can better preserve it, the removal of the Cyclorama Center, and the rehabilitation of the park's cultural landscapes. In September 1998, after the issuance of the draft GMP/EIS, the Keeper of the National Register of Historic Places reversed this finding, and the building was declared eligible for listing on the National Register. In December 1998, NPS began consultations with the Advisory Council, the Pennsylvania State Historic Preservation Officer, and interested parties and individuals. On May 14, 1998, the Advisory Council announced its support of the draft GMP/EIS proposed treatment for the park's cultural landscapes, the cyclorama painting, and the Cyclorama Building. Before undertaking these actions, NPS would consult with the Advisory Council and the Pennsylvania State Historic Preservation Officer to develop appropriate mitigation policies with regard to the removal of the Cyclorama Center.

The Visitor Center building is not considered eligible for listing on the National Register of Historic Places, and is not listed on the park's List of Classified Structures. The State Historic Preservation Officer concurred with the finding that the Visitor Center building is ineligible for listing on the National Register of Historic Places on January 6, 1999.

Restoration of the grade around the Cyclorama and Visitor Centers would rehabilitate the original configuration and appearance of the battle terrain and battle lines, including reconstruction of stone walls and other features removed for the parking lots. It would also restore the original appearance of battle markers (especially that of the 12th Massachusetts Volunteers and of the 90th Pennsylvania Volunteers right flank marker) and of the trees of the grove (many of which are currently situated in tree wells.)

Removal of the parking lots, buildings and sidewalks at Ziegler's Grove would allow the original drainage and grade to be re-established. Among other things, this would alleviate destruction of historic fabric at the Leister Barn from dampness and allow the Leister orchard to grow.

Impacts from Development of New Visitor Facilities: Existing stone walls at both the sites of the existing visitor centers and in the new Visitor and Park Services Overlay Area would be protected during construction. Construction of the new museum complex would require breaching of two stone walls that may be historic in order to provide access to the site from both Baltimore Pike and Taneytown Road. If the walls are determined to be eligible for listing on the National Register of Historic Places, NPS would consult with the Pennsylvania State Historic Preservation Office and the Advisory Council on Historic Preservation in accordance with 36 CFR 800 and the National Historic Preservation Act, as amended.

The ridge, monuments and archeological site associated with the Hunt Avenue position of Kinzie's Battery would be protected. The Gettysburg National Battlefield Museum Foundation would purchase and remove private homes and an existing recreational vehicle (RV) center on the west side of Baltimore Pike as a part of the museum complex project. These properties are either within the park boundary or the Gettysburg Battlefield Historic District, and are part of the Battle Action Resource Area. Their removal would rehabilitate part of the battlefield, enhance the preservation of the Baltimore Pike battle action area, and allow for the interpretation of the Union artillery line and its impact upon the outcome of the battle.

Impacts Resulting from Management of Visitor Use: Provision of access, guardrails, and other means to protect commemorative resources and monuments would reduce damage and loss of integrity of these resources.

Impacts from Preservation Activities: Impacts from routine preservation activities would be like those described in Alternative A.

Archives and Collections

Impacts from Development of New Visitor Facilities: The development of archival and collections storage space that meets NPS requirements would make a considerable contribution to the long term protection and preservation of these resources. Improvement in the protection of collections would halt the decay and deterioration of the collections. The addition of new collections storage and the correction of environmental control problems would mean that the overall condition of the collections would be greatly improved under the action alternatives. Preservation of the cyclorama painting would mean that the deterioration that is now occurring could be halted, and its installation in a gallery of sufficient size would mean that it could assume its proper shape. Annual inspections and ongoing maintenance could prevent or minimize future deterioration. The process of relocating the archives, collections and the painting may mean that some damage to individual items would occur. However, overall the condition of the archives and collections, including the cyclorama painting, would be greatly improved.

Archeological Resources

Impacts from Park Preservation, Construction and Maintenance Operations: The impacts from routine park operations would be like those described in Alternative A.

Impacts from the Elimination of Non-Historic Structures and Intrusions: An archeological survey of the area around the visitor centers was conducted in 1984. It concluded that there was little possibility of finding intact archeological remains in the area. However, care would be taken to protect archeological resources that may be unknown and may be undisturbed in the area.

Impacts from Development of New Visitor Facilities: A preliminary (Phase I/II) archeological study for the site of the proposed museum complex has been completed. The survey found 7 small prehistoric sites, 3 historic quarries and approximately 78 Civil War artifacts, consisting of a whole artillery shell, fragments, and minie balls and spent rounds. The Pennsylvania State Historic Preservation Officer determined that none of the prehistoric sites were considered eligible for listing on the National Register of Historic Places. Current plans for the museum complex would impact 5 of the 7 prehistoric sites. The Gettysburg National Battlefield Museum Foundation would complete additional archeological work on portions of the property that might be disturbed by construction. Additional actions include more historic research, another phase of

field investigation and listing the historic quarries on the Pennsylvania Archaeological Site Survey. Further actions may be recommended after more research is completed, and may include site monitoring during construction.

No recent archeological surveys of the Fantasyland site have been conducted. Surveys of the area may locate previously unknown and significant archeological sites. Because of construction of the access roads and NPS visitor facilities such as a picnic area and amphitheater, an undetermined number of currently unknown significant archeological sites might be affected. If such sites are found as a result of a survey, every attempt would be made during project design to program construction so that it could avoid them. The development of a research plan would allow archeologists to place mitigative actions within an appropriate research context, maximizing efficiency in data recovery. A monitoring and preservation program would allow archeologists to determine the nature of cumulative impacts, and devise avoidance or mitigation methods.

Impacts Resulting from Changes to the Agriculture Program: The gradual reduction and/or elimination of plowing and encouragement of the use of minimum or no-till methods would limit potential adverse impacts from plowing. These impacts include mixing of soil layers, breaking of artifacts, and loss of artifacts and site integrity because of erosion caused by deep plowing. Encouraging the use of minimum and no-till methods instead of plowing would have a beneficial effect on archeological resources in the park. Potential adverse impacts from use of heavy machinery, cattle grazing and use of fertilizers would be as noted in Alternative A, Continuation of Current Management Practices.

Impacts from Preservation Activities: Impacts from routine preservation activities would be like those described in Alternative A.

Conclusion

No known significant historic sites or subsurface resources would be affected as a result of these actions. There would be positive impacts on the historic landscape of the 1863 battle because of elimination of non-historic intrusions in the Battle Action Resource Area. Changing the park's agriculture program would mitigate the slow degradation of cultural resources caused by erosion, deterioration, plowing and other agricultural activities. There would be positive impacts on the condition of the park's collections, archives and the cyclorama painting.

4.4.2 Impacts on Natural Resources

Topography

Impacts from the Elimination of Non-Historic Intrusions: Removal of the Cyclorama Center would permit NPS to re-establish the historic grade (which was documented as a part of the construction of the Cyclorama Center). This would require additional excavation activities and the replacement of missing soil to restore the original slope and grade on approximately 22 acres.

Impacts from the Development of New Visitor Facilities: There would be minor topographic changes made as a part of the construction of new visitor facilities. In general, design would seek to minimize topographic changes and keep as much of the site in a natural condition as possible. At a maximum, approximately 15 to 18 acres would be disturbed for the museum complex construction, and another 6 to 8 acres would be disturbed to accommodate detention basins. On the Fantasyland site, about 6.5 acres would be disturbed to accommodate a new amphitheater,

picnic area, youth campground and parking.

Impacts Resulting from Changes to the Agriculture Program: Redesign of the park's agricultural program would reduce the frequency of minor topographic changes made to the field of battle to accommodate modern mechanized farming.

Soils

Impacts from Development of New Visitor Facilities: There is potential for short-term soil loss from erosion during construction activities related to the construction of the new museum complex. Approximately 15 to 18 acres of soil would be disturbed for the new museum complex, another 6 to 8 acres for detention basins, and 6.5 acres on the Fantasyland site for new visitor facilities. However, the implementation of an erosion and sediment control plan appropriate to the particular site would minimize soil loss. Appropriate mitigating measures would minimize potential adverse impacts. At the existing visitor centers' sites, approximately 22 acres of land disturbed by construction would be restored to its historic agricultural or commemorative condition, and an additional 7 acres of land that is currently a mowed lawn would revert to meadow. At the sites of the current picnic area, amphitheater and youth campground, approximately 8.6 acres of disturbed land would be returned to woodland, pasture or meadow.

Impacts Resulting from Changes to the Agriculture Program: Exclusion of cattle from wetlands and along streams would reduce soil compaction and ground cover loss. This action would lower the rate of soil loss over the long term and may increase biological productivity in the affected stream channels, especially Plum Run, Stevens Run and lower sections of Culp Run. Exclusion of cattle would also protect wetland areas, especially in the Codori-Trostle and Culp pastures.

The use of heavy farming machinery would continue to cause some soil compaction, vegetation loss and soil erosion. Gradually phasing in the use of minimum or no-till methods instead of plowing would eventually result in a decrease in soil loss over the long term and increase the potential for biological productivity in these areas. NPS would continue to require approved soil conservation plans for each field included in the agriculture program.

Impacts Resulting from Management of Visitor Use: Concentrated human activity at certain monuments and in certain high-use areas of the park would continue to cause soil compaction and ground cover loss. These impacts would ultimately result in increased soil loss over the long term and the potential for localized reductions in biological productivity. However, a comprehensive management plan to limit damage from visitor overuse has the potential to provide beneficial impacts on soils around these monuments. NPS would develop criteria and site-specific management plans for parking, roadway damage, pulloffs, and heavily used monuments. Management of parking at the visitor centers, and along roadsides would help prevent soil compaction and vegetation loss in these areas. To the extent that NPS can develop suitable changes to limit soil compaction, vegetation loss and erosion at sites suffering from visitor overuse, there would be beneficial impacts to soils.

Prime and Unique Farmlands

Impacts from Development of New Visitor Facilities: There are no unique farmlands in the park, but there are several areas of prime farmlands. At the proposed site of the new museum complex,

there are about 10 acres of prime farmlands that may be affected by development. A Farm Conversion Impact Rating and Land Evaluation System Report would be completed before any work begins.

Water Resources

Impacts from Development of New Visitor Facilities: Existing Visitor Center parking lots and overflow parking lots at Fantasyland do not have detention facilities to hold runoff and filter silt, sediment and pollutants, causing degradation of water quality in the park's small streams, ponds and wetlands. These parking lots would be removed, and this source of runoff eliminated. New parking areas would be built to retain runoff, control volume of flow and to filter out surface pollutants. There would be a positive impact on the water quality of the park's small streams and ponds because of these actions.

Construction activities would result in potential short- and long-term adverse impacts on water quality near construction sites. Erosion from loss of vegetation cover would increase levels of suspended solids in nearby streams or ponds during construction. However, the preparation of erosion and sedimentation control plans with site-specific mitigation would minimize these impacts.

Impacts Resulting from Changes to the Agriculture Program: In general, impacts on water resources caused by cattle grazing in wetlands and streams would be reduced. Some positive impact on water quality because of decreased turbidity is anticipated.

Wetlands and Floodplains

Impacts from Development of New Visitor Facilities: There are no 100-year or 500-year floodplains on the proposed site of the new museum complex. Therefore, there would be no impact on floodplains as a result of the development of these facilities. However, several small areas of wetlands would be impacted by construction of the center, its parking lots and roads, and its detention ponds. Up to 2 acres of wetlands may be affected by construction. The effects of construction on wetlands would be mitigated as required by Section 404 of the Clean Water Act of 1977, administered by the Army Corps of Engineers. A Wetlands Statement of Findings would also be completed as required by the draft *Directors Order 77.1 Wetlands Protection* and required mitigation would be completed.

Impacts Resulting from Changes to the Agriculture Program: Gradually removing or taking field drains out of service in some areas of the park would restore up to 100 acres of wetland areas. These areas would gradually revert to wetlands. This would have a beneficial long-term effect on wildlife using these habitats for food and shelter.

Endangered and Threatened Species

Impacts from Development of New Visitor Facilities: The park is within the historic range of one federally threatened species, the bog turtle (*Clemmys muhlenbergii).* A survey for bog turtles was completed by The Nature Conservancy during the spring and summer of 1998 on the Fantasyland and LeVan sites, where the proposed visitor facilities would be located. No suitable bog turtle habitat or bog turtles were found. The U.S. Fish and Wildlife Service reviewed the report submitted by The Nature Conservancy and in a letter dated November 6, 1998 concurred with this finding, stating that "construction of the proposed visitor center and parking lots is not likely to affect habitat for this species."

Impacts Resulting from Changes to the Agriculture Program: NPS is currently protecting or managing areas within the park where known state-listed species occur to maintain their current population levels. The prescriptions common to all action alternatives would result in no significant impacts to the sensitive species that exist in the park. These activities could increase the amount of habitat available to grassland species, many of which are state-listed species of special concern. This might enhance the opportunity for those sensitive species that occur within a short distance from the park to expand their ranges.

Flora

Impacts from Development of New Visitor Facilities: Approximately 21 to 26 acres of hayfields and woodlands would be eliminated at the new museum complex site. An additional 8 acres of wooded habitat would be altered in order to relocate the amphitheater, picnic areas and youth group campgrounds at the Fantasyland site. However, about 38 acres of meadow, orchard and woodlands would be reestablished at the sites of the old visitor centers and other visitor facilities.

Impacts Resulting from Changes to the Agriculture Program. Under all action alternatives, NPS would manage orchards to achieve a historic appearance rather than managing them for fruit production. Existing orchards would be retrained where possible to achieve a more historic appearance. If this is not feasible, orchards would be replanted. Pruning would be limited to removal of dead and diseased wood, crossed branches and other conditions that threaten the health of the tree. Pest control would be modified to treat only those pests that threaten the health and structural stability of trees. Action thresholds for treating pests would be raised so that pesticides are only applied when severe damage or tree loss is imminent. These actions should have a positive impact on the historic character and appearance of orchards and reduce possible safety concerns for visitors.

Changes to the agriculture program may impact the agricultural land uses in the park and the value of crops grown. Currently farmers place on average about 1,325 acres of the park in hay, and fields yield about 3 tons of hay per acre. Delaying cutting of hay to allow ground nesting birds to thrive may reduce the value of hay grown in the park (although this may or may not hold true depending on weather conditions and rainfall). Delaying cutting of hay may reduce the quality of the crop, dropping its value from $85 to $100 per ton to about $70 a ton (for mulch hay.) This would reduce the potential income from the crop by about $60,000 to $130,000. Farm permittees could plant acreage in warm season grasses, which mature after the nesting season is over, or choose to stop harvesting hay from park lands. It is likely that some farm permittees would not be willing either to take a reduced value for their hay or replant in warm season grasses. Some acreage currently planted in hay may revert to natural grasslands and meadows over time. Although this is preferable in terms of habitat for open land species, it would result in additional acres of land to be maintained by the park. If all of the acres currently planted in hay were to revert to natural grasslands, NPS would incur additional expense of about $10 to $30 per acre biannually for cutting to maintain the open appearance of these areas.

Changing the mowing practices in permanent herbaceous communities to protect and enhance species diversity would give the landscape a more unkempt appearance. Taller rank herbaceous communities may also expose visitors to increased encounters with insects such as bees, chiggers and ticks. Gradually moving farm permittees to minimum or no-till methods to protect sensitive cultural or environmental resources or to allow the reestablishment of wetland communities may also discourage some farm permittees who are equipped for current agricultural practices. The result would be reorganization of the landscape away from a modern, mechanized large-scale production back to a more historic appearance.

Fauna

Impacts from Development of New Visitor Facilities: Construction equipment and personnel would temporarily disturb animals in the construction areas, road corridors and parking areas. Migration and use patterns would be expected to be reestablished following development. Some mortality of individuals, such as rodents, could occur during construction, although this should not negatively affect populations.

Most of the 18 acres affected by new construction would be removed as viable habitat for most animals. Once the building is completed and functional, species that thrive around humans, such as house sparrows, starlings, mice and squirrels would probably increase while other species less able to tolerate these habitats would decrease. However, this would be offset somewhat by the restoration of the sites of the current visitor centers. These areas would become open pastures and fields.

Impacts Resulting from Changes to the Agriculture Program: Changes in the agricultural program would include timing mowing to protect ground-nesting birds, encouraging the use of warm season grasses, the gradual restoration of about 100 acres of historic wetlands, and removal of cattle from sensitive wetland and riparian areas. NPS would enter into a cooperative agreement with US Fish and Wildlife Service to develop a program to manage and sustain these changes. These changes would have a beneficial effect on the species that use wetlands and open lands.

Conclusion

The actions to reduce potential damage to natural and cultural resources from the agriculture program make any of the action alternatives preferable to Alternative A, Continuation of Existing Management Policies. These actions, which are shared by all of the action alternatives, would bring the agriculture program into compliance with service-wide policies and good environmental practice, although they represent a shift in direction for the program, which has operated in the park for more than 100 years. New land would be disturbed by the building of new visitor facilities, but this would be offset by extensively rehabilitating the significant parts of the park's historic and designed landscapes that were previously disturbed by development. Emphasis on sustainable and environmentally sensitive design, a NPS service-wide requirement, would minimize the impact of the new facilities.

4.4.3 Impacts on Visitor Interpretation and Experience

Impacts from Development of New Visitor Facilities: The park's museum exhibits do not adequately describe the Battle of Gettysburg, its context or consequences. Under the existing conditions, NPS can reach only 88,000 (60,000 visitors and 18,000 student education program participants) of its 1.8 million visitors through personal interpretation. New museum exhibits that describe the conditions that led to the Civil War, the context and course of the Battle of Gettysburg, and a full discussion of its consequences would greatly benefit visitors. Because a high proportion of park visitors come to the museum complex, adequate museum exhibits can greatly increase the number of visitors who understand the causes and consequences of the Battle and the Civil War. Improved exhibits would help the park meet the NPS national mandate of ensuring that 60% of visitors understand the significance and meaning of the events that occurred at Gettysburg National Military Park.

Provision of adequate orientation information about the park and the community would benefit visitors who cannot currently understand and navigate the battlefield areas. In addition, adequate orientation to the park would improve visitors' understanding and enjoyment of the park and would have the effect of increasing the public's awareness of the park's resources and the role of visitors in their care. The center would be designed so that many visitor questions could be answered through various media, making it unnecessary for visitors to stand in long lines at the information desks.

Visitors' experience of the cyclorama painting would be improved, because it would be appropriately hung and preserved, and its interpretation would be improved. Inclusion of the cyclorama gallery within the museum complex would make it available to more visitors. Visitors' experience of the Electric Map would be improved, because the map would be updated and its interpretive message improved. The provision of a theater would provide visitors with an additional educational opportunity: seeing a new, high-quality film about the Battle of Gettysburg, not currently available from NPS.

The center would also provide introductory interpretive media about the Eisenhower National Historic Site and other interpretive activities, programs, themes and attractions in the region. These include, among others, the Gettysburg Pathway's interpretation of the civilian experience in Gettysburg, other sites related to the Gettysburg Campaign and the Commonwealth's Lincoln Highway Corridor State Heritage Park. There are currently no facilities in the community that provide an overview of the themes and interpretive activities that are related to the Battle and its consequences but not included within the park.

The inclusion of information about the community, hotel and regional attractions, the availability of reservation assistance, and the continued upgrading and enhancement of the park's reservation system would benefit visitors by meeting their basic trip planning needs. From home, visitors would be able to make reservations for park interpretive venues, reserve a licensed battlefield guide, and receive other trip planning information and referrals to community hotel and regional attraction reservations. Once in the center, visitors would be able to make reservations for NPS interpretive venues, a variety of bus, private vehicle, and other types of licensed battlefield guide tours, become familiar with the community/park shuttle system, and get information about lodging and regional attractions. Visitors would benefit from the Foundation and non-profit management of the center because they would be able to get information about the park and the surrounding area, and would have access to other necessary and appropriate visitor services, such as limited food service.

Visitor access to outdoor program and day use areas would be improved by relocating the amphitheater and picnic areas from Confederate Avenue to the visitor center area.

Visitors might be temporarily inconvenienced by construction and relocation activities. Although construction and relocation would be scheduled to avoid peak visitation periods, some impact would be possible.

Impacts from Limiting Public Events to those that Contribute to the Park's Mission and Interpretive Themes. Some local groups and organizations may be inconvenienced and may have to find new locations for events that do not fit the park's mission and interpretive themes. However, eliminating events that do not contribute to the park's mission and interpretive themes should improve the experience for most visitors and eliminate sources of conflict and inconvenience.

Conclusion

These actions would increase the opportunities for visitors to the park to get information about the park and the region and become oriented to the park and the area. They would increase the opportunities for visitors to access adequate interpretation of the battle, its causes and consequences. These actions would enable visitors to get information, orientation and interpretation in more convenient facilities which meet federal standards for accessibility, health and safety. Addressing the need for food service and access to tour services using licensed battlefield guides would have a beneficial effect on the visitor's experience.

4.4.4 Impacts on the Socioeconomic Environment

Economic impacts of the various GMP alternatives and new museum complex are estimated under each alternative. In general, changes in the level of economic impacts due to the implementation of any one of the action alternatives would occur because of the following factors:

- Changes in the number of visitors to Gettysburg. The analysis of future visitors indicates that the number of visitors would increase under Alternatives B, C and D. Additional visitors would create additional spending in the local area. The spending by new visitors due to implementation of any one of the GMP alternatives would occur at the museum complex, as well as at business locations outside of the park. The spending by new visitors is clearly net new spending to the local area.
- The amount that visitors spend per capita while visiting the Gettysburg area. There would be additional and improved spending opportunities for interpretive venues, retail and food service. The improvements recommended in the GMP are projected to increase the length of stay of visitors. Increased lengths of stay are associated with increased visitor spending. Thus, additional spending associated with the implementation of the GMP would occur.
- Changes in the location of some of the visitor spending in the Gettysburg area due to the creation of additional spending opportunities at the new museum complex. This analysis evaluates not only total visitor spending (all visitor spending benefits the local economy), but also changes in the level of visitor spending which occurs outside of the park's museum complex in the community. Under GMP Alternatives B, C and D, future spending patterns would include increases in total visitor spending due to increases in visitation and per capita spending as well as redistribution of visitor spending in the local economy and within Gettysburg NMP. Redistribution of visitor spending and alteration of visitor purchasing behavior may occur because of the relocation of the museum complex. However, the anticipated increases in visitation, the increase in length of visitor stay, the limitation of the menu and of the serving times in the museum complex to daytime (no regular evening meal service), the routing of the park auto tour along Steinwehr Avenue, the increased promotion of in-town sites in the museum complex, and the fact the field of Pickett's charge as well as the Soldiers' National Cemetery would continue to draw visitors to the Steinwehr Avenue area may moderate these impacts. Evaluating visitor spending outside of Gettysburg NMP and at the new museum complex does not imply that sales at the museum complex are not beneficial to the local economy, since area residents would be employed at the facility, taxes would be generated, and many expenditures made to operate the facility would be made in the local economy.

It should be noted that the analysis does not take account of increased economic activity due to the effects of inflation. Economic impacts from changes to the park's agriculture program are considered in Section 4.4.2 of this plan.

Setting and Visual Resources

Residential and commercial development outside of the park's boundaries, especially to the west and northwest, would continue, and this development would gradually affect the primarily agricultural setting of the park and the Gettysburg Battlefield Historic District. As suburban development increases, additional modern intrusions on the agricultural setting of the battlefield would likely be created. Interpretively important views from the park would eventually become less agricultural and more suburban in nature. The ongoing cooperative efforts, which would be supplemented and enhanced under any of the action alternatives, would preserve some agricultural land within the park's viewshed from additional or inappropriate residential or commercial development. NPS would provide technical assistance to local governments and organizations that protect and preserve agricultural lands to limit, as much as possible, additional inappropriate development.

Development Adjacent to and Near the Park

Development near the park's boundaries and along the roads that serve as its primary gateways . would continue. The U.S. Route 30 and 15 Bypass corridors would continue to experience rapid commercial strip development. Areas that were historically agricultural and residential, especially along Taneytown Road, Baltimore Pike, Chambersburg Pike and Emmitsburg Road are now and would continue to be gradually converted to commercial uses. The regulation of land use that permits land use changes is beyond the control of NPS and is subject to local jurisdictions, such as Cumberland Township, which is currently in the process of reviewing its comprehensive management plan. That land use plan would define allowable uses along Baltimore Pike and Taneytown Road. NPS is working with Cumberland Township to develop a comprehensive management plan that protects the resources of these corridors.

However, changes in visitor spending patterns could have indirect effects on area development, as shifts in park use and resulting economic opportunities change potentials for land use near the park. In particular, the relocation of the park museum complex to a site between Baltimore Pike and Taneytown Road may affect commercial development along those corridors. Because of a proposed 400,000 square foot commercial / hotel / restaurant development 3 miles from the park at Baltimore Pike and U.S. Bypass 15, Baltimore Pike may be the most at risk for additional commercial development.

However, NPS, either directly or through its various partners, has the ability to protect through easement or acquisition the lands that were significant to the outcome of the Battle of Gettysburg. (These properties lie generally between downtown Gettysburg and Rock Creek along Baltimore Pike.) However, other types of initiatives would be needed to protect the non-battle-related lands already in commercial use between Rock Creek and U.S. Route 15.

The lands along Baltimore Pike, between downtown Gettysburg and the intersection with U.S. 15, run through three local jurisdictions: the Borough of Gettysburg, Cumberland Township, and Mt. Joy Township. All private properties along Baltimore Pike within the Borough of Gettysburg are already completely developed with commercial, tourist-oriented businesses, with the exception of Evergreen Cemetery.

Most of the land that was significant to the outcome of the battle lies between the Borough of Gettysburg and Rock Creek, within Cumberland Township. This includes 15 tracts inside the park boundary and 35 tracts of privately-owned land along Baltimore Pike that are outside the park boundary but within the Gettysburg Battlefield Historic District. Most of the land inside the park boundary is currently in residential or agricultural use, with two exceptions. One tract is the National Tower site, which NPS is currently trying to acquire. The second has already been purchased by the Museum Foundation, which plans to remove the commercial recreational vehicle dealership there and restore the land to its historic character. The rest of these tracts within the boundary are currently residential and would be protected by NPS acquisition of easements or in fee.

NPS can use the special authority provided to it in the 1990 boundary legislation to help protect the 35 tracts within the Gettysburg Battlefield Historic District from inappropriate development. This authority allows NPS to accept easements through donation on properties that were significant to the outcome of the battle, and to comment upon all proposed developments using either state or Federal funds or requiring state or Federal permits. The partnership actions included in this GMP/EIS suggests that NPS would work with the Friends of the National Parks at Gettysburg and other partner groups to acquire easements to protect these tracts from inappropriate development.

The tracts within the historic district are generally residential, with a few exceptions. These include a military museum, a hotel and bar/restaurant and two houses used as gift shops that sit at the entrance to the National Tower, and a miniature golf course and a gravel pit operation near Rock Creek. The military museum was inadvertently left off of the park's boundary map, and rectifying this error, as suggested in Section 2.7.1 of this document, would place that property within the NPS boundary. In addition, Cumberland Township's comprehensive management planning process has specifically identified Baltimore Pike as a "historic road corridor" to be protected from any further development. Through the mechanisms noted above, these properties could be protected from additional inappropriate commercial development.

Within Mt. Joy Township, there is one tract of privately-owned land along Baltimore Pike within the park boundary. It is zoned residential, and can be protected through NPS acquisition. There are several dozen tracts of land outside the park boundary and the Gettysburg Battle Historic District, with mixed residential, commercial and industrial zoning. The intensity of existing commercial uses increases as U.S. 15 is approached. None of these several dozen tracts includes land that was significant to the outcome of the battle.

Protection of these sites is more difficult, because they are already zoned and used commercially. The actions NPS proposes to help limit additional inappropriate development include providing technical assistance to Mt. Joy Township and strengthening interpretation and visitor use within the Borough of Gettysburg.

Along Taneytown Road, most properties are still in residential or farm use. The few commercial uses there now include a campground, a horse stable, a luncheonette, and an antique store. Similar partnership mechanisms to those described above could be used to protect Taneytown Road within the Gettysburg Battlefield Historic District from commercial development.

In summary, Baltimore Pike within the Borough of Gettysburg is already commercialized and intensely developed. The lands significant to the outcome of the Battle of Gettysburg along Baltimore Pike and Taneytown Road within Cumberland Township would be protected as a

result of NPS or partner acquisition of easements. There is a threat of more intense commercial development within Mt. Joy Township. However, the preponderance of commercially-zoned or used properties within Mt. Joy Township are outside of park and historic district boundaries. Although further development of these properties would not necessarily threaten visitors' enjoyment or appreciation of park resources or park viewsheds, NPS would work with local governments to limit additional inappropriate development on these already commercialized tracts.

Potential Real Estate Tax Effects

The administrative or legislative boundary changes recommended by the prescriptions common to all action alternatives individually have potentially positive, negative or neutral affects on the local tax base. Several parcels are owned by NPS, so administrative changes to correct boundary map errors would not affect local tax base. Recommendations for deletions from the boundary would likely have positive tax effects. Other administrative changes, such as adding the Battlefield Military Museum parcel to the boundary map to correct a previous error would not result in changes different from those contemplated by the boundary legislation. Adding the Wills House to the park boundary would allow NPS to undertake actions requested by the Borough of Gettysburg. NPS acquisition of the building would have a negative impact on local real estate taxes. However, the operation of the Wills House as a visitor venue could have a positive effect on amusement and other tax revenues. Therefore, this change could have a positive, negative or neutral effect on local taxes, depending on the specific operational configuration of the building. In all, local taxes are likely to stay relatively stable.

Conclusion

The setting of the park and its gateways, and historically important views from the park, would gradually shift from their historic agricultural character to a more suburban and commercial character. Changes in visitor spending patters could have indirect effects on area development. Partnership actions and protection of important gateway corridors such as Baltimore Pike and Taneytown Road, through acquisition of easements, zoning and corridor planning, would reduce these effects.

4.4.5 Impacts on Traffic, Parking and Transit

Impacts from Development of New Visitor Facilities: Existing visitor travel patterns are likely to change because of the relocation of the museum complex from Taneytown Road to a site between Baltimore Pike and Taneytown Road. This analysis covers only vehicles traveling to and from the park, not the total traffic on the local roads.

At the peak hour of 10:00am to 11:00am, traffic volume on Steinwehr Avenue would be reduced, existing traffic on Baltimore Pike is expected to increase, and Taneytown Road is anticipated to demonstrate a slight drop in vehicular traffic. Departure patterns would likely differ from arrival patterns, because about 60% of visitors travel the auto tour in their own vehicles. The initial stages of the auto tour would not change under this alternative, so traffic levels on Taneytown Road and Washington Street would likely increase as visitation increases.

At various meetings, the Borough of Gettysburg has recommended that the park's auto tour route be routed take visitors from Hancock Avenue onto Steinwehr Avenue, and up Baltimore Street into downtown. This has been included in the action alternatives, and this change would

take additional vehicles onto Steinwehr and into downtown. For example, it would result in approximately 150 to 160 additional vehicles traveling down Steinwehr Avenue and to the downtown area during the peak hour of 4:00 PM. This assumption is based upon the peak hour of automobiles departing the museum complex for the auto tour and assuming the tour would take two hours to reach the downtown area. This proposal has the potential to create increased levels of congestion in the downtown area close to the peak commuting hours of 4:00 to 6:00 PM. The congestion may be alleviated by installing traffic monitoring devices in key areas within the downtown district which would trigger notices to visitors in the museum complex when congestion occurs. The shuttles to be provided to the downtown may also somewhat alleviate the congestion.

The museum complex would have two entrances, one from Baltimore Pike and a second from Taneytown Road. To the degree possible, bus traffic would be separated from automobile traffic in the museum complex. By dividing the traffic to and from the proposed museum complex among different routes, the congestion experienced on busy days would be minimized and reduced over current levels.

To further mitigate potential congestion, the museum complex should be the focal point and the first stop for all but the most experienced visitor. A signing program should be concentrated on US Route 15 and begin at the Pennsylvania border to the south, and north of the US Route 30 exit to the north. The signs would indicate that traffic to the museum complex should exit at Baltimore Pike if arriving from the north and Taneytown Road if arriving from the south. Traffic to other visitor services should be directed to US Route 30 if arriving from the north and Steinwehr Avenue (Business Route 15) if arriving from the south. Traffic to historic Gettysburg should also be directed to US Route 30. Westbound US Route 30 traffic to the museum complex should be directed to US Route 15 south. Eastbound US Route 30 traffic should be directed to the square and then southbound on Business Route 15 to Baltimore Pike.

The new museum complex, in combination with other actions that would occur as a result of the action alternatives, would change parking requirements. Total parking at the museum complex would be increased to park 612 to 686 cars and 20 buses. Some of the spaces would be designed to be shared, so that during months where bus use is heaviest, additional buses could also be accommodated. The provision of adequate, convenient parking would improve visitors' experiences and safety by eliminating the need to park on lawns, fields, and parking that is remote from the museum complex and not connected by adequate pedestrian paths to the centers.

A potential mitigative option to conserve space would be to keep the immediate area around the center for cars, while developing remote parking for the tour buses. This could include a bus circulation pattern with a special bus loading and unloading zone at an entrance to the museum complex building.

Impacts Resulting from Management of Visitor Use: Removing some private vehicles and oversize buses seasonally from some smaller, secondary park avenues would provide a quieter, more peaceful, safer and more pleasant environment for visitors to view the monuments and contemplate the actions of the battle. Use of the reservation system to level out bus use would somewhat alleviate overcrowding at some sites. Monitoring traffic in real time and use of triggers at the museum complex would inform visitors of the times and areas where overcrowding may be occurring, allowing opportunities for them to plan their trips to avoid those areas if they choose.

Provision of a voluntary shuttle system would reduce slightly the numbers of cars at congested locations. Between elective shuttles and new tour opportunities, the proportion of automobile traffic on park avenues should be reduced and could be managed to retain private vehicular traffic at comparable levels to existing usage. Improved signing on the approach routes to the park may help reduce congestion in the Borough of Gettysburg and Lincoln Square. Reconstruction of historic gutters, limited use of curbing, signing and other measures to keep visitors from pulling off the paved avenues would reduce damage from vehicles along avenues, although visitors may be temporarily inconvenienced during construction of features to limit resource damage.

Conclusion

The combination of additional parking at the museum complex and improvements to manage visitor use and traffic would result in a reduction of congestion in the current Visitor Center area as well as along the system of park roads. Congestion would be gradually reduced over time as NPS and visitors become accustomed to the traffic management systems of the park.

4.4.6 Impacts on Park Operations

Impacts from Development of New Visitor Facilities: Combination of the park's two existing visitor centers into one building would reduce the duplicate staffing required to operate two visitor center buildings. The new facilities should save energy. They would be engineered to be energy efficient and use less energy than the current, aging and inefficient structures. Moving the amphitheater, picnic areas and youth campground into the visitor services area would improve management of these areas because they would be adjacent to interpretive and protection offices. This would reduce travel time for employees who give programs and monitor these areas.

Staffing: New staffing would be required to protect the park's collections and archives and to provide for visitor orientation and enhanced interpretation in a new visitor center. This would improve the condition of the park's collections and archives, make more of these resources available to the public, and improve the visitor experience. Approximately 6 new full-time equivalent staff would be added over time to accomplish this work. However, this does not represent an increase in operating costs, because the costs to provide this additional assistance would come from revenues produced by the park museum complex. Additional staff to be hired includes curatorial and archival technical expertise and additional park interpreters and guides.

4.4.7 Cumulative Impacts

Cultural Resources

Impacts to cultural resources outside the park are primarily a result of urbanization. These impacts include the loss of topographic, landscape, visual, built and subsurface resources related to the Battle of Gettysburg and the Gettysburg Campaign, generally because of commercial and residential development. Although many groups and individuals are actively preserving battle-related sites and resources, these impacts are anticipated to continue in the future.

The management prescriptions common to all action alternatives would gradually improve the condition of the park's built cultural resources and of its collections, archives and the cyclorama painting. The effect of NPS' actions on the regional and national cultural resources related to the Gettysburg Campaign would be positive.

Natural Resources

Impacts to soil and water resources outside the park are primarily a result of urbanization, point sources of pollution and agriculture operations, which include crop fields, pastures, and livestock operations. Potential impacts include commercial and residential development, non-point sources of pollution from substances such as fertilizers and herbicides, and continual soil loss through various agriculture activities. These activities and impacts are anticipated to continue in the future.

The Chesapeake Bay Program has monitored these activities for about 13 years. Data collected from the Chesapeake Bay watershed since 1985 indicates that urbanization has increased by 12%, point sources of pollution have decreased by 50%, croplands have decreased by 3%, and other agriculture activities have increased by 2%. Two specific substances that are monitored to evaluate the effects of these activities are nitrogen and phosphorus. Since 1985, nitrogen levels have decreased by 3% in Pennsylvania and 8% in the Chesapeake Bay watershed while phosphorus levels have decreased by 15% and 25% in Pennsylvania and the Chesapeake Bay watershed, respectively.

The prescriptions common to all action alternatives do not promote additional urbanization or the perpetuation of point sources of pollution in the park so there would be no cumulative impacts because of these activities; however, agriculture activities would be continued in the park. For the past 15 years, NPS has required that soil conservation plans be developed and implemented for all crop fields that were in production. This helps reduce soil loss and nutrient flow into the watershed. NPS currently permits grazing in riparian areas.

Implementation of the changes proposed to the agriculture program would continue to result in soil conservation plans and would result in additional acreages of land using low-till or no-till farming techniques to further reduce soil erosion and nutrient flow. NPS would also devise ways to permanently remove cattle from riparian areas and establish vegetative buffers along all stream and riparian corridors. It has been demonstrated that vegetative buffers help reduce the amount of nutrients, primarily nitrogen and phosphorus, into surface and groundwater supplies. NPS' increment to any cumulative impacts would be positive because its actions would lessen soil erosion, lower nutrient loading, and promote overall higher water quality. However, because the park is such a small feature on the regional or national scale, the effects of NPS' action should have a negligible effect overall.

Visitor Interpretation and Experience

The Borough of Gettysburg, the Gettysburg Convention and Visitors' Bureau, the Gettysburg-Adams County Chamber of Commerce and other provide orientation, visitor information, and other services to help acquaint visitors. Main Street Gettysburg and many private museums and attractions provide interpretative opportunities to the public. These activities would be likely to continue.

Orientation, information, programs and educational opportunities at the museum/visitor center would contribute to regional efforts to disperse tourism into the community and would include other federal, state and local resources. NPS' contribution to regional and national efforts to expand interpretive and educational opportunities would be positive.

Socioeconomic Environment

Historically impacts to the historically agricultural character of Adams County are primarily a result of residential and commercial development. As noted in section 3.4.10, increasing population, a growth rate many times that of the rest of Pennsylvania, and recent development are changing the character of the area. Development along U.S. Route 30 is accelerating, and recent additions include a new large grocery store in a strip commercial development, new fast food restaurants, and new hotels built between U. S. Route 15 Bypass and the Borough of Gettysburg. Also announced is a $100 million visitor amusements / hotel / conference center development with associated services at the intersection of U. S. Route 30 and the U.S. Route 15 Bypass. At the intersection of U.S. Route 15 Bypass and Baltimore Pike, a 400,000 square foot retail outlet mall, with a hotel, food service and associated services has been approved. Park gateways and lands within the viewshed are becoming increasingly more suburban and commercial, and the traditionally agricultural nature of the areas surrounding much of the park are changing. These changes are anticipated to continue outside of the park's boundaries in the future

The relocation of NPS museum facilities may cause indirect effects on area development, as shifts in park use and resulting economic opportunity potentials and land use change. NPS has proposed partnership activities to protect its viewshed and gateways, particularly along Baltimore Pike and Taneytown Road, and north and northwest of the park. NPS' incremental contribution to local and regional commercialization and suburbanization should therefore be minimal, although other factors outside of NPS control would continue to promote suburban and commercial development of this historically agricultural region.

Traffic, Parking and Transit

Increasing suburban and commercial developments, listed above, along with others that are planned but not yet approved, may change traffic patterns and may create other effects on local traffic congestion. Changes to local and regional traffic patterns because of increasing suburban and commercial development are expected to continue in the future.

The changes in the auto tour included as a part of the NPS partnership with the Borough of Gettysburg would result in an increase in park-related traffic in downtown Gettysburg, especially on Steinwehr Avenue and Baltimore Pike within the Borough. Increases are likely to have a small, but negative, effect on local and regional traffic congestion. General congestion within the Borough of Gettysburg is anticipated to remain because of the unrelated growth of the surrounding areas.

4.4.8 Unavoidable Adverse Impacts

Unavoidable adverse impacts from implementing any of the action alternatives include:

- Removal of the Cyclorama Center, which is listed on the National Register of Historic Places, would create an unavoidable adverse impact on this structure. NPS would consult with the Advisory Council and the Pennsylvania State Historic Preservation Officer to develop appropriate mitigation policies with regard to the removal of the Cyclorama Center.
- Short and long-term disturbance and vegetation loss may result from construction activities relating to the new visitor facilities, burial of utility lines and farming practices.

Implementation of appropriate erosion control and revegetation measures would minimize the magnitude of these effects where they occur.

- Archeological resources may be adversely impacted by the above development activities. At this time, no known significant archeological resources would be impacted by the development of new visitor facilities. If significant archeological resources were found before or during construction activities, the facilities could be relocated elsewhere on the tract or the archeological resources could be excavated to salvage artifacts. Under the latter condition, some impacts to archeological resources would be unavoidable.
- Two small areas of historic rock walls would be adversely affected because they must be breached to accommodate entrances to the new museum complex. These resources would be documented prior to development, so these impacts would be minimized.
- The process of resolving conflicts among different users through restrictions placed on particular uses may have an adverse affect on some users. For example, restrictions placed on use of the park for events that do not contribute to its mission or interpretive themes may adversely affect those who participate in the events.

4.4.9 Relationship between Short-term Uses and Maintenance and Enhancement of Long-term Productivity

NPS is required to describe actions in terms of the NEPA objective to maintain and enhance the long-term productivity of the environment. Any of the action alternatives include numerous elements that would enhance the long-term productivity of the environment.

Improving the management of the park's agriculture program would contribute to the long-term protection and preservation of the park's natural and cultural resources. The proposal to limit additional changes to the historic landscape as a result of farming and to restore the historic pattern of open lands and woodlands would enhance resource protection and preservation of the historic character of the park. Proposals to work with the community to enhance interpretation and preservation of Civil War related resources should improve the protection and preservation of the historic character of the Gettysburg Battlefield Historic District.

Over the long term, about 100 acres of historic wetlands that were drained for agricultural purposes would be returned to natural productivity (because restored wetlands can take years to become fully productive). In addition, removal of invasive non-native vegetation would allow natural processes to proceed unimpeded. This would enhance the long-term productivity of the park's woodlands and open areas. Delaying the hay harvest and encouraging the use of warm season grasses would benefit upland species and increase the faunal and floral diversity throughout the park.

Development of a museum complex would remove some areas from natural productivity; however, the removal of existing facilities would restore more land to natural productivity than would be used to develop the new facility.

4.4.10 Irreversible and Irretrievable Commitments of Resources

An irreversible commitment of resources is one that cannot be changed once it occurs; an irretrievable commitment means that the resource cannot be recovered or reused. The overall production capacity for biological resources would be reduced minimally in localized areas of proposed development. However, this would be balanced by areas that would be returned to their natural condition by the removal of non-historic intrusions. The majority of this impact is short-term in nature, and most of these areas would recover quickly. However, long-term loss of no more than 25 acres of habitat would occur as a result of these actions, balanced by the restoration of 29 acres of land currently occupied by non-historic structures.

Any loss of undiscovered below ground resources in developed areas would be an irreversible and irretrievable commitment of resources. Any loss of rock walls breached by new entrance roads to the facility would be an irreversible and irretrievable commitment of resources. As previously mentioned, surveys, avoidance through design, documentation and other mitigation would be accomplished prior to development, so these impacts would be minimized.

Limited amounts of non-renewable resources would be used for construction projects and park operations, including energy and materials. These resources are irretrievable once they are committed.

4.5 ALTERNATIVE B: MINIMUM REQUIRED ACTIONS

4.5.1 Impacts on Cultural Resources

Historic and Designed Landscapes

Impacts from Landscape Rehabilitation: The restoration of the historic pattern of open lands and woodlands in the Battle Action Resource Area of the park would enhance the historic setting of the 1863 landscape. The restoration of these areas would improve the visual legibility of the landscape and make it possible for visitors to understand the movements of the armies. This would improve the understandability of the landscape in the southern parts of the battlefield and around Culp's Hill. The rehabilitation of historic lanes would make these features understandable and would allow visitors to understand some of the important circulation patterns during the time of the battle. This alternative would enhance the integrity of the historic landscape in a way that cannot currently be achieved under existing management policies.

NPS would continue to maintain a modern agricultural landscape and modern field patterns. These modern field patterns would continue to dominate the landscape, especially on the 1st day's field and on the field of Pickett's charge.

The designed landscape of the Soldiers' National Cemetery would be partially rehabilitated, to recover the major features of the Saunders design in the semicircle of Civil War graves. These actions would remove the intrusive vegetation that currently obscures the graves of those who died in the conflict and the Soldiers' National Monument, and would restore the original circulation of this area. This would enhance the integrity of the design in that portion of the cemetery, and recreate more of the original appearance and interpretive intent of the designed landscape. The balance of the cemetery would continue its existing appearance.

Any potential adverse effects to historic fabric are identified through survey, and appropriate planning would mitigate and minimize loss to historic fabric. All work would follow the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes.* A cultural landscape report and landscape management plans developed in consultation with the State Historic Preservation Officer would ensure that park staff make good decisions regarding the preservation of remaining features and the rehabilitation of others.

Historic Structures

Impacts from Landscape Rehabilitation: The overall mass and arrangement of the remaining farm complexes would be preserved and maintained under this alternative. Non-historic intrusions would be removed. This would allow the remaining complexes to retain and communicate their patterns. Buildings that postdate the battle, but that hold the place of structures present during the battle would be retained and preserved. Overall, the farm complexes would reflect 19th century patterns and the general pattern of the complexes present during the 19th century, and would protect historic structures built since 1863, but would not replicate the 1863 conditions.

Archives and Collections

This alternative would have no additional impacts on the park's archives and collections, beyond those described in Section 4.4.1.

Archeological Resources

Impacts from Landscape Rehabilitation: Impacts to known and unknown significant archeological resources are possible because of removal of woodlands and planting of new woodlands. In

addition, impacts to known and unknown significant archeological resources are possible because of rehabilitation of existing historic lanes and traces of historic lanes. This alternative proposes that historic lanes would be rehabilitated so that they could be used for pedestrian and horse use. Any disturbance would be preceded by an archeological survey. If any unknown significant resources are uncovered during ground-disturbing activity, procedures to implement Section 106 of the National Historic Preservation Act and as appropriate the Native American Graves Protection and Repatriation Act would be instituted. However, use of best management practices and appropriate design of tree-removal activities may allow these to proceed with little ground disturbance. Best practices include cutting when the ground is frozen or dry; use of a firm platform for heavy equipment; matching operating techniques to soil types and moisture levels; reducing the landing and road network to a minimum size, and other measures to limit soil disturbance.

Conclusion

This alternative would partially rehabilitate the historic and designed landscapes of the park. It would restore the large-scale patterns of vegetation and circulation in the park's three resource areas, improving their condition and readability.

4.5.2 Impacts on Natural Resources

Topography

Impacts from Landscape Rehabilitation: Impacts to topography are possible from forest removal. To minimize the possibility of changes to topography, best practices would be used to reduce the possibility of soil disturbance or changes to topography. The relatively small areas of woodlands to be removed, and the fact that many of these areas can be reached from lanes that either exist or would be rehabilitated as part of this alternative, mean that there should be no need for new roads and therefore no new impacts to topography from construction of logging roads.

Soils

Impacts from Landscape Rehabilitation: Forest cutting and replacement by pasture was predicted to increase soil erosion by an average of 12% for Alternative B relative to the 15 affected watersheds. The predicted increases are directly related to the assumed differences in cover management factors (C) for forest (C+0.0005) and good pasture (C=0.003) in the Universal Soil Loss Equation. Good pasture land generally does not produce excessive or intolerable levels of erosion; however, since the rates of erosion on forest land are so low even good pasture land does not compare favorably. Maximum soil erosion increases were predicted for Jones' Bridge Run (82%), Spangler Spring Run (37%), Blocher Run (22%) Heagy's Woods Run (15%) and Guinn Run (14%) which are watersheds with relatively large amounts of forest cover being cut.

Surface erosion and C factors are very sensitive to the condition of the vegetation and ground cover. The situation would be much more serious if good pasture did not replace the cut forest or if it took several growing seasons to establish a good pasture. Even a seemingly small change in ground cover for pasture from 95-100% ground cover would require a C = 0.042, rather than C = 0.003, be used for agricultural land and predicted soil losses would increase by average factors of 15.2 for Alternative B relative to Alternative A. This calculation shows the importance of establishing a good pasture without significant soil exposure to minimize soil erosion.

This change in erosion does not necessarily reflect an increase in sediment delivered to a stream channel. Much of the eroded sediment would probably be stored or deposited on the landscape, but the potential for significant delivery exists since clearing of forest is proposed along many of the streams where sediment would be trapped. To mitigate this potential condition, buffer zones of vegetation would be maintained along streams to trap sediment (and shade channels). Clearing of large trees is possible, as long as a buffer zone of brush or thickets is maintained along the channel lengths. No mechanized equipment or use of herbicides or fertilizers in buffer zones would be permitted, to minimize sources of soil erosion or pollution.

Short term soil erosion as a result of forest cutting is possible. However, use of best management practices would minimize short term soil loss during cutting. Short term soil erosion may also increase if good pasture or meadow take several growing seasons to become established. Establishment of meadow or pasture in a short a time as possible is an important mitigation for this condition. However, as previously noted, short term changes in erosion as a result of forest cutting and establishment of pasture or meadow land does not necessarily reflect an increase in sediment delivered to stream channels.

Prime and Unique Farmlands

This alternative should not create any new impacts to prime farmlands.

Water Resources

Total Annual Streamflow: Streamflow would not be seriously affected by this alternative. Actions under Alternative B are predicted to increase annual streamflow by an average of 5% relative to Alternative A. Maximum effects are predicted for the basin of an unnamed tributary at Jones Bridge Run (28%), Guinn Run (24%), and Spangler Spring Run (14%), watersheds with high levels of forest cover that would be largely removed in this alternative. The smallest effects were predicted for large basins, such as Rock Creek, where the cutting proposed would represent a small fraction of the total forest cover on the basin or for basins of any size which did not contain appreciable forest cover and/or removal. Most of these predicted flow increases would be expected to occur in the summer where baseflows could be beneficially augmented, but some minor accelerated channel erosion could also result from the added summer flows.

Peak Streamflow: Peak streamflow was not forecasted to change appreciably because of this alternative. Peak streamflow would increase only by an average of 2% for Alternative B, relative to the current condition for the 15 watersheds. Maximum effects would occur on Jones' Bridge Run (10%), and Guinn Run (8%) where the largest areas of forest cover would be removed. The differences in infiltration between forest and pasture land are not great enough to cause much increase in peak flows with conversion from forest land to pasture land.

Stream Temperature: Stream temperatures would not be significantly affected by this alternative due to removal of shade from stream channels. Stream temperatures are already at maximum predicted levels of 90° F due to the current length of exposed channels in agricultural areas on most watersheds. Stream temperature for the 15 watersheds is predicted to increase by an average of 6% for Alternative B relative to the current condition, Alternative A. Maximum effects of this alternative on stream temperature would occur on Guinn Run (41%), Jones' Bridge Run (19%), and Heagy's Woods Run (32%) where stream channels are currently heavily shaded by forest and where this alternative would remove significant amounts of shade. To mitigate this potential condition, buffer zones of vegetation would be maintained along streams to shade channels (and

trap sediment). Clearing of large trees is possible, as long as a buffer zone of brush or thickets is maintained along the channel lengths.

Short term impacts to water quality of the park's small streams and wetlands are possible. NPS would use best management practices to limit short-term impacts on water quality, including movement of soils into the park's streams and wetlands. In addition to adequate planning of forest removal, these practices include: compliance with all provisions of the Commonwealth's Clean Streams Law and all Federal standards; maintenance of buffers between disturbed areas and streams and wetlands; avoidance of seasonally wet areas for landings; crossing streams using existing bridges; conducting activities during dry periods or when the ground in frozen; and other practices.

Endangered and Threatened Species

Impacts from Landscape Rehabilitation: The changes in land use would have no impact on any federally endangered or threatened species. The park is within the historic range of one federally threatened specie, the bog turtle (*Clemmys muhlenbergii*). NPS is undertaking a survey that would be completed in 2000 to ascertain if this species occurs within park boundaries. If it occurs, NPS would initiate a monitoring program and would manage its habitats to maintain and enhance population levels. This might include enhancing critical habitat elements or other activities in known habitat areas, limiting development or other measures to ensure the continuation of the population within the park.

Of the 16 state-listed sensitive species, the alternative would have a positive impact on 44% or 7 species, no effect on 50% or 8 species, and a potentially negative effect on 1 specie listed as sensitive by the Commonwealth of Pennsylvania, the black vulture. The area west and north of Big Round Top and west towards Devil's Den has traditionally been a winter roost site for black vultures. In the 1980s over 700 birds were counted in the area. However, in 1995, the most recent survey, fewer than 100 birds were counted. Vultures prefer roosting in areas with mature deciduous and coniferous trees and in tracts that are typically larger than fifty acres. The area along the east slope of Big Round Top and west of Devil's Den meets these conditions and is also used for nesting.

Only a few small areas of trees at the margins of this area would be removed. Tree removal could be mitigated by assuring the action is done during the time when the birds are not using the area for roosting or nesting, i.e., late summer. Also, conifer trees would be left within the impact area, as would small clumps of mature trees around known nesting sites. These actions would limit the negative impact. There are four other roosting and nesting sites near the park that could be preserved in association with park partners. Preservation of these areas could mitigate the loss of some small areas of habitat within the park boundary.

Most of the other state listed sensitive species have not recently been documented in the park. (Two birds have not been seen in the park for over 40 years; the only reptile, the timber rattlesnake, has been documented near but not in the park; two butterflies have not been seen in the park in 25 years; and one plant was present in a pond that was drained 10-15 years ago but has not reported since that time.) In any event, their habitat would not be affected by this alternative. One freshwater invertebrate found only in two of the park's springs would not be affected by the actions. One butterfly is currently present on the park and this alternative would not impact it. The seven species that would be positively affected are all plants that tolerate frequent disturbance.

Flora

Impacts from Landscape Rehabilitation: The removal of non-historic woodlands and the addition of woodlands in areas that were historically wooded but are now open would decrease by 22% (461 acres) the acreage of managed woodlands. The removal of woodlands would increase by 11% (382 acres) the fields, pastures, meadows, and other open areas. In addition, changes to the agriculture program would decrease by 17% (443 acres) the land managed for agricultural production and over time increase by 53% (33 acres) wetland areas. Together these actions would increase by 23% (440 acres) the open lands maintained as native grasslands, meadows, or old fields no longer used for agriculture. None of the park's woodlands are currently managed as thickets: the addition or management of some areas as thickets would increase these areas from 0 acres to 65 acres. There would be no change to the number of acres currently managed as orchards (18 acres).

The change from woodlands to open lands would reduce the wooded landscape from 36% to 29% of the total area of the park. The landscape would be more open and less obstructed with trees. The trees lost would be from maturing tree-dominated communities. Young tree-dominated communities would be created on about 115 acres. In the Peace Light area and on East Cavalry Field the conversion of woodlands to open lands would have the net effect of consolidating the woods and creating unobstructed views of the landscape. Converting woodlands to open lands in the central and east central areas of the park would have very little overall visual impact. However, there would be drastic changes to specific views, particularly in the southern and Culp's Hill portions of the park. Some of the conversion of woodlands to open lands would increase the fragmentation and create gaps in the continuous wooded ecosystems that exist today. Most of the conversions from open lands to woodlands do not create new areas of woodland but would expand acreage of present woodland by restoring their historic boundaries.

The removal of 461 acres of woodlands by the alternative is not expected to have major impact on the region's ecology: there are 109,700 acres of forest in Adams County, 610,000 acres of forest in the four county region (Adams, York, Franklin, and Cumberland), and over 17 million acres of forest land in Pennsylvania. NPS would work with Cumberland Township and other partners to encourage vegetation projects outside of its boundaries to reestablish woodlands in areas where they were historically present.

Passive management of the woodlands would have the same impacts in those areas as in Alternative A.

Fauna

Mammals: These actions would have an adverse effect on 11% (3 species), a positive effect on 19% (5 species), and no effect on 70% (19 species) of the mammal species. Species such as the masked shrew and southern flying squirrel are dependent on mature deciduous forests and their populations would likely be reduced within the park boundaries. Both species are widespread throughout their range and the reduced populations would have a negligible effect on the overall status of the species. The density goal for white-tailed deer would remain the same (25 deer per square mile of forested habitat) but the total population goal would be reduced from 80 to 65 because of the reduced number of wooded acres. There would be no impact on deer density but the total population of deer would be reduced. However, deer populations are above carrying capacity throughout the eastern United States so reduction of the park's population would have no impact on the species throughout its range. Species such as the short-tailed shrew, meadow

vole, and cottontail rabbit are open field, meadow, and grassland species and increasing the amount of open land and reducing the amount of land managed for agriculture would result in a positive effect on these populations. The species that would not be affected by these actions are those that live in edge habitats, are habitat generalists or live in close association with human habitation and agriculture.

Birds: These actions would have an adverse effect on 36% (42 species), a positive effect on 38% (45 species), and no effect on 26% (30 species) of the bird species. Species of birds that rely on mature forests such as the sharp-shinned hawk, red-eyed vireo, and ovenbird or those that are dependent on cavities for nest sites such as red-bellied woodpecker or tufted titmouse would be negatively affected by these actions. Since over 109,700 acres of land in Adams County is forested, removing less than 0.4% of the wooded habitat would have a negligible effect on these species. In order to minimize the impact to these species, forest removal would be done during the nonbreeding season. Forest removal could also be phased over a period of 5-10 years to lessen the impact. Open grassland, pasture, meadows and brush land species such as the upland sandpiper, eastern kingbird, or yellow warbler would benefit from these actions. The species that would not be affected by these actions are those that live in edge habitats, are habitat generalists or live in close association with human habitation and agriculture.

Reptiles: These actions would have an adverse effect on 24% (4 species), a positive effect on 12% (2 species), and no effect on 64% (11 species) of the reptile species. Species associated with wooded habitats such as the wood turtle, eastern box turtle, or copperhead would be negatively affected. These species are widespread throughout their range and the reduced populations would have a negligible effect on the overall status of the species. Timing forest removal so that it occurs during winter when these animals are hibernating and phasing the cutting would reduce impacts. This would allow the individuals to migrate to adjacent wooded areas. Species that would be positively influenced such as the five-lined skink and northern ring-necked snake are associated with areas where there is a lot of downed woody debris and edge areas. Species that would not be affected are those that inhabit streams, ponds, grassy meadows, open areas or are associated with agriculture or human habitation.

Amphibians: These actions would have an adverse effect on 25% (three species), a positive effect on no species, and no effect on 75% (9 species) of the amphibian species. Species such as the spotted salamander, red-backed salamander, and upland chorus frog are dependent on mature deciduous forests and their populations would likely be reduced within the park boundaries. These species are widespread throughout their range and the reduced populations would have a negligible effect on their overall population status. Timing the forest removal during the winter when these animals are hibernating and phasing the cutting would reduce impacts. Species that would not be affected are those that inhabit streams, ponds, grassy meadows or open areas.

Conclusion

Compared to existing conditions, this alternative would decrease the amount of forested area within the park boundary from 36% to 29%, to reflect the historic condition of the park, and would eliminate non-native vegetation in most of the remaining woodlands in the park. This would have a positive impact or no impact on 70% of the park's known species and a negative impact on 30% of the park's species.

4.5.3 Impacts on Visitor Interpretation and Experience

Impacts from Landscape Rehabilitation: The vegetation and circulation patterns of the park would be rehabilitated so that they represent the conditions present in 1863. This would allow visitors to understand the movement of the armies and the decisions made by the generals as they planned and executed the battle. Visitors would benefit from these changes to the landscape that would allow them to see and understand these major movements. Changes to the auto tour, ranger tours and other brochures and interpretive information would provide additional educational opportunities for many visitors. Use of lanes would provide safe, convenient pedestrian and horse trails for visitors.

4.5.4 Impacts on the Socioeconomic Environment

Visitation

The attendance estimate for this alternative assumes that the overall visitation level to the park would not be transformed from its current levels by the implementation of this alternative, including the new museum complex. Instead, the reinvestment in the park to improve the visitor facilities and historic landscape would reinforce existing visitation patterns, and allow for moderately higher attendance. Because of the enhanced offerings at the new museum complex, some increased usage is expected at the facility. Thus the park-wide visitation for this alternative in the projection year, 2007, is 1,850,000, a slight increase in attendance from current levels. Probable visitation at the museum complex is projected to be 1,387,500, a slight increase over current levels of attendance.

Length of Stay

The average visitor length of stay at the museum complex is forecast to be 112 minutes (compared to the current length of stay of 60 minutes). This would extend visitors' stays in the park by approximately an hour.

Visitor Expenditures at the Museum Complex

Table 33 compares likely visitor spending in the new museum complex under Alternative B as compared to existing levels of expenditure. The new museum complex would attract visitor spending for tickets to the Electric Map theater and the Cyclorama Program. Visitation to the Cyclorama Program is estimated to increase because the program would be located in a unified center and it would be accessible to more visitors. The Gettysburg Film Theater showing a newly produced film would be a new fee program. The enlarged book and museum store as well as the limited food service would also attract sales. The level of spending in the museum complex is forecast to increase, both as a function of slightly increased visitation but also because of the enlarged book and museum store, the film interpretive fee, and the limited food service.

Table 33: Estimated Sales at the Museum Complex as a result of Alternative B

Venue/Program	Current Baseline[1]	Alternative B
Welcome Center	NA	NA
NPS Museum	NA	NA
Cyclorama	$300,986	$728,400
Theater	NA	$1,148,000
Electric Map	$642,607	$989,800
Book and Museum Store	$2,290,182	$4,502,400
Limited Food Service	NA	952,400
TOTAL:	$3,233,775	$8,321,000
Per Capita For Museum Complex Visitors	$2.69[2]	$6.00[3]

NA = Not Applicable

1 Fiscal Year, ending 10/31/97

2 Based on 1,200,000 visitors to park visitor centers

3 Based on 1,387,500 visitors to park visitor centers

Source: The Office of Thomas Martin

Visitor Spending Impacts, by Sector

The increase in the number of visitors to Gettysburg NMP would create additional spending in the local area. The spending by new visitors because of implementation of this GMP would be net new spending to the local area. Additionally, Alternative B predicts a slight increase in per capita spending, compared to Alternative A, based upon increased length of overall visitor stay attributable to the GMP improvements proposed.

This analysis evaluates not only total visitor spending, but also the change in the level of visitor spending that occurs outside of the park. Under Alternative B, spending patterns would likely include increases in total visitor spending as well as some redistribution of visitor spending in the local economy and within the park. Economic activity at the museum complex would be beneficial to the local economy, since area residents would be employed at the facility, taxes would be generated, and expenditures to operate the facility would affect the region's economy.

Direct Visitor Expenditures are forecast to increase slightly over time in Alternative B. The increase in visitor expenditures would be felt across all sectors of the tourism economy. Table 34 estimates visitor sales in the forecast year, 2007; Table 35 predicts how changes in sales would be felt in different sectors of the local economy; and Table 36 summarizes the economic impact as a result of the Alternative. There would be improvement as a result of Alternative B in nearly all economic sectors. Slight decreases in retail and amusement sectors are projected. However, even in Alternative B, the projected declines is these sectors would be less severe than that anticipated as a result of the no action approach, Alternative A. The relocation of the museum complex may affect those visitors who park at the existing Visitor Center parking lot and walk to Steinwehr Avenue. However, the retention of some parking in this area would allow those visitors who choose to park and walk to continue to do so.

Table 34: Estimated Total Visitor Expenditures, Alternative B

	1996	Alternative B
Park Visitation (visitors/year)	1,707,120	1,850,000
Total Per Capita Visitor Expenditures (both in Park and in Community)	$68.00	$71.40
Total Visitor Expenditures	$116,084,160*	$132,090,000
Per Capita Visitor Expenditures in Park (for all park visitors)	$1.89	$4.50
Total Visitor Expenditures in Park	$3,233,775	$8,321,000
In-Park Visitor Expenditures as a Percent of Total Visitor Expenditures	2.8%	6.3%
Visitor Expenditures in the Community	$112,850,385	$123,769,000
(= Total Visitor Expenditure - in Park Expenditure)		
Change in Community Expenditures (excluding in Park Sales)	$0	$10,918,600
Percent Change in Community Expenditures (excluding in Park Sales)	0 %	9.7 %

Source: The Office of Thomas Martin

** This estimate is based on an expenditure of $68 per visitor. This results in a higher total for Visitor Expenditures than shown in the Adams County Economic Impact Report.*

Table 35: Potential Future Visitor Expenditures for Alternative B, Compared to No Action

	Alternative A (No Action)	Alternative B
Total Visitor Expenditure: (Both in Park and in Community)		
Lodgings	Decrease	Increase
Food	Decrease	Increase
Transportation and Other	Decrease	Increase
Retail and Amusements	Decrease	Increase
TOTAL	Decrease	Increase
Visitor Expenditure in Community (Excluding in Park Expenditures)		
Lodgings	Decrease	Increase
Food	Decrease	Increase
Transportation and Other	Decrease	Increase
Retail and Amusement	Decrease	Potentially Decrease
Total	Decrease	Increase

Source: The Office of Thomas Martin

Table 36: Annual Economic Impact of the Gettysburg NMP and Eisenhower NHS, Alternative B

	Estimated 2007
Direct Contributions of Gettysburg National Military Park to Local Economy:	Current Dollars
Park and Related Operations	
GNMP/ENHS operations	Likely to Grow
Licensed Battlefield Guides	Likely to Grow
Eastern National	Likely to Grow
Eisenhower Tour	Likely to Grow
Crop income	Stable
Friends of National Parks at Gettysburg	Not Estimated
Tax Effects	
Amusement	Will Grow
Wage/Per capita	Likely to Grow
Real estate	Stable
Sales	Likely to Grow
State Income Tax	Likely to Grow
Overall Tax Revenues	Will Grow
IMPACT ON LOCAL ECONOMY	Will grow

Source: The Office of Thomas Martin

New Employment Due to Park Improvements

As a result of implementation of this proposal, new jobs would be created at Gettysburg NMP. Additional staffing would improve the protection of resources and the interpretation of the battlefield, thus enhancing the visitor experience. Increases in annual operational funding would be needed to add staff or to contract for needed expertise. Proposed rehabilitation along with additional efforts to work cooperatively with the local community to resolve issues of mutual concern and provide for improved interpretation in Gettysburg would increase the amount of time needed by staff to accomplish these goals. Approximately 17 new staff full-time equivalents would be added over time to accomplish this alternative, compared to Alternative A. This would represent a substantial increase in annual operating costs and a further contribution to the region's economy. Most of the staff hired would be in interpretation and resource protection, representing the commitments to traffic management, resource protection and interpretation. NPS would still rely on volunteers to accomplish many basic tasks, including orientation, information, the adopt-a-position program and other initiatives to protect and enhance the battlefield. Given the millions of dollars of new visitor spending that could occur in private sector businesses as a result of implementation of this GMP, there would also be new employment in the private sector.

Construction Period Economic Impacts

Implementation of this alternative and the construction of a new museum complex would provide a one-time economic benefit to the Gettysburg economy. For Alternative B, a total capital expenditure of $61,366,467 (including land acquisition) is projected, of which $39,285,000 is associated with the privately financed museum complex. A portion of these capital budgets would be used for construction labor and materials that would come from the local economy. Thus there would be additional economic activity due to the construction of the project.

Other Related Economic Impacts

Reinvestment in Gettysburg NMP would also draw additional private investment as opportunities related to the increased length of stay and construction expenditures within the park, as well as visitor spending, encourage private businesses to revitalize their attractions and services and provide for new support services. While this has not been quantified, experience from other destination tourist areas suggests that investment in the leading attraction results in new business opportunities in the larger local economy.

Conclusion

Implementation of this alternative would result in increased visitation along with a 5 % increase in per capita visitor spending over current levels. This means that visitors would spend an additional $10,918,600 within the local communities. This represents an increase of 9.7% over current spending levels, and would mean that spending in all sectors of the tourist economy would stay stable or increase, except for amusements, which might decrease. The direct contribution of the park to the local economy is likely to grow, and tax effects of all types would grow or remain stable.

4.5.5 Impacts on Traffic, Parking and Transit

The parking requirements at the museum complex under Alternative B are estimated in Table 37.

Table 37: Required Parking Alternative B

Time of Arrival	Vehicles In	Vehicles Out	Required Parking for Cars	Required Parking for Buses
8:00 - 9:00 A.M.	109	25	81	3
9:00 - 10:00 A.M.	239	57	257	9
10:00 - 11:00 A.M.	369	136	485	15
11:00 - 12:00 P.M.	304	175	612	16
12:00 - 1:00 P.M.	195	241	571	11
1:00 - 2:00 P.M.	212	260	530	4
2:00 - 3:00 P.M.	148	242	440	0
3:00 - 4:00 P.M.	127	221	346	0
4:00 - 5:00 P.M.	169	167	349	0
5:00 - 6:00 P.M.	148	161	336	0
6:00 - 7:00 P.M.	127	254	210	0

Source: Orth-Rogers Associates

Although the total visitation to the park would increase with Alternative B, several aspects of this alternative would increase the park's ability to offset peak period traffic difficulties, including: increased availability of shuttles, the Transportation Management System, and the expanded park venues that would enable provision of relief to the most heavily visited sites in the park. Under Alternatives B and C, NPS would participate with the local community and commercial providers to develop a shuttle service to link the most congested areas of the park with the new museum complex, and to link the new museum complex with Steinwehr Avenue and downtown. These would be voluntary shuttles that would operate at a limited number of locations during periods of high visitation. The shuttles would likely attract between 5 and 10% of visitors arriving in automobiles. This would have the effect of further reducing traffic congestion in some of the most heavily used areas of the park.

The summary impacts of Alternative B are presented in Table 38.

Table 38: Impact of Alternative B, Transportation, Parking and Transit

Type of Impact	
Parking Availability	
Bus Parking – Museum Complex	Increased supply, adequate for demand
Auto Parking – Museum Complex	Increased supply, adequate for demand
Traffic Congestion	
Park Avenues	Decreased due to shuttles and TMS
Downtown Areas	Increased due to new tour route
Taneytown Road	Reduced due to location of new museum complex with two access routes
Baltimore Pike	Increased due to new location of museum complex
Steinwehr Avenue	Reduced volume to/from museum complex; offset by increases from modified auto tour route
Pedestrian Access	Improved with new pedestrian paths and modes of transport
Linkage to Downtown	Improved with shuttle operation and auto tour
Ease of Access to Park Venues	Increased with TMS and shuttles

Source: Orth-Rogers Associates

4.5. 6 Impacts on Park Operations

Staffing

Additional staffing would improve the maintenance of the park's cultural landscapes and facilities and the protection of resources, thus enhancing the visitor experience. In addition, more interpretive services would improve the visitor experience and increase the number of visitors who have the opportunity to participate in ranger programs. Increases in annual operational funding would be needed to add staff or to contract for needed expertise. Approximately 17 new full-time equivalents would be added over time to accomplish the management prescriptions. Additional staff would be hired to provide technical expertise in forestry, landscape rehabilitation and maintenance, and interpretation.

4.5.7 Cumulative Impacts

Cultural Resources

Impacts to cultural resources outside the park are primarily a result of urbanization. These impacts include the loss of topographic, landscape, visual, built and subsurface resources related to the Battle of Gettysburg and the Gettysburg Campaign, generally because of commercial and residential development. Although many groups and individuals are actively preserving battle-related sites and resources, these impacts are anticipated to continue in the future.

The management prescriptions recommended by Alternative B would gradually improve the condition of the park's historic battle-related landscapes, and of the Soldiers' National Cemetery. The effect of NPS' actions on the regional and national cultural resources related to the Gettysburg Campaign would be positive.

Natural Resources

Impacts to vegetative resources outside the park are primarily a result of urbanization and suburban sprawl. These activities have resulted in the increase of land taken out of cultivation and natural succession and put into industrial uses, commercial uses, roads and houses. These activities and impacts are anticipated to continue outside the park boundaries in the future.

Historically, the entire East Coast, including Pennsylvania, was a contiguous hardwood forest; however, since the 1700s, the forest has been fragmented. The mosaic of small closed wooded areas and open agriculture lands has existed in the Adams County area for over 150 years. This alternative proposes the removal of wooded areas that have grown up over the past 135 years and replacing them with grasslands, shrub-lands, pastures or hay fields. The forested area in the Chesapeake Bay watershed decreased by only 1% between 1985 and 1996. Between 1978 and 1989, the most recent forest inventories, the amount of land in timber producing forests and non-production forests in Pennsylvania had decreased by 1%. However, in Adams County, the amount of land in timber producing forests and non-production forests increased approximately 3%. The removal of additional wooded areas from the park would perpetuate the mosaic of open and closed land. Furthermore, the removal of trees from the landscape would not result in the permanent removal of all vegetation but rather a change in vegetation type. Tree removal would be phased and mitigated by using best management practices so any impacts would be short-term. NPS' increment toward tree removal would result in a minor negative impact. With the

increase of forested land in Adams County outside the park, NPS' actions would have a negligible effect on the amount of forested land in Adams County or regionally.

The single biggest threat to most wildlife species is the permanent loss of habitat. The two most prominent types of wildlife habitat in south central Pennsylvania are hardwood forests and open grasslands. Habitat loss is primarily a result of commercial and residential development. Proposed development activities are anticipated to result in the reduction of undisturbed wildlife habitat throughout the region in the future.

The Adams County area has been a mosaic of open grasslands, agriculture fields, and small wooded areas for over 150 years. While forested habitats have decreased statewide by less than 1%, they have increased within Adams County by 3%. The last forest inventory indicates that there is over 100,000 acres of forest in Adams County while native grasslands are almost nonexistent within the county. Permanent habitat loss occurs routinely throughout the region due to urbanization and development. This alternative results in no permanent loss of wildlife habitat. It does propose removing forested habitat and replacing it with hay fields, pasture or native grassland habitat. While this action would have a minimal adverse impact on forest species, it would have a larger positive impact for grassland species, because native grassland habitats are not as abundant as forested habitats. In addition, the removal of woodland would minimally affect forest dwelling wildlife because most of these species are common and widespread throughout their range. The one exception might be the black vulture; however, any potential impact to this species would be mitigated to reduce or eliminate any potential impacts. The proposed changes in the agriculture program would protect breeding and nesting areas and provide additional habitat to grassland birds, many of which are species of special concern. Consequently, the incremental long-term impact for grassland species would be positive. With the net increase in forested land in Adams County over the past ten years, the proposed increase of additional grassland habitat would have a minor beneficial impact on habitat diversity in the county. However, NPS' contribution to cumulative impacts on a region or nation wide basis would be negligible because of the small area affected.

Visitor Experience and Interpretation

Interest in the American Civil War is high, and locally and regionally, governments and groups are developing new attractions to improve interpretation about the Civil War and the campaigns that affected this area. NPS' activities under this alternative would improve interpretation and visitors' experiences of the Battle of Gettysburg and the Gettysburg Campaign. NPS' increment to education and interpretation about the Civil War would be positive.

Socioeconomic Environment

Overall, tourism is a small sector of the Adams County and regional economy. The Borough of Gettysburg, Main Street Gettysburg and the county's tourism and business promotional agencies and organizations are developing additional facilities for tourists. Planned developments include additional wayside exhibits to enhance the historic pathway in Gettysburg, as well as the preservation and development of the Lincoln Train Station. Private individuals are developing facilities for tourists, including new attractions like the Schriver House. Adams County is cooperating with the Commonwealth of Pennsylvania, NPS and others to consider extension of the Lincoln Highway State Heritage Corridor into the county and the Borough of Gettysburg. NPS is cooperating with the Borough of Gettysburg, Main Street Gettysburg and other local groups and agencies to develop additional interpretation and tourism facilities for the area. These

kinds of additional tourism development activities are anticipated to continue in the future, and would likely result in improvements to the local tourism economy.

The contribution of park visitors to the local tourism economy under Alternative B is described in Tables 33-36. The minor increase in visitation predicted as a result of the implementation of Alternative B would have a minor, but positive, effect on the regional economy. However, considering the other tourism development activities occurring in the community, the effects of NPS' actions on a regional or national scale would be negligible.

Traffic, Parking and Transit

Development along U.S. Route 30 is accelerating, and recent additions include a new large grocery store in a strip commercial development, new fast food restaurants, and new hotels built between U. S. Route 15 Bypass and the Borough of Gettysburg. Also announced is a $100 million visitor amusements / hotel / conference center development with associated services at the intersection of U. S. Route 30 and the U.S. Route 15 Bypass. At the intersection of U.S. Route 15 Bypass and Baltimore Pike, a 400,000 square foot retail outlet mall, with a hotel, food service and associated services has been approved. These developments, along with others that are planned but not yet approved may change traffic patterns and may create other effects on local traffic congestion. Changes to local and regional traffic patterns because of increasing suburban and commercial development are expected to continue in the future.

The slight increase in visitation predicted for this Alternative would result in a modest increase in park-related traffic within the park and in downtown Gettysburg, Taneytown Road and Steinwehr Avenue. In addition, the realignment of the park's auto tour to include Steinwehr Avenue and downtown Gettysburg, requested by the community to increase tourism traffic in the Borough of Gettysburg, would contribute to an additional increment of traffic congestion there. Development of a voluntary shuttle system might reduce these conditions. These modest increases are likely to have a small, but negative, effect on local and regional traffic congestion. General congestion within the Borough of Gettysburg is anticipated to remain because of the unrelated growth of the surrounding areas. NPS would continue to cooperate with local and state officials to development comprehensive solutions to traffic congestion within the local and regional area.

4.5.8 Unavoidable Adverse Impacts

Unavoidable adverse impacts from implementing this alternative would include:

- Short and long-term disturbance of soil and vegetation, or soil or vegetation loss from construction, cultural landscape preservation and rehabilitation may occur. These activities would adversely affect some individual animals and plants. Implementation of appropriate erosion control and revegetation measures would minimize the magnitude of these effects where they occur.
- Localized stream water temperature increases in a few subwatersheds from loss of forest cover may occur. Implementation of appropriate mitigation, such as maintaining low woody

shrub vegetation along streams, would minimize the impacts of these effects where they occur. These localized increases would have a negligible affect on resources downstream.

- Archeological resources may be adversely impacted by the cultural landscape preservation and rehabilitation activities. Significant archeological resources might be found before or during preservation or rehabilitation activities. If effects cannot be avoided during the specific design of facilities or rehabilitation activities, mitigation would be developed in consultation with the State Historic Preservation Officer and the Advisory Council on Historic Preservation.
- Removal of woodlands and construction would adversely affect some individual animals and plants. In addition, a state-listed species, the black vulture, may be adversely affected by the loss of some of its habitat around Big and Little Round Top. However, the potential impacts on the black vulture can be mitigated to reduce or eliminate the potential adverse impacts.

4.5.9 Relationship between Short-term Uses and Maintenance and Enhancement of Long-term Productivity

NPS is required to describe actions in terms of the NEPA objective to maintain and enhance the long-term productivity of the environment. This alternative includes numerous elements that would enhance the long-term productivity of the environment.

The shift in land use from woodlands to open lands would have no significant effect on productivity of park plant and animal populations. The acreage for species requiring forested habitat would be reduced but would be offset by an increase in acres for species requiring open grasslands. Species found in the park's forested habitat are common throughout the region. Effects of forest removal on black vultures would be mitigated by not cutting any of the winter roosting trees at the base of Big Round Top and protecting known existing nest sites. The addition of new grasslands would increase plant and animal populations requiring this type of habitat, many of which are species of special concern for the park and the Commonwealth of Pennsylvania.

4.5.10 Irreversible and Irretrievable Commitments of Resources

An irreversible commitment of resources is one that cannot be changed once it occurs; an irretrievable commitment means that the resource cannot be recovered or reused.

Any loss of undiscovered below ground resources in areas undergoing preservation or rehabilitation would be an irreversible and irretrievable commitment of resources. As previously mentioned, surveys, avoidance through design, documentation and other mitigation would be accomplished before any preservation or rehabilitation occurs, so these impacts would be minimized.

Limited amounts of non-renewable resources would be used for landscape rehabilitation and preservation projects and park operations, including energy and materials. These resources are irretrievable once they are committed.

4.6 ALTERNATIVE C: THE PROPOSED PLAN REHABILITATION OF LANDSCAPES SIGNIFICANT TO THE BATTLE OF GETTYSBURG AND ITS COMMEMORATION

4.6.1 Impacts on Cultural Resources

Historic and Designed Landscapes

Impacts from Landscape Rehabilitation: Restoration of the historic 1863 pattern of woodlands and open lands would have the same positive impacts on the historic landscape of the park as noted in Alternative B. In addition, the rehabilitation of additional features significant to the outcome of the battle would further improve the visual legibility of the landscape. The addition of up to 39.1 miles of historic fences would restore many of the historic field patterns that have been lost in the last 25 years. The addition of up to 160 acres of orchards in their historic locations would recreate a significant element present in the landscape in 1863 but since removed. The management of some areas as woodlots would recreate the open quality of these areas, a quality which contributed to their use during the battle. The removal of 20 miles of non-historic agricultural fencing would eliminate this non-historic intrusion on the historic setting of the 1863 battle. Together these actions would mean that most of the features that were significant to the outcome of the battle are accurately represented on the battlefield. This would have a positive beneficial impact on the historic landscape of the 1863 battle. Restoration of historic field patterns should not affect the park's agriculture program although it may change the use of some fields.

In the Soldiers' National Cemetery, the rehabilitation of the landscape and circulation would be as noted in Alternative B. In addition, the historic grade within the semicircle of graves would be restored, as would altered or missing vegetation, gates and tablets in the Civil War portion of the cemetery. Together these actions would replace many of the missing features that were significant to the Saunders design for the National Cemetery. This would have a positive beneficial impact on this historic designed landscape.

In the Battlefield Commemorative Resource Area, preservation and restoration of monuments is as noted in Impacts Common to all Alternatives. In addition, pipe-rail fencing, a feature that was significant to the design of the commemorative park designed and built by veterans between 1895 and 1927, would be reconstructed. Together with the restoration of monument groups, this action would restore the historic separation between the designed commemorative landscape and the historic landscape of the 1863 battle. This would have a positive beneficial impact on the historic designed landscape of the commemorative area.

Any potential adverse impacts to historic fabric would be identified through survey, and appropriate planning would mitigate and minimize loss of historic fabric. All work would follow the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes.* A cultural landscape report and landscape management plans developed in consultation with the State Historic Preservation Officer would ensure that park staff make good decisions regarding the preservation of remaining features and the rehabilitation of others.

Impacts from the Consolidation of Park Administrative Facilities: The topography of the Fantasyland site, and its wooded character mean that development there can be largely hidden from view. However, parts of the administrative facility may be visible from Cemetery Ridge. Provision of a

consolidated administrative facility means that three historic buildings currently visible from Cemetery Ridge and on the park's auto tour route would be returned to residential use. The parking areas, vehicles, and other non-historic visual intrusions that accompany office use would be eliminated. The overall effect of this action should be to improve the appearance of these areas.

Historic Structures

Impacts from Landscape Rehabilitation: Like Alternative B, this alternative would preserve the overall mass and arrangement of the farm complexes of the park. In addition, it calls for the rehabilitation or reconstruction of buildings and structures that were significant to the outcome of the battle or to the designed landscapes of the park.

Any potential adverse impacts to historic fabric would be identified through survey, and appropriate planning would mitigate and minimize loss of historic fabric. All work would follow the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Rehabilitating Historic Buildings*, NPS management policies and Director's Order 28, Cultural Resource Management guideline. Treatment plans developed in consultation with the State Historic Preservation Officer would ensure that park staff make good decisions regarding the preservation of remaining features and the rehabilitation of others. The number of structures that would be rehabilitated as a result of this alternative is not yet known. However, rehabilitation of these buildings and structures (for example, the Rose Barn) would place them in good condition, prevent further deterioration and enhance their preservation.

Impacts from Consolidation of Park Administrative Facilities: Under this alternative, the historic Roller Building and its brick additions would be maintained as is and used for maintenance purposes. After the construction of a new combined administrative and maintenance facility was completed, the removal of non-historic metal buildings and shops around the Roller Building would improve the character of its landscape. In addition, because of the consolidation of park administrative facilities, four historic buildings, the Cemetery Lodge, Hummelbaugh House, the Cobean House and the Hoffman-Cassatt House, would be returned to their historic uses. This would eliminate additional incremental changes and the resulting potential adverse impacts to these properties because of their use as offices, and would permit the removal of expanded office parking areas.

Archives and Collections

This alternative would not create any new impacts on the park's collections and archives.

Archeological Resources

Impacts to known and unknown significant archeological resources are possible because of reconstruction of fences removed in the last 25 years. Any disturbance would be preceded by an archeological survey. If any unknown significant resources are uncovered during ground-disturbing activity, procedures to implement Section 106 of the National Historic Preservation Act, and, as appropriate, the Native American Graves Protection and Repatriation Act, would be instituted.

Conclusion

This alternative would rehabilitate, restore and reconstruct more of the features that are most significant to the historic and designed landscapes of the park than Alternatives A or B. It would restore the large-scale patterns of vegetation and circulation in three of the park's resource areas,

as does Alternative B. It would also rehabilitate, restore and reconstruct the fences, field patterns, orchards, and woodlots that were significant to the outcome of the battle. In addition, it would reconstruct missing fences in the Battlefield Commemorative Resource Area, and restore the grade and other features in the Soldiers' National Cemetery. These actions would make the historic landscape of the battle and the designed landscape of the Soldiers' National Cemetery and the Battlefield Commemorative Resource Area understandable and restore much of their historical appearance.

4.6.2 Impacts on Natural Resources

Topography

Impacts from Landscape Rehabilitation: Impacts to topography are possible from forest removal. To minimize the possibility of changes to topography, best practices would be used to reduce the possibility of soil disturbance or changes to topography. The relatively small areas of woodlands to be removed, and the fact that some of the areas were previously logged using lanes that either exist or would be rehabilitated as part of this alternative, mean that there should be no need for new logging roads and therefore no new impacts to topography.

Impacts from Consolidation of Park Administrative Facilities: There would be minor topographic changes made as a part of the construction of new park administrative facilities. In general, design would seek to minimize topographic changes and keep as much of the site in a natural condition as possible. At a maximum, approximately 1 to 2 acres would be disturbed for administrative facility construction, including detention of storm water.

Soils

Impacts from Landscape Rehabilitation: Forest cutting and replacement by pasture was predicted to increase soil erosion by an average of 13% for Alternative C relative to the 15 affected watersheds. The predicted increases are directly related to the assumed differences in cover management factors (C) for forest (C+0.0005) and good pasture (C=0.003) in the Universal Soil Loss Equation. Good pasture land generally does not produce excessive or intolerable levels of erosion; however, since the rates of erosion on forest land are so low even good pasture land does not compare favorably. Maximum soil erosion increases were predicted for Jones' Bridge Run (82%), Spangler Spring Run (37%), Blocher Run (22%) Heagy's Woods Run (15%) and Guinn Run (14%), watersheds with relatively large amounts of forest cover being cut.

Surface erosion and C factors are very sensitive to the condition of the vegetation and ground cover. The situation would be much more serious if good pasture did not replace the cut forest or if it took several growing seasons to establish a good pasture. Even a seemingly small change in ground cover for pasture from 95-100% ground cover would require a C = 0.042, rather than C = 0.003, be used for agricultural land and predicted soil losses would increase by average factors of 15.4 for Alternative B relative to Alternative A. This calculation shows the importance of establishing a good pasture without significant soil exposure to minimize soil erosion.

This change in erosion does not necessarily reflect an increase in sediment delivered to a stream channel. Much of the eroded sediment probably would be stored or deposited on the landscape, but the potential for significant delivery exists since clearing of forest is proposed along many of the streams where sediment would be trapped. To mitigate this potential condition, buffer zones

of vegetation would be maintained along streams to trap sediment (and shade channels). Clearing of large trees is possible, as long as a buffer zone of brush or thickets is maintained along the channel lengths. No mechanized equipment or use of herbicides or fertilizers in buffer zones would be permitted, to minimize sources of soil erosion or pollution.

Short term soil erosion as a result of forest cutting is possible. However, use of best management practices would minimize short term soil loss during cutting. Short term soil erosion may also increase if good pasture or meadow take several growing seasons to become established. Establishment of meadow or pasture in as short a time as possible is an important mitigation for this condition. However, as previously noted, short term changes in erosion as a result of forest cutting and establishment of pasture land does not necessarily reflect an increase in sediment delivered to stream channels.

Prime and Unique Farmlands

There should be no new impacts to prime or unique farmlands as a result of this alternative.

Water Resources

Total Annual Streamflow: Streamflow would not be seriously affected by this alternative. Actions under Alternative C are predicted to increase annual streamflow by an average of 6% relative to Alternative A. Maximum effects are predicted for the basin of an unnamed tributary at Jones Bridge Run (28%), Guinn Run (24%), and Spangler Spring Run (14%), watersheds with high levels of forest cover that would be largely removed in this alternative. The smallest effects were predicted for large basins, such as Rock Creek, where the cutting proposed would represent a small fraction of the total forest cover on the basin or for basins of any size which did not contain appreciable forest cover and/or removal. Most of these predicted flow increases would be expected to occur in the summer where baseflows could be beneficially augmented, but some minor accelerated channel erosion could also result from the added summer flows.

Peak Streamflow: Peak streamflow was not forecasted to change appreciably because of this alternative. Peak streamflow would increase only by an average of 2% for Alternative C, relative to the current condition for the 15 watersheds. Maximum effects would occur on Jones' Bridge Run (10%), and Guinn Run (8%) where the largest areas of forest cover would be removed. The differences in infiltration between forest and pasture land are not great enough to cause much increase in peak flows with conversion from forest land to pasture land.

Stream Temperature: Stream temperatures would not be significantly affected by this alternative due to removal of shade from stream channels. Stream temperatures are already at maximum predicted levels of 90° F due to the current length of exposed channels in agricultural areas on most watersheds. Stream temperature for the 15 watersheds is predicted to increase by an average of 6% for Alternative C relative to the current condition, Alternative A. Maximum effects of this alternative on stream temperature would occur on Guinn Run (41%), Jones' Bridge Run (19%), and Heagy's Woods Run (32%) where stream channels are currently heavily shaded by forest and where this alternative would remove significant amounts of shade. To mitigate this potential condition, buffer zones of vegetation would be maintained along streams to shade channels (and trap sediment). Clearing of large trees is possible, as long as a buffer zone of brush or thickets is maintained along the channel lengths.

Short term impacts to water quality of the park's small streams and wetlands are possible. NPS would use best management practices to limit short-term impacts on water quality, including

movement of soils into the park's streams and wetlands. In addition to adequate planning of forest removal, these practices include: compliance with all provisions of the Commonwealth's Clean Streams Law and all federal standards; maintenance of buffers between disturbed areas and streams and wetlands; avoidance of seasonally wet areas for landings; crossing streams using existing bridges; conducting activities during dry periods or when the ground in frozen; and other practices.

Impacts from Consolidation of Park Administrative Facilities: Construction activities would result in potential short- and long-term adverse impacts on water quality near construction sites. Erosion from loss of vegetation cover would increase levels of suspended solids in nearby streams or ponds during construction. However, the preparation of erosion and sedimentation control plans with site-specific mitigation would minimize these impacts.

There are no 100-year or 500-year floodplains on the proposed site of the park administrative facilities. Therefore, there would be no impact on floodplains as a result of the development of these facilities. There are no wetland areas noted within the area of construction.

Endangered and Threatened Species

Impacts from Landscape Rehabilitation: These actions would have the same effect as the actions outlined in Alternative B. The management of some woodlands as woodlots, the increased acreage of orchards, and the addition of fence lines would have no effect on a majority of the park's sensitive species. However, one area to be maintained as a woodlot includes a population of a Pennsylvania endangered plant species. To avoid impacts to this plant, best management practices guidelines would be followed during the initial clearing of the woodlot and the plants would be protected during any maintenance activities.

Flora

Impacts from Landscape Rehabilitation: The removal of woodlands and the planting of areas that were historically wooded but are now open would decrease by 22% (461 acres) the wooded acreage of the park. Of the wooded acreage remaining, 79 % (1319 acres) would be managed as woodlands and 17% (278 acres) would be managed as historic woodlots. Changes in the agriculture program would increase by 7% (231 acres) the fields, pastures, and other open areas and decrease by 17% (443 acres) the land managed for agricultural production. This would also increase by 23 % (440 acres) the open lands maintained as native grasslands, meadows, or old fields but no longer managed as agricultural lands and increase by 53% (33 acres) the amount of wetlands in the park. It would increase from 0 to 65 acres the areas maintained as thickets. In addition, there would be an increase of 150 acres managed as orchards and 52.4 miles of additional fences and hedgerow vegetation.

The impacts as described for Alternative B are similar to those of Alternative C, except for the maintenance of woodlands as historic woodlots. This would involve a proactive maintenance of the 1863 appearance of about 278 acres of woodlands. The majority of these acres are located at Culp's Hill, in Rose Woods and in Reynolds Woods on the 1st Day's Battlefield. All silvicultural practices would follow best management practices guidelines. Non-native invasive species would be controlled. Conditions in these areas would be established to optimize the health and vigor of all native plant life forms. If these conditions are met, then the appearance of these acres should resemble those present in 1863 without loss of health and vigor of the plant communities.

The removal of 461 acres of woodlands in this alternative is not expected to have major impact on

the region's ecology: there are 109,700 acres of forest in Adams County, 610,000 acres of forest in the four county region (Adams, York, Franklin, and Cumberland), and over 17 million acres of forest land in Pennsylvania.

Fauna

Impacts from Landscape Rehabilitation: These actions would have the same effect as the actions outlined in Alternative B. The managed woodlots would have little difference on species abundance and composition. These woodlots are small (7-60 acres) and are insufficient in size to maintain viable populations within their limits and species would have to rely on the surrounding habitats to support their population levels. Animals that are common in edge habitats, thickets and hedgerows may be increased because of the large number of fences that would be added with this alternative. Increasing the number of acreage in orchards would probably have a minimal effect on any wildlife species.

Conclusion

Like Alternative B, and compared to existing conditions, this alternative would decrease the amount of forested area within the park boundary from 36% to 29%, to reflect the historic condition of the park, and would eliminate non-native vegetation in most of the remaining woodlands in the park. This would have a positive impact or no impact on 70% of the park's known species and a negative impact on 30% of the park's species.

4.6.3 Impacts on Visitor Interpretation and Experience

The rehabilitation of features significant to the outcome of the battle would allow visitors to understand the movement of the armies and the decisions made by the generals as they planned and executed the battle. In addition, it would also allow visitors to understand in detail the conditions that faced the soldiers as they pursued the battle. Visitors would be able to follow and understand in depth what happened not only to the armies but also to individual units and combatants. This would add a significant level of depth to the interpretive experience not present in either Alternative A or B. Visitors would benefit from these changes to the landscape which would allow them to see and understand both major movements and the details of the battle. Changes to the auto tour, ranger tours and other brochures and interpretive information would provide additional educational opportunities for many visitors. Use of lanes would provide safe, convenient pedestrian and horse trails for visitors.

The rehabilitation of vegetation, gates, grade and other features at the Soldiers' National Cemetery and of some fences in the Battlefield Commemorative Resource Area of the park would repair the most significant of the missing features of these designed landscapes. Their design was intended to communicate the significance of the Battle of Gettysburg to visitors. These actions would benefit visitors by allowing them to understand these landscapes and their associations as their designers intended.

4.6.4 Impacts on the Socioeconomic Environment

Visitation

Like Alternative B, the attendance estimate for this alternative assumes that the overall visitation level to the park would not be transformed from its current levels by the implementation of this alternative, including the new museum complex. Instead, the reinvestment in the park to improve the visitor facilities and historic landscape would reinforce existing visitation patterns, and allow for moderately higher attendance. Because of the enhanced offerings at the new museum complex, some increased usage is expected at the facility. Thus the projected park-wide visitation for this alternative in the projection year, 2007, is 1,950,000, a 14% increase in attendance from current levels. Probable visitation at the museum complex is projected to be 1,462,500, a proportional increase over current levels of attendance.

Length of Stay

The average visitor length of stay at the museum complex is forecast to be 116 minutes (compared to the current length of stay of 60 minutes and slightly longer than the length of stay estimated for Alternative B). This would extend visitors' stays in the park by approximately an hour.

Visitor Expenditures at the Museum Complex

Table 39 compares likely visitor spending in the new museum complex under Alternative C as compared to existing levels of expenditure. The new museum complex would attract visitor spending for tickets to the Electric Map theater and the Cyclorama Program. Visitation to the Cyclorama Program is estimated to increase because the program is located in a unified center and it would be accessible to more visitors. The Gettysburg Film Theater showing a newly produced film would be a new fee program. The enlarged book and museum store as well as the limited food service would also attract sales. The level of spending in the museum complex is forecast to increase, both as a function of slightly increased visitation but also because of the enlarged book and museum store, the film interpretive fee, and the limited food service. The expenditures are slightly higher than those under Alternative B and substantially higher than those under Alternative A.

Visitor Spending Impacts, by Sector

The increase in the number of visitors to Gettysburg NMP would create additional spending in the local area. The spending by new visitors because of implementation of this proposal would be net new spending to the local area. Additionally, Alternative C predicts an increase in per capita spending, compared to Alternative B, based upon increased length of overall visitor stay attributable to the more extensive site-wide improvements proposed.

This analysis evaluates not only total visitor spending, but also the change in the level of visitor spending that occurs outside of the park. Under Alternative C, spending patterns would likely include increases in total visitor spending as well as some redistribution of visitor spending in the local economy and within the park. Economic activity at the museum complex would be beneficial to the local economy, since area residents would be employed at the facility, taxes would be generated, and expenditures to operate the facility would affect the region's economy.

Direct visitor expenditures are forecast to increase considerably in Alternative C, as compared to Alternative A. The increase in visitor expenditures would be felt across all sectors of the tourism economy. Table 40 estimates visitor sales in the forecast year, 2007; Table 41 suggests how changes in sales would be felt in different sectors of the local economy; and Table 42 summarizes the economic impact as a result of the alternative. There would be increases in economic activity as a result of Alternative C in nearly all economic sectors. Retail and amusement sectors are projected to be stable, reflecting the positive effect of increasing attendance and per capita spending, which would offset spending that is attracted to the new museum complex. The relocation of the museum complex may affect those few visitors who park at the existing Visitor Center parking lot and walk to Steinwehr Avenue. However, the retention of some parking in this area would allow those visitors who choose to park and walk to continue to do so.

Table 39: Estimated Sales at the Museum Complex as a result of Alternative C

Venue/Program	Current Baseline[1]	Alternative C
Welcome Center	NA	NA
NPS Museum	NA	NA
Cyclorama	$300,986	$767,800
Theater	NA	$1,210,000
Electric Map	$642,607	1,043,300
Book and Museum Store	$2,290,182	$4,745,900
Limited Food Service	NA	963,700
TOTAL:	$3,233,775	$8,730,700
Per Capita For Museum Complex Visitors	$2.69[2]	$5.97[3]

1 Fiscal Year, ending 10/31/97

2 Based on 1,200,000 visitors to park visitor centers

3 Based on 1,462,500 visitors to park visitor centers

Source: The Office of Thomas Martin

Table 40: Estimated Total Visitor Expenditures for Alternative C

	1996	Alternative C
Park Visitation (visitors/year)	1,707,120	1,950,000
Total Per Capita Visitor Expenditures (both in Park and in Community)	$68.00	$74.80
Total Visitor Expenditures	$116,084,160*	$145,860,000
Per Capita Visitor Expenditures in Park (for all visitors)	$1.89	$4.48
Total Visitor Expenditures in Park	$3,233,775	$8,730,700
In-Park Visitor Expenditures as a Percent of Total Visitor Expenditures	2.8%	6.0%
Visitor Expenditures in the Community (= Total Visitor Expenditure - in Park Expenditure)	$112,850,385	$137,129,300
Change in Community Expenditures (excluding in Park Sales)	$0	$24,278,900
Percent Change in Community Expenditures (excluding in Park Sales)	0 %	21.5 %

Source: Office of Thomas Martin

** This estimate is based on an expenditure of $68 per visitor. This results in a higher total for Visitor Expenditures than shown in the Adams County Economic Impact Report.*

Table 41: Potential Future Visitor Expenditures for Alternative C, Compared to No Action

	Alternative A (No Action)	Alternative C
Total Visitor Expenditure: (Both in Park and in Community)		
Lodgings	Decrease	Increase
Food	Decrease	Increase
Transportation and Other	Decrease	Increase
Retail and Amusements	Decrease	Increase
TOTAL	Decrease	Increase
Visitor Expenditure in Community (Excluding in Park Expenditures)		
Lodgings	Decrease	Increase
Food	Decrease	Increase
Transportation and Other	Decrease	Increase
Retail and Amusement	Decrease	Stable
Total	Decrease	Increase

Source: The Office of Thomas Martin

Table 42: Annual Economic Impact of the Gettysburg NMP and Eisenhower NHS, Alternative C

Direct Contributions of Gettysburg National Military Park to Local Economy:	2007 Current Dollars
Park and Related Operations	
GNMP/ENHS operations	Likely to Grow
Licensed Battlefield Guides	Likely to Grow
Eastern National	Likely to Grow
Eisenhower Tour	Likely to Grow
Crop income	Stable
Friends of the National Parks at Gettysburg	Not Estimated
Tax Effects	
Amusement	Will Grow
Wage/Per capita	Likely to Grow
Real estate	Stable
Sales	Likely to Grow
State Income Tax	Likely to Grow
Overall Tax Revenues	Will Grow
IMPACT ON LOCAL ECONOMY	Will grow

Source: The Office of Thomas Martin

New Employment Due to Park Improvements

As a result of implementation of Alternative C, new jobs would be created at Gettysburg NMP. Additional staffing would improve the protection of resources and the interpretation of the battlefield, thus enhancing the visitor experience. Increases in annual operational funding would be needed to add staff or to contract for needed expertise. Proposed rehabilitation along with additional efforts to work cooperatively with the local community to resolve issues of mutual concern and provide for improved interpretation in Gettysburg would increase the amount of time needed by staff to accomplish these goals. Approximately 24 new staff full-time equivalents would be added over time to accomplish this alternative, compared to existing conditions. This would represent a substantial increase in annual operating costs and a further contribution to the region's economy. Most of the staff hired would be in interpretation and resource protection, representing the commitments to resource protection, interpretation and traffic management. NPS would still rely on volunteers to accomplish many basic tasks, including orientation, information, the adopt-a-position program and other initiatives to protect and enhance the battlefield. Given the millions of dollars of new visitor spending that could occur in private sector businesses as a result of implementation of this GMP, there would also be new employment in the private sector.

Construction Period Economic Impacts

Implementation of this alternative and the construction of a new museum complex would provide a one-time economic benefit to the Gettysburg economy. For Alternative C, a total capital expenditure of $68,403,922 (including land acquisition) is projected, of which $39,285,000 is associated with the privately financed museum complex. A portion of these capital budgets would be used for construction labor and materials that would come from the local economy. Thus there would be additional economic activity due to the construction of the project.

Other Related Economic Impacts

Reinvestment in Gettysburg NMP would also draw additional private investment as opportunities related to the increased length of stay and construction expenditures within the park, as well as visitor spending, encourage private businesses to revitalize their attractions and services and provide for new support services. While this has not been quantified, experience from other destination tourist areas suggests that investment in the leading attraction results in new business opportunities in the larger local economy.

Conclusion

Implementation of this alternative would result in increased visitation along with a 10% increase in per capita visitor spending over current levels. This means that visitors would spend an additional $24,278,900 within the local communities. This represents an increase of 21.5% over current spending levels, and would mean that spending in all sectors of the tourist economy would stay stable or increase. The direct contribution of the park to the local economy is likely to grow, and tax effects of all types would grow or remain stable.

4.6.5 Impacts on Traffic, Parking and Transit

The parking requirements at the museum complex under Alternative C are estimated in Table 43.

Table 43: Required Parking Alternative C

	Vehicles	Vehicles Required Parking for Cars	Required Parking for Buses
8:00 - 9:00 A.M.	115	25	86	3
9:00 - 10:00 A.M.	252	56	276	9
10:00 - 11:00 A.M.	388	134	524	15
11:00 - 12:00 P.M.	320	177	666	17
12:00 - 1:00 P.M.	205	251	625	12
1:00 - 2:00 P.M.	223	276	580	4
2:00 - 3:00 P.M.	156	259	481	0
3:00 - 4:00 P.M.	134	236	379	0
4:00 - 5:00 P.M.	179	178	380	0
5:00 - 6:00 P.M.	156	171	365	0
6:00 - 7:00 P.M.	134	274	225	0

Source: Orth-Rogers Associates

Although the total visitation to the park would increase with Alternative C, several aspects of this alternative would increase the park's ability to offset peak period traffic difficulties, including: increased availability of shuttles, the Transportation Management System, and the expanded park venues which would enable provision of relief to the most heavily visited sites in the park. Under Alternative C, NPS would participate with the local community and commercial providers to develop a shuttle service to link the most congested areas of the park with the new museum complex, and to link the new museum complex with Steinwehr Avenue and downtown. These are voluntary shuttles that would operate at a limited number of locations during periods of high visitation. The shuttles would likely attract between 5 and 10% of visitors arriving in automobiles. This would have the effect of further reducing traffic congestion in some of the most heavily used areas of the park.

The summary impacts of Alternative C are presented in Table 44.

Table 44: Impact of Alternative C, Traffic, Parking and Transit

Type of Impact	
Parking Availability	
Bus Parking – Museum Complex	Increased supply, adequate for demand
Auto Parking – Museum Complex	Increased supply, adequate for demand
Traffic Congestion	
Park Avenues	Decreased due to shuttles and TMS
Downtown Areas	Increased due to new tour route
Taneytown Road	Reduced due to location of new Museum Complex with two access routes
Baltimore Pike	Increased due to new location of Museum Complex
Steinwehr Avenue	Reduced volume to/from Museum Complex; offset by increases from modified auto tour route
Pedestrian Access	Improved with new pedestrian paths and modes of transport
Linkage to Downtown	Improved with shuttle operation and auto tour
Ease of Access to Park Venues	Increased with TMS and shuttles

Source: Orth-Rogers Associates

4.6.6 Impacts on Park Operations

Staffing

Additional staffing would improve the maintenance of NPS cultural landscapes and facilities and the protection of resources, thus enhancing the visitor experience. In addition, more interpretive services would improve the visitor experience and increase the number of visitors who have the opportunity to participate in ranger programs. Increases in annual operational funding would be needed to add staff or to contract for needed expertise. Approximately 24 new full-time equivalents would be added over time to accomplish the management prescriptions. Additional staff would be hired to provide maintenance, interpretation and technical expertise in forestry and landscape rehabilitation.

Relocation of Administrative and Maintenance Facilities

This alternative would consolidate most administrative and maintenance functions into a single area with adequate work space, offices and maintenance facilities. This would greatly increase operational efficiencies, limit impacts on historic properties currently used for administrative functions and reduce conflicts with visitors.

4.6.7 Cumulative Impacts

Cultural Resources

Impacts to cultural resources outside the park are primarily a result of urbanization. These impacts include the loss of topographic, landscape, visual, built and subsurface resources related to the Battle of Gettysburg and the Gettysburg Campaign, generally because of commercial and residential development. Although many groups and individuals are actively preserving battle-related sites and resources, these impacts are anticipated to continue in the future.

The management prescriptions recommended by Alternative C would gradually improve the condition of the park's historic battle-related landscapes, and of the Soldiers' National Cemetery. The effect of NPS' actions on the regional and national cultural resources related to the Gettysburg Campaign would be positive.

Natural Resources

Impacts to vegetative resources outside the park are primarily a result of urbanization and suburban sprawl. These activities have resulted in the increase of land taken out of cultivation and natural succession and put into industrial uses, commercial uses, roads and houses. These activities and impacts are anticipated to continue outside the park boundaries in the future.

Historically, the entire East Coast, including Pennsylvania, was a contiguous hardwood forest; however, since the 1700s, the forest has been fragmented. The mosaic of small closed wooded areas and open agriculture lands has existed in the Adams County area for over 150 years. This alternative proposes the removal of wooded areas that have grown up over the past 135 years and replacing them with grasslands, shrub-lands, pastures or hay fields. The forested area in the Chesapeake Bay watershed decreased by only 1% between 1985 and 1996. Between 1978 and 1989, the most recent forest inventories, the amount of land in timber producing forests and non-production forests in Pennsylvania had decreased by 1%. However, in Adams County, the amount of land in timber producing forests and non-production forests increased approximately 3%. The removal of additional wooded areas from the park would perpetuate the mosaic of open and closed land. Furthermore, the removal of trees from the landscape would not result in the permanent removal of all vegetation but rather a change in vegetation type. Tree removal would be phased and mitigated by using best management practices so any impacts would be short-term. NPS' increment toward tree removal would result in a minor negative impact. With the increase of forested land in Adams County outside the park, NPS' actions would have a negligible effect on the amount of forested land in Adams County or regionally.

The single biggest threat to most wildlife species is the permanent loss of habitat. The two most prominent types of wildlife habitat in south central Pennsylvania are hardwood forests and open grasslands. Habitat loss is primarily a result of commercial and residential development. Proposed development activities are anticipated to result in the reduction of undisturbed wildlife habitat throughout the region in the future.

The Adams County area has been a mosaic of open grasslands, agriculture fields, and small wooded areas for over 150 years. While forested habitats have decreased statewide by less than 1%, they have increased within Adams County by 3%. The last forest inventory indicates that there is over 100,000 acres of forest in Adams County while native grasslands are almost nonexistent within the county. Permanent habitat loss occurs routinely throughout the region due to urbanization and development. This alternative results in no permanent loss of wildlife

habitat. While this action would have a minimal adverse impact on forest species, it would have a larger positive impact for grassland species, because native grassland habitats are not as abundant as forested habitats. In addition, the removal of woodland would minimally affect forest dwelling wildlife because most of these species are common and widespread throughout their range. The one exception might be the black vulture; however, any potential impact to this species would be mitigated to reduce or eliminate any potential impacts. The proposed changes in the agriculture program would protect breeding and nesting areas and provide additional habitat to grassland birds, many of which are species of special concern. Consequently, the incremental long-term impact for grassland species would be positive. With the net increase in forested land in Adams County over the past ten years, the proposed increase of additional grassland habitat would have a minor beneficial impact on habitat diversity in the county. However, NPS' contribution to cumulative impacts on a region or nation wide basis would be negligible because of the small area affected.

Visitor Experience and Interpretation

Interest in the American Civil War is high, and locally and regionally, governments and groups are developing new attractions to improve interpretation about the Civil War and the campaigns that affected this area. NPS' activities under this alternative would improve interpretation and visitors' experiences of the Battle of Gettysburg and the Gettysburg Campaign. NPS' increment to education and interpretation about the Civil War would be positive.

Socioeconomic Environment

Overall, tourism is a small sector of the Adams County and regional economy. The Borough of Gettysburg, Main Street Gettysburg and the county's tourism and business promotional agencies and organizations are developing additional facilities for tourists. Planned developments include additional wayside exhibits to enhance the historic pathway in Gettysburg, as well as the preservation and development of the Lincoln Train Station. Private individuals are developing facilities for tourists, including new attractions like the Schriver House. Adams County is cooperating with the Commonwealth of Pennsylvania, NPS and others to consider extension of the Lincoln Highway State Heritage Corridor into the county and the Borough of Gettysburg. NPS is cooperating with the Borough of Gettysburg, Main Street Gettysburg and other local groups and agencies to develop additional interpretation and tourism facilities for the area. These kinds of additional tourism development activities are anticipated to continue in the future, and would likely result in improvements to the local tourism economy.

The contribution of park visitors to the local tourism economy under Alternative C is described in Tables 40 -42. The minor increase in visitation predicted as a result of the implementation of Alternative C would have a minor, but positive, effect on the regional economy. However, considering the other tourism development activities occurring in the community, the effects of NPS' actions on a regional or national scale would be negligible.

Traffic, Parking and Transit

Development along U.S. Route 30 is accelerating, and recent additions include a new large grocery store in a strip commercial development, new fast food restaurants, and new hotels built between U. S. Route 15 Bypass and the Borough of Gettysburg. Also announced is a $100 million visitor amusements / hotel / conference center development with associated services at the intersection of U. S. Route 30 and the U.S. Route 15 Bypass. At the intersection of U.S. Route 15

Bypass and Baltimore Pike, a 400,000 square foot retail outlet mall, with a hotel, food service and associated services has been approved. These developments, along with others that are planned but not yet approved may change traffic patterns and may create other effects on local traffic congestion. Changes to local and regional traffic patterns because of increasing suburban and commercial development are expected to continue in the future.

The slight increase in visitation predicted for this Alternative would result in a modest increase in park-related traffic within the park and in downtown Gettysburg, Taneytown Road and Steinwehr Avenue. In addition, the realignment of the park's auto tour to include Steinwehr Avenue and downtown Gettysburg, requested by the community to increase tourism traffic in the Borough of Gettysburg, would contribute to an additional increment of traffic congestion there. Development of a voluntary shuttle system might reduce these conditions. These modest increases are likely to have a small, but negative, effect on local and regional traffic congestion. General congestion within the Borough of Gettysburg is anticipated to remain because of the unrelated growth of the surrounding areas. NPS would continue to cooperate with local and state officials to development comprehensive solutions to traffic congestion within the local and regional area.

4.6.8 Unavoidable Adverse Impacts

Unavoidable adverse impacts from implementing this alternative are similar to those of Alternative B and would include:

- Short and long-term disturbance of soil or vegetation, and soil or vegetation loss from construction and cultural landscape preservation and rehabilitation may occur. These activities would adversely affect some individual animals and plants. Implementation of appropriate erosion control and revegetation measures would minimize the magnitude of these effects where they occur.
- Localized stream water temperature increases in a few subwatersheds from loss of forest cover may occur. Implementation of appropriate mitigation, such as maintaining low woody shrub vegetation along streams, would minimize the impacts of these effects where they occur. These localized increases would have a negligible affect on resources downstream.
- Archeological resources may be adversely impacted by the cultural landscape preservation and rehabilitation activities. Significant archeological resources might be found before or during preservation or rehabilitation activities. If effects cannot be avoided during the specific design of facilities or rehabilitation activities, mitigation would be developed in consultation with the State Historic Preservation Officer and the Advisory Council on Historic Preservation.
- Removal of woodlands would adversely affect some individual animals and plants. In addition, a state-listed species, the black vulture, may be adversely affected by the loss of some of its habitat around Big and Little Round Top. However, these potential adverse impacts can be mitigated so that potential adverse impacts can be minimized or eliminated for this specie.

4.6.9 Relationship between Short-term Uses and Maintenance and Enhancement of Long-term Productivity

NPS is required to describe actions in terms of the NEPA objective to maintain and enhance the long-term productivity of the environment. This alternative includes numerous elements that would enhance the long-term productivity of the environment.

The shift in land use from woodlands to open lands would have no significant effect on the productivity of park plant and animal populations. The acreage for species requiring forested habitat would be reduced but would be offset by an increase in acres for species requiring open grasslands. Species found in the park's forested habitat are common throughout the region. Effects of forest removal on black vultures would be mitigated by not cutting any of the winter roosting trees at the base of Big Round Top and protecting known existing nest sites. The addition of new grasslands would increase plant and animal populations requiring this type of habitat, many of which are species of special concern for the park and the Commonwealth of Pennsylvania.

4.6.10 Irreversible and Irretrievable Commitments of Resources

An irreversible commitment of resources is one that cannot be changed once it occurs; an irretrievable commitment means that the resource cannot be recovered or reused.

Any loss of undiscovered below ground resources in areas undergoing preservation or rehabilitation would be an irreversible and irretrievable commitment of resources. As previously mentioned, surveys, avoidance through design, documentation and other mitigation would be accomplished before any preservation or rehabilitation occurs, so these impacts would be minimized.

Limited amounts of non-renewable resources would be used for construction projects, landscape rehabilitation and preservation projects and park operations, including energy and materials. These resources are irretrievable once they are committed.

4.7 ALTERNATIVE D: MAXIMUM PARK REHABILITATION

4.7.1 Impacts on Cultural Resources

Historic and Designed Landscapes

Impacts from Landscape Rehabilitation: Restoration of the historic 1863 pattern of woodlands and open lands would have the same positive impacts on the historic landscape of the park as noted in Alternative B. Restoration of fence lines, orchards and other features would have the same impacts as noted in Alternative C. The major difference is in the extent of rehabilitation, restoration and reconstruction undertaken. This alternative would require the reconstruction of almost 120 miles of fencelines in addition to those present on the battlefield today, and an additional 61 acres of orchards over that noted in Alternative C.

Rehabilitation of the designed landscape of the Soldiers' National Cemetery would include reconstruction of missing structures and planters, and removal of non-historic buildings and other features. This would rehabilitate and restore the landscape of the Soldiers' National Cemetery to the maximum extent possible and compatible with continuation of the graves of those who served in wars subsequent to the Civil War.

Rehabilitation of the designed landscape of the Battlefield Commemorative Resource Area would include reconstruction of small scale features such as shell stone bollards, missing gates and entrances, historic bridges and headwalls, and other features. This would rehabilitate and restore the historic designed landscape of the commemorative park built by battle veterans to the maximum extent possible and compatible with continued automobile use of the park avenues.

Any potential adverse impacts to historic fabric are identified through survey, and appropriate planning would mitigate and minimize loss of historic fabric. All work would follow the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes.* A cultural landscape report and landscape management plans developed in consultation with the State Historic Preservation Officer would ensure that park staff make good decisions regarding the preservation of remaining features and the rehabilitation of others.

Impacts from the Consolidation of Park Administrative Facilities: The impacts from relocation of park facilities are similar to those in Alternative C. The topography of the Fantasyland site and its wooded character mean that development there can be largely hidden from view. However, parts of the administrative facility may be visible from Cemetery Ridge. Provision of a consolidated administrative facility means that three historic buildings currently visible from Cemetery Ridge and on the park's auto tour route would be returned to their historic use. The parking areas, vehicles, and other non-historic visual intrusions that accompany office use would be eliminated. The parking areas, non-historic additions and outbuildings that surround the Roller Building would be eliminated. The overall effect of this action should be to improve the appearance of these areas.

Impacts Resulting from Changes to the Agriculture Program: Under this alternative, NPS would operate the park's agriculture program to reproduce the conditions present in 1863. This would eliminate modern agricultural practices from Gettysburg NMP and would dramatically change the agriculture program.

Historic Structures

Impacts from Landscape Rehabilitation: This alternative calls for restoration of the park's Civil War era structures to their 1863 condition. For many structures, this would mean that later additions containing kitchens, bathrooms and other modern amenities would be removed. In some cases, the later additions are also considered historic. All restoration work would follow the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Historic Structures.* If such additions are considered significant, then removal would be considered an adverse effect, and NPS would consult with the Pennsylvania State Historic Preservation Office and the Advisory Council on Historic Preservation in accordance with 36 CFR 800 and the National Historic Preservation Act, as amended prior to beginning restoration work. When such restoration would make a property unsuitable for use as a residence, it would be secured and heated to prevent environmental damage or vandalism.

Impacts from Consolidation of Park Administrative Facilities: Under this alternative, the historic Roller Building would be returned to its historic configuration and most maintenance activities would be relocated to the new Fantasyland complex. The removal of non-historic metal buildings and shops around it would improve the character of its landscape.

In addition, because of the consolidation of park administrative facilities, two historic houses, the Hummelbaugh House and the Hoffman-Cassatt House, would be returned to their historic use as residences. This would eliminate additional incremental changes and the resulting potential adverse impacts to these properties because of their use as offices, and would permit the removal of expanded office parking areas.

Archives and Collections

There are no new impacts to the park's archives and collections as a result of this alternative.

Archeological Resources

Impacts from Landscape Rehabilitation: The impacts from rehabilitation of the landscape on archeology are similar to those described in Alternatives B and C, except that the extent of features to be rehabilitated is greater in this alternative than in Alternatives B and C.

Conclusion

This alternative would rehabilitate, restore and reconstruct all known features that are significant to the historic and designed landscapes throughout the park as compared to Alternative C which restores only the features that were significant to the outcome of the battle, and only in the Battle Action Resource Area of the park. It would restore the large-scale patterns of vegetation and circulation in the park's three resource areas, as do Alternatives B and C, but it would also accomplish this action in the Other Resources Area of the park. It would also rehabilitate the fences, field patterns, orchards, and woodlots that were significant to the outcome of the battle. In addition, it would reconstruct missing fences in the Battlefield Commemorative Resource Area, and restore the grade and other features in the Soldiers' National Cemetery. These actions would make the historic landscape of the battle and the designed landscape of the Soldiers' National Cemetery and the Battlefield Commemorative Resource Area understandable and restore much of their historical appearance.

4.7.2 Impacts on Natural Resources

Topography

Impacts from Landscape Rehabilitation: Impacts to topography are possible from forest removal. To minimize the possibility of changes to topography, best practices would be used to reduce the possibility of soil disturbance or changes to topography. The relatively small areas of woodlands to be removed, and the fact that many of these areas can be reached using road traces that either exist or would be rehabilitated as part of this alternative, mean that there should be no need for new roads and therefore no new impacts to topography.

Impacts from Consolidation of Park Administrative Facilities: There would be minor topographic changes made as a part of the construction of new park administrative facilities. In general, design would seek to minimize topographic changes and keep as much of the site in a natural condition as possible. At a maximum, approximately 2 to 3 acres would be disturbed for administrative facility construction, including detention of stormwater.

Soils

Impacts from Landscape Rehabilitation: Forest cutting and replacement by pasture was predicted to increase soil erosion by an average of 17% for Alternative D relative to the 15 affected watersheds. The predicted increases are directly related to the assumed differences in cover management factors (C) for forest (C+0.0005) and good pasture (C=0.003) in the Universal Soil Loss Equation. Good pasture land generally does not produce excessive or intolerable levels of erosion; however, since the rates of erosion on forest land are so low even good pasture land does not compare favorably. Maximum soil erosion increases were predicted for Jones' Bridge Run (82%), Spangler Spring Run (37%), Blocher Run (22%) Heagy's Woods Run (15%) and Guinn Run (14%) which are watersheds with relatively large amounts of forest cover being cut.

Surface erosion and C factors are very sensitive to the condition of the vegetation and ground cover. The situation would be much more serious if good pasture did not replace the cut forest or if it took several growing seasons to establish a good pasture. Even a seemingly small change in ground cover for pasture from 95-100% ground cover would require a C = 0.042, rather than C = 0.003, be used for agricultural land and predicted soil losses would increase by average factors of 16.0 for Alternative B relative to Alternative A. This calculation shows the importance of establishing a good pasture without significant soil exposure to minimize soil erosion.

It must be stressed that this change in erosion does not necessarily reflect an increase in sediment delivered to a stream channel. Much of the sediment eroded would probably be stored or deposited on the landscape, but the potential for significant delivery exists since clearing of forest is proposed along many of the streams where sediment would be trapped. To mitigate this potential condition, buffer zones of vegetation would be maintained along streams to trap sediment (and shade channels). Clearing of large trees is possible, as long as a buffer zone of brush or thickets is maintained along the channel lengths. No mechanized equipment or use of herbicides or fertilizers in buffer zones would be permitted, to minimize sources of soil erosion or pollution.

Short term soil erosion as a result of forest cutting is possible. However, use of best management practices would minimize short term soil loss during cutting. Short term soil erosion may also increase if good pasture or meadow take several growing seasons to become established. Establishment of meadow or pasture in as short a time as possible is an important mitigation for

this condition. However, as previously noted, short term changes in erosion as a result of forest cutting and establishment of pasture land does not necessarily reflect an increase in sediment delivered to stream channels.

Impacts from Consolidation of Park Administrative Facilities: There is potential for short-term soil loss from erosion during construction activities related to the construction of consolidated park administrative facilities. Approximately 2 to 3 acres of soil would be disturbed for a new administrative center and siltation ponds. However, the implementation of an erosion and sediment control plan appropriate to the particular site would minimize soils loss. Appropriate mitigating measures would minimize potential adverse impacts.

Prime and Unique Farmlands

No new impacts to prime and unique farmlands are anticipated as a result of this alternative.

Water Resources

Total Annual Streamflow: Streamflow would not be seriously affected by this alternative. Actions under Alternative D are predicted to increase annual streamflow by an average of 8% relative to Alternative A. Maximum effects are predicted for the basin of an unnamed tributary at Jones Bridge Run (28%), Guinn Run (24%), and Spangler Spring Run (14%), watersheds with high levels of forest cover that would be largely removed in this alternative. The smallest effects were predicted for large basins, such as Rock Creek, where the cutting proposed would represent a small fraction of the total forest cover on the basin or for basins of any size which did not contain appreciable forest cover and/or removal. Most of these predicted flow increases would be expected to occur in the summer where baseflows could be beneficially augmented, but some minor accelerated channel erosion could also result from the added summer flows.

Peak Streamflow: Peak streamflow was not forecasted to change appreciably because of this alternative. Peak streamflow would increase only by an average of 3% for Alternative B, relative to the current condition for the 15 watersheds. Maximum effects would occur on Jones' Bridge Run (10%), and Guinn Run (8%) where the largest areas of forest cover would be removed. The differences in infiltration between forest and pasture land are not great enough to cause much increase in peak flows with conversion from forest land to pasture land.

Stream Temperature: Stream temperatures would not be significantly affected by this alternative due to removal of shade from stream channels. Stream temperatures are already at maximum predicted levels of 90° F due to the current length of exposed channels in agricultural areas on most watersheds. Stream temperature for the 15 watersheds is predicted to increase by an average of 7% for Alternative D relative to the current condition, Alternative A. Maximum effects of this alternative on stream temperature would occur on Guinn Run (41%), Jones' Bridge Run (19%), and Heagy's Woods Run (32%) where stream channels are currently heavily shaded by forest and where this alternative would remove significant amounts of shade. To mitigate this potential condition, buffer zones of vegetation would be maintained along streams to shade channels (and trap sediment). Clearing of large trees is possible, as long as a buffer zone of brush or thickets is maintained along the channel lengths.

Short term impacts to water quality of the park's small streams and wetlands is possible. NPS would use best management practices to limit short-term impacts on water quality, including movement of soils into the park's streams and wetlands. In addition to adequate planning of forest removal, these practices include: compliance with all provisions of the Commonwealth's

Clean Streams Law and all federal standards; maintenance of buffers between disturbed areas and streams and wetlands; avoidance of seasonally wet areas for landings; crossing streams using existing bridges, conducting activities during dry periods or when the ground in frozen; and other practices.

Impacts from Consolidation of Park Administrative Facilities: Construction activities would result in potential short- and long-term adverse impacts on water quality near construction sites. Erosion from loss of vegetation cover would increase levels of suspended solids in nearby streams or ponds during construction. However, the preparation of erosion and sedimentation control plans with site-specific mitigation would minimize these impacts.

There are no 100-year or 500-year floodplains on the proposed site of the park administrative facilities. Therefore, there would be no impact on floodplains as a result of the development of these facilities. There are no wetland areas noted within the area of construction.

Endangered and Threatened Species

Impacts from Landscape Rehabilitation: These actions would have the same effect as the actions outlined in Alternative B. The management of some woodlands as woodlots, the increased acreage of orchards, and the addition of fence lines would have no effect on most of the park's sensitive species. However, one area to be maintained as a woodlot includes a population of a Pennsylvania endangered plant species. To avoid impacts to this plant, best management guidelines would be followed during the initial clearing of underbrush and the plants protected during any maintenance activity.

Flora

Impacts from Landscape Rehabilitation: The removal of non-historic woodlands and the addition of woodlands in areas that were historically wooded but are now open would decrease by 42% (866 acres) the wooded acreage. Of the wooded areas remaining, 74 % (936 acres) would be managed as woodlands and 26% (321 acres) would be managed as historic woodlots. Changes in the agriculture program would increase by 16% (575 acres) areas managed as fields, pastures, and other open areas and decrease by 47% (1193 acres) the land managed for agricultural production. This alternative would increase by 61 % (1190 acres) the open lands maintained as native grasslands, meadows, or as old fields no longer used for agriculture. It would also increase by 63% (37 acres) the wetlands areas of the park and increase from 0 to 65 acres the areas managed as thickets. In addition, there would be an increase of 221 acres managed as orchards and 117.3 miles of fences with associated hedgerow vegetation.

The removal of 861 acres of woodlands in this alternative is not expected to have major impact on the region's ecology: there are 109,700 acres of forest in Adams County, 610,000 acres of forest in the four county region (Adams, York, Franklin, and Cumberland), and over 17 million acres of forest land in Pennsylvania. NPS would work with Cumberland Township and other partners to encourage revegetation projects outside of its boundaries to restore woodlands in areas where they were historically present.

The impact of Alternative D would be similar to that of alternative C, the only difference being in the extent of fragmentation created, the acres of woodlands maintained as woodlots and in the acres of orchards.

Fauna

Impacts from Landscape Rehabilitation: These actions would have substantially the same effect as the actions outlined in Alternative B. The management of woodlands as woodlots would not change species abundance and composition. These woodlots are small (7-60 acres) and are insufficient in size to maintain viable populations within their limits and species would have to rely on the surrounding habitats to support their population levels as they currently do. Animals that are common in edge habitats, thickets and hedgerows may experience an increase in population because of the large number of fences and associated hedgerows that would be added under this alternative. Increasing the number of acres in orchards would probably have a minimal effect on any wildlife species. The density goal for white-tailed deer would remain the same (25 deer per square mile of forested habitat) but the total population goal would be reduced from 80 to 49 because of the reduced number of wooded acres. However, deer populations are above carrying capacity throughout the eastern United States so reduction of the park's population would have no impact on the species throughout its range.

Conclusion

Compared to existing conditions, this alternative would decrease the amount of forested area within the park boundary from 36% to 29%, to reflect the historic condition of the entire park. This is a greater reduction in forested area than in either Alternative B or C. It would eliminate non-native vegetation in most of the remaining woodlands in the park. This would have a positive impact or no impact on 70% of the park's known species and a negative impact on 30% of the park's species.

4.7.3 Impacts on Visitor Interpretation and Experience

The rehabilitation of all known features in battle areas would allow visitors to experience the historic landscape of the battlefield as it was, within the context of a modern automobile park setting. Like Alternative C, it would also allow visitors to understand in detail the conditions that faced the soldiers as they pursued the battle. Visitors would be able to follow and understand in depth what happened not only to the armies but also to individual units and combatants. This would add a significant level of depth to the interpretive experience not present in either Alternative A or B. Visitors would benefit from these changes to the landscape which would allow them to see and understand both major movements and the details of the battle. Changes to the auto tour, ranger tours and other brochures and interpretive information would provide additional educational opportunities for many visitors. Use of historic lanes would provide safe, convenient pedestrian and horse trails for visitors.

The rehabilitation of all fences, gates, grade, buildings and other features at the Soldiers' National Cemetery and of fences and other small-scale features in the Battlefield Commemorative Resource Areas of the park would restore all documented missing features of these designed landscapes. Their design was intended to communicate the significance of the Battle of Gettysburg to visitors. Like Alternative C, these actions would benefit visitors by allowing them to understand these landscapes as their designers intended.

4.7.4 Impacts on the Socioeconomic Environment

Visitation

The visitation for Alternative D is projected to be identical to that of Alternative C; please refer to Section 4.6.4 for discussion of this impact.

Length of Stay

The average visitor length of stay at the museum complex is forecast to be 121 minutes (compared to the current length of stay of 60 minutes and slightly longer than the length of stay estimated for Alternative B). This would extend visitors' stays in the park by approximately an hour.

Visitor Expenditures at the Museum Complex

Since the visitation to both the entire park and the museum complex in Alternative D is identical to that of Alternative C, visitor expenditures at the museum complex would be identical to those presented in Section 4.6.4, Table 39.

Visitor Expenditure Impacts, by Sector

Since the visitation to both the entire park and the museum complex in Alternative D is identical to that of Alternative C, visitor expenditures outside the museum complex and associated economic impacts would be identical to those presented in Section 4.6.4, Tables 40, 41, and 42.

New Employment Due to Park Improvements

One of the benefits of the implementation of the GMP is the new jobs that would be created at Gettysburg NMP. Additional staffing would improve the protection of resources and the interpretation of the battlefield, thus enhancing the visitor experience. Increases in annual operational funding would be needed to add staff or to contract for needed expertise. Proposed rehabilitation along with additional efforts to work cooperatively with the local community to resolve issue of mutual concern and provide for improved interpretation in Gettysburg would increase the amount of time needed by staff to accomplish these goals. Approximately 29 new staff full-time equivalents would be added over time to accomplish this alternative, compared to existing conditions. This would represent a substantial increase in annual operating costs and a further contribution to the region's economy. Most of the staff hired would be in interpretation and resource protection, representing the commitments to resource protection, interpretation and traffic management. NPS would still rely on volunteers to accomplish many basic tasks, including orientation, information, the adopt-a-position program and other initiatives to protect and enhance the battlefield. Given the millions of dollars of new visitor spending that could occur in new private sector businesses and at Eastern National, as a result of implementation of the GMP, there would also be new employment in the private sector and at Eastern National.

Construction Period Economic Impacts

Implementation of this alternative and the construction of a new museum complex would provide a one-time economic benefit to the Gettysburg economy. For Alternative D, a total capital expenditure of $82,967,688 (including land acquisition) is projected, of which $39,285,000 is associated with the privately financed museum complex. A portion of these capital budgets would be used for construction labor and materials that would come from the local economy. Thus, there would be additional economic activity due to the construction of the project.

Other Related Economic Impacts

Reinvestment in Gettysburg NMP would also draw additional private investment as opportunities related to the increased length of stay and construction expenditures within the park, as well as visitor spending, encourage private businesses to revitalize their attractions and services and provide for new support services. While this has not been quantified, experience from other destination tourist areas suggests that investment in the leading attraction results in new business opportunities in the larger local economy.

Conclusion

Like Alternative C, implementation of this alternative would result in increased visitation along with a 10% increase in per capita visitor spending over current levels. This means that visitors would spend an additional $24,278,900 within the local communities. This represents an increase of 21.5% over current spending levels, and would mean that spending in all sectors of the tourist economy would stay stable or increase. The direct contribution of the park to the local economy is likely to grow, and tax effects of all types would grow or remain stable.

4.7.5 Impacts on Traffic, Parking and Transit

The general impacts of Alternative D are nearly identical to those described for Alternative C, in Section 4.6.5, above. In addition, NPS would participate with the local community and commercial providers to develop a more comprehensive shuttle service to link most areas of the park with the new museum complex, along with links between the new museum complex, Steinwehr Avenue and downtown. These voluntary shuttles would operate at a number of locations during periods of high visitation. The shuttles would likely attract 15% of visitors arriving in automobiles. This would have the effect of further reducing traffic congestion in some of the most heavily used areas of the park.

4.7.6 Impacts on Park Operations

Staffing

Additional staffing would improve the maintenance of NPS cultural landscapes and facilities and the protection of resources, thus enhancing the visitor experience. In addition, more interpretive services would improve the visitor experience and increase the number of visitors who have the opportunity to participate in ranger programs. Increases in annual operational funding would be needed to add staff or to contract for needed expertise. Approximately 29 new full-time equivalents would be added over time to accomplish the management prescriptions. Additional staff would be hired to provide technical expertise in forestry, landscape rehabilitation and maintenance, and interpretation. Additional staff would be needed to maintain the larger number of acres of land maintained as woodlots, the orchards, the miles of fencing and other historic features. In addition, other funding would be required to heat and maintain houses and other structures taken out of use because of their restoration to the 1863 condition.

Relocation of Administrative and Maintenance Facilities

This alternative would consolidate administrative and maintenance functions into a single area

with adequate work space, offices and maintenance facilities. This would greatly increase operational efficiencies, limit impacts on historic properties currently used for administrative functions and reduce conflicts with visitors.

4.7.7 Cumulative Impacts

Cultural Resources

Impacts to cultural resources outside the park are primarily a result of urbanization. These impacts include the loss of topographic, landscape, visual, built and subsurface resources related to the Battle of Gettysburg and the Gettysburg Campaign, generally because of commercial and residential development. Although many groups and individuals are actively preserving battle-related sites and resources, these impacts are anticipated to continue in the future.

The management prescriptions recommended by Alternative D would gradually restore the park's battle-related landscapes, the Soldiers' National Cemetery and the commemoration of the battlefield to their historic conditions. The effect of NPS' actions on the regional and national cultural resources related to the Gettysburg Campaign would be positive.

Natural Resources

Impacts to vegetative resources outside the park are primarily a result of urbanization and suburban sprawl. These activities have resulted in the increase of land taken out of cultivation and natural succession and put into industrial uses, commercial uses, roads and houses. These activities and impacts are anticipated to continue outside the park boundaries in the future.

Historically, the entire East Coast, including Pennsylvania, was a contiguous hardwood forest; however, since the 1700s, the forest has been fragmented. The mosaic of small closed wooded areas and open agriculture lands has existed in the Adams County area for over 150 years. This alternative proposes the removal of wooded areas that have grown up over the past 135 years and replacing them with grasslands, shrub-lands, pastures or hay fields. The forested area in the Chesapeake Bay watershed decreased by only 1% between 1985 and 1996. Between 1978 and 1989, the most recent forest inventories, the amount of land in timber producing forests and non-production forests in Pennsylvania had decreased by 1%. However, in Adams County, the amount of land in timber producing forests and non-production forests increased approximately 3%. The removal of additional wooded areas from the park would perpetuate the mosaic of open and closed land. Furthermore, the removal of trees from the landscape would not result in the permanent removal of all vegetation but rather a change in vegetation type. Tree removal would be phased and mitigated by using best management practices so any impacts would be short-term. NPS' increment toward tree removal would result in a minor negative impact. With the increase of forested land in Adams County outside the park, NPS' actions would have a negligible effect on the amount of forested land in Adams County or regionally.

The single biggest threat to most wildlife species is the permanent loss of habitat. The two most prominent types of wildlife habitat in south central Pennsylvania are hardwood forests and open grasslands. Habitat loss is primarily a result of commercial and residential development. Proposed development activities are anticipated to result in the reduction of undisturbed wildlife habitat throughout the region in the future.

The Adams County area has been a mosaic of open grasslands, agriculture fields, and small wooded areas for over 150 years. While forested habitats have decreased statewide by less than 1%, they have increased within Adams County by 3%. The last forest inventory indicates that there is over 100,000 acres of forest in Adams County while native grasslands are almost nonexistent within the county. Permanent habitat loss occurs routinely throughout the region due to urbanization and development. This alternative results in no permanent loss of wildlife habitat. It does propose removing forested habitat and replacing it with hay fields, pasture or native grassland habitat. While this action would have a minimal adverse impact on forest species, it would have a larger positive impact for grassland species, because native grassland habitats are not as abundant as forested habitats. In addition, the removal of woodland would minimally affect forest dwelling wildlife because most of these species are common and widespread throughout their range. The one exception might be the black vulture; however, any potential impact to this species would be mitigated to reduce or eliminate any potential impacts. The proposed changes in the agriculture program would protect breeding and nesting areas and provide additional habitat to grassland birds, many of which are species of special concern. Consequently, the incremental long-term impact for grassland species would be positive. With the net increase in forested land in Adams County over the past ten years, the proposed increase of additional grassland habitat would have a minor beneficial impact on habitat diversity in the county. However, NPS' contribution to cumulative impacts on a region or nation wide basis would be negligible because of the small area affected.

Visitor Experience and Interpretation

Interest in the American Civil War is high, and locally and regionally, governments and groups are developing new attractions to improve interpretation about the Civil War and the campaigns that affected this area. NPS' activities under this alternative would improve interpretation and visitors' experiences of the Battle of Gettysburg and the Gettysburg Campaign. NPS' increment to education and interpretation about the Civil War would be positive.

Socioeconomic Environment

Overall, tourism is a small sector of the Adams County and regional economy. The Borough of Gettysburg, Main Street Gettysburg and the county's tourism and business promotional agencies and organizations are developing additional facilities for tourists. Planned developments include additional wayside exhibits to enhance the historic pathway in Gettysburg, as well as the preservation and development of the Lincoln Train Station. Private individuals are developing facilities for tourists, including new attractions like the Schriver House. Adams County is cooperating with the Commonwealth of Pennsylvania, NPS and others to consider extension of the Lincoln Highway State Heritage Corridor into the county and the Borough of Gettysburg. NPS is cooperating with the Borough of Gettysburg, Main Street Gettysburg and other local groups and agencies to develop additional interpretation and tourism facilities for the area. These kinds of additional tourism development activities are anticipated to continue in the future, and would likely result in improvements to the local tourism economy.

The contribution of park visitors to the local tourism economy under Alternative D are the same as those described for Alternative C and are described in Tables 40 - 42. The minor increase in visitation predicted as a result of the implementation of Alternative D would have a minor, but positive, effect on the regional economy. However, considering the other tourism development activities occurring in the community, the effects of NPS' actions on a regional or national scale would be negligible.

Traffic, Parking and Transit

Development along U.S. Route 30 is accelerating, and recent additions include a new large grocery store in a strip commercial development, new fast food restaurants, and new hotels built between U. S. Route 15 Bypass and the Borough of Gettysburg. Also announced is a $100 million visitor amusements / hotel / conference center development with associated services at the intersection of U. S. Route 30 and the U.S. Route 15 Bypass. At the intersection of U.S. Route 15 Bypass and Baltimore Pike, a 400,000 square foot retail outlet mall, with a hotel, food service and associated services has been approved. These developments, along with others that are planned but not yet approved may change traffic patterns and may create other effects on local traffic congestion. Changes to local and regional traffic patterns because of increasing suburban and commercial development are expected to continue in the future.

The slight increase in visitation predicted for this Alternative would result in a modest increase in park-related traffic within the park and in downtown Gettysburg, Taneytown Road and Steinwehr Avenue. In addition, the realignment of the park's auto tour to include Steinwehr Avenue and downtown Gettysburg, requested by the community to increase tourism traffic in the Borough of Gettysburg, would contribute to an additional increment of traffic congestion there. Development of a voluntary shuttle system might reduce these conditions. These modest increases are likely to have a small, but negative, effect on local and regional traffic congestion. General congestion within the Borough of Gettysburg is anticipated to remain because of the unrelated growth of the surrounding areas. NPS would continue to cooperate with local and state officials to development comprehensive solutions to traffic congestion within the local and regional area.

4.7.8 Unavoidable Adverse Impacts

Unavoidable adverse impacts from implementing this alternative are similar to those of Alternatives B and C and would include:

- Short and long-term disturbance of soil and vegetation, or soil or vegetation loss from construction and cultural landscape preservation and rehabilitation may occur. These activities would adversely affect some individual animals and plants. Implementation of appropriate erosion control and revegetation measures would minimize the magnitude of these effects where they occur.
- Localized stream water temperature increases in a few subwatersheds from loss of forest cover may occur. Implementation of appropriate mitigation, such as maintaining low woody shrub vegetation along streams, would minimize the impacts of these effects where they occur. These localized increases would have a negligible affect on resources downstream.
- Loss of subsequent historic fabric from buildings may occur when those structures are returned to their 1863 condition. However, adequate documentation of historic features would minimize adverse impacts.
- Archeological resources may be adversely impacted by the cultural landscape preservation and rehabilitation activities. Significant archeological resources might be found before or during preservation or rehabilitation activities. If effects cannot be avoided during the specific design of facilities or rehabilitation activities, mitigation would be developed in consultation

with the State Historic Preservation Officer and the Advisory Council on Historic Preservation.

- Removal of woodlands would adversely affect some individual animals and plants. In addition, a state-listed species, the black vulture, may be adversely affected by the loss of some of its habitat around Big and Little Round Top. However, these impacts can be mitigated to minimize or eliminate potential adverse impacts on this specie.

4.7.9 Relationship between Short-term Uses and Maintenance and Enhancement of Long-term Productivity

NPS is required to describe actions in terms of the NEPA objective to maintain and enhance the long-term productivity of the environment. This alternative includes numerous elements that would enhance the long-term productivity of the environment.

The shift in land use from woodlands to open lands would have no significant effect on the productivity of park plant and animal populations. The acreage for species requiring forested habitat would be reduced but would be offset by an increase in acres for species requiring open grasslands. Species found in the park's forested habitat are common throughout the region. Effects of forest removal on black vultures would be mitigated by not cutting any of the winter roosting trees at the base of Big Round Top and protecting known existing nest sites. The addition of new grasslands would increase plant and animal populations requiring this type of habitat, many of which are species of special concern for the park and the Commonwealth of Pennsylvania.

4.7.10 Irreversible and Irretrievable Commitments of Resources

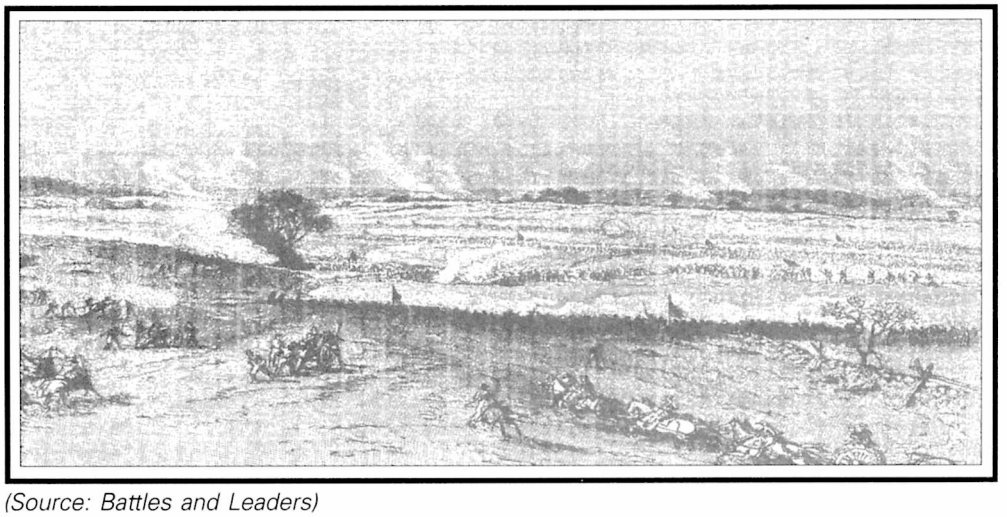
An irreversible commitment of resources is one that cannot be changed once it occurs; an irretrievable commitment means that the resource cannot be recovered or reused.

Any loss of undiscovered below ground resources in areas undergoing preservation or rehabilitation would be an irreversible and irretrievable commitment of resources. In addition, loss of historic material from subsequent periods because of restoration of properties to their 1863 condition would be an irreversible and irretrievable commitment of resources. As previously mentioned, surveys, avoidance through design, documentation and other mitigation would be accomplished before any preservation or rehabilitation occurs, so these impacts would be minimized.

Limited amounts of non-renewable resources would be used for construction projects, landscape rehabilitation and preservation projects and park operations, including energy and materials. These resources are irretrievable once they are committed.

Chapter 5
Consultation and Coordination

5



(Source: Battles and Leaders)

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5.1 PUBLIC INVOLVEMENT AND AGENCY CONSULTATION

5.1.1 Development of the Proposal and Preparation of the Draft General Management Plan and Environmental Impact Statement:

For a list of the attendees at NPS workshops and GNMP Advisory Commission meetings held on the GMP/EIS Plan see Appendix 10.

January 1997 through March 1997: Gettysburg NMP initiated the Government Performance Results Act (GPRA) Strategic Planning Process to generate statements describing the park's mission, significance, mission and long-term goals. A series of employee meetings were held within Gettysburg NMP to develop the mission, purpose statements and significance statement for the park. Throughout the process, the NPS conducted meetings to gather comments on strategic plan elements from park partners, including the Pennsylvania Historic and Museum Commission, Eastern National, Friends of the National Parks at Gettysburg, Adams County Office of Planning and Development, the Gettysburg National Military Park Advisory Commission, and the Association of Licensed Battlefield Guides.

February and March, 1997: NPS conducted workshops at Gettysburg with NPS Denver Service Center planners, Systems Office staff, and the park planning team to orient them and begin the initial scoping for a new GMP.

February 5, 1997: NPS conducted a public workshop with park partners to gather comments on the park's planning process responding to the Government Performance and Results Act. Invitees were: the Pennsylvania Historic and Museum Commission, the Association of Licensed Battlefield Guides, the Friends of the National Parks at Gettysburg, the Gettysburg NMP Advisory Commission, and Eastern National. The workshop included a question and answer session.

February 26, 1997: NPS conducted a public workshop with park partners to gather comments on the park's planning process responding to Government Performance and Results Act. Invitees were: the Pennsylvania Historic and Museum Commission, the Association of Licensed Battlefield Guides, the Friends of the National Parks at Gettysburg, the Gettysburg NMP Advisory Commission, and Eastern National. The workshop included a question and answer session.

March 19, 1997: NPS conducted a public workshop with park partners to gather comments on the park's planning process responding to Government Performance and Results Act and the draft Gettysburg NMP Strategic Plan. Invitees were: the Pennsylvania Historic and Museum Commission, the Association of Licensed Battlefield Guides, the Friends of the National Parks at Gettysburg, the Gettysburg NMP Advisory Commission, and Eastern National. The workshop included a question and answer session.

May 5, 1997: Federal Register published a Notice of Intent to begin a Gettysburg National Military Park National Cemetery General Management Plan/Environmental Impact Statement.

May 21, 1997: NPS initiated the process for developing a new GMP with public scoping workshop. The workshop included a question and answer session with 80 people attending. Information was posted on the park web site, and a newsletter mailed to the mailing list of 2,800.

May 22, 1997: NPS conducted a public workshop of the park's working committee of park partners to begin the General Management Plan (GMP), planning process including representatives from: Pennsylvania Historical and Museum Commission; National Park Foundation; National Parks and Conservation Association; Pennsylvania Department of Transportation;

Eastern National; Friends of the National Parks at Gettysburg; Gettysburg Battlefield Preservation Association; Gettysburg/Adams County Area Chamber of Commerce; Gettysburg College; Gettysburg Convention and Visitor's Bureau; Adams County Commissioner's office; Cumberland Township Supervisor's office; Gettysburg NMP Advisory Commission; Association of Licensed Battlefield Guides; Gettysburg Tours; South Central Pennsylvania Community Action Programs; Main Street Gettysburg; an NPS farm permittees; and Civil War historians. The workshop included a question and answer session with 15 people attending.

June 30, 1997: NPS letter to national constituents, Civil War historians and scientists who have done research in the park requesting participation in preparation of a new General Management Plan.

July 8, 1997: NPS received 10 written comments from individuals, organizations and agencies on GMP Scoping received from the public to date.

July 9, 1997: NPS conducted public workshop to provide information and gather comments on resources for development of the GMP. The workshop included a question and answer session with 67 people attending.

July 10, 1997: NPS conducted a public workshop of park partners to provide information and gather comments on resources for development of the GMP. The workshop included a question and answer session with 23 people attending.

July 17, 1997: GNMP Advisory Commission conducted public meeting, including a discussion on the GMP and the planning process for new facilities. The meeting included a question and answer session with 13 people attending.

August 4, 1997: NPS mailed letters to initiate consultation with the Pennsylvania State Historic Preservation Officer and the Advisory Council on Historic Preservation.

August 20, 1997: NPS conducted a public workshop on GMP to review and gather comment on alternative concepts for the park's future. The workshop included a question and answer session with 55 people attending.

August 21, 1997: NPS conducted a public workshop of the working committee of park partners on GMP to review and gather comment on alternative concepts for the park's future. The meeting included a question and answer session with 22 people attending.

August 22, 1997: NPS received 39 written comments from individuals, organizations and agencies on GMP scoping issues received from the public to date.

September 4 & 5, 1997: NPS requested consultation and information on endangered and threatened species from the U.S. Fish and Wildlife Service and the Pennsylvania Department of conservation and Natural Resources, Pennsylvania Natural Diversity Inventory.

September 24, 1997: NPS received responses from Pennsylvania Department of Conservation and Natural Resources, Pennsylvania Natural Diversity Inventory, regarding state species of special concern.

October 14, 1997: NPS received response from U.S. Fish and Wildlife Service regarding federal listed and proposed endangered and threatened species.

October 15, 1997: NPS conducted public workshop on GMP on a new combined concept. The workshop included a question and answer session with 57 people attending.

October 16, 1997: NPS conducted a public workshop of park partners on a new combined concept for the GMP. The workshop included a question and answer session with 12 people attending.

October 18, 1997: NPS conducted a public workshop on a new combined concept for the GMP. The workshop included a question and answer session with 14 people attending.

October 18, 1997: NPS received 190 written comments from individuals, organizations and agencies on GMP scoping issues and concepts from the public to date.

October 1997 – December 1998: At the request of members of Congress and their staff, NPS conducted 22 briefings in Washington, D.C. and at Gettysburg on the GMP and the museum complex proposal selected for negotiation (see section 5.1.2, below).

November 7, 1997: Public was invited to NPS press conference to announce the proposal selected for negotiation for the proposed museum complex. (see section 5.1.2, below), and its intention to combine the proposed Collections Storage, Museum and Visitor Center facility environmental compliance with the ongoing GMP. The press conference included a question and answer session with 37 people attending. Prior to the press conference, NPS officials met with business, preservation and local community leaders to provide information about the press announcement. There was a question and answer session with 27 people attending.

November 20, 1997: GNMP Advisory Commission conducted a public meeting, including a discussion on the museum complex proposal selected for negotiation. The meeting included a question and answer session with 75 people attending.

December 17, 1997: NPS conducted a public workshop to present details of proposal selected for negotiation and understand public concerns. The workshop included a question and answer session with 96 people attending.

December 18, 1997: NPS conducted a public workshop of the working committee of park partners on the GMP to present details of the proposal selected for negotiation. The workshop included a question and answer session with 15 people attending.

December 18, 1997: NPS received 316 written comments from individuals, organizations and agencies on GMP scoping issues and concepts.

December 30, 1997: Newsletter to present additional details on the proposal selected for negotiation mailed to 3,800 on the park mailing list.

January 23, 24, 1998: Advisory Commission sponsors historians' peer review on the methodology used to map and describe the history and development of the battlefield, and the history of the LeVan site (the proposed location for the Museum complex).

January 31, 1998: NPS conducted an open house to allow the public to see the park's resource conditions first hand. The tours included question and answer sessions with 101 people signing up for the tours.

February 1998: NPS received 3,029 comments that are from the Friends of the National Parks at Gettysburg survey regarding the proposal selected for negotiation.

February 14, 1998: NPS conducted an open house to allow the public to see the park's resource conditions first hand. The tours included question and answer sessions with 108 people signing up for the tours.

February 24, 1998: NPS testified before the United States Senate Subcommittee on National Parks, Historic Preservation and Recreation in an oversight hearing on the issues relating to the proposed museum complex at Gettysburg National Military Park.

March 2, 1998: NPS conducted a public workshop exploring issues and impacts from the proposal selected for negotiation for the museum complex. The workshop included a question and answer session with 146 people attending.

March 3, 1998: NPS conducted a public workshop exploring issues and impacts from the GMP alternatives. The workshop included a question and answer session with 62 people attending.

March 4, 1998: NPS conducted a public workshop of the working committee of park partners to explore issues and impacts from the alternatives for the park's future, including the proposal selected for negotiation for the museum complex. The workshop included a question and answer session with 21 people attending.

March through July, 1998: At the request of local governments and organizations, NPS conducted briefings or attends 14 local public meetings to present information of the GMP planning process, GMP alternatives, the Museum complex proposal, and impacts from these.

March 20, 1998: Informational handout to explore issues and impacts of the Museum complex proposal mailed to the 3,800 on the park mailing lists

March 21, 1998: NPS conducted an open house to allow the public to see the park's resource conditions first hand. The tours included question and answer sessions with 60 people signing up for the tours.

March 25, 1998: NPS sent letters to Pennsylvania Historical and Museum Commission and the Advisory Council on Historic Preservation to update its request for consultation with information regarding the proposed Collections Storage, Museum and Visitor Center facility.

April 15, 1998: NPS conducted special GMP workshop as part of the Advisory Commission meeting, to explore issues and impacts, and present the results of the Historians' peer review. The meeting included a question and answer session with 104 people attending.

April 30, 1998: NPS receives 3,659 written comments from individuals, organizations and agencies on GMP scoping and concepts received from the public to date.

May 11, 1998: NPS met with the Borough of Gettysburg NPS Committee at their request to discuss the draft GMP/EIS, mutual goals for preservation projects, and tourism enhancement within the Borough of Gettysburg.

May 14, 1998: NPS met with the Borough of Gettysburg NPS Committee at their request to discuss the draft GMP/EIS, mutual goals for preservation projects, and tourism enhancement within the Borough of Gettysburg.

June 23, 1998: Mailed informational update on GMP planning process and museum complex proposal to 3,800 people on park mailing list.

July 13, 1998: NPS met with the Borough of Gettysburg NPS Committee at their request to discuss the draft GMP/EIS, mutual goals for preservation projects, and tourism enhancement within the Borough of Gettysburg.

July 16, 1998: GNMP Advisory Commission conducted public meeting including a discussion on the GMP, and the museum complex proposal. The meeting included a question and answer session with 39 people attending.

July 21, 1998: NPS met with the Borough of Gettysburg NPS Committee at their request to discuss the draft GMP/EIS, mutual goals for preservation projects, and tourism enhancement within the Borough of Gettysburg.

August 4, 1998: NPS met with the Borough of Gettysburg NPS Committee at their request to discuss the draft GMP/EIS, mutual goals for preservation projects, and tourism enhancement within the Borough of Gettysburg.

August 13, 1998: NPS received 3,728 written comments from individuals, organizations and agencies on GMP issues and concepts from the public to date.

August 14, 1998: The draft *General Management Plan/Environmental Impact Statement* is issued and distributed to the public.

August 18, 1998: The Federal Register published a notice of availability of the draft Environmental Impact Statement/General Management Plan for Gettysburg National Military Park.

September 3, 1998: NPS met with the Borough of Gettysburg NPS Committee at their request to discuss the draft GMP/EIS, mutual goals for preservation projects, and tourism enhancement within the Borough of Gettysburg.

September 9, 1998, 2:00 PM: NPS conducted a public workshop to explain visitor use components of the GMP proposal and review impacts, including socioeconomic impacts. The workshop included a question and answer session with 44 people attending.

September 9, 1998, 7:00 PM: NPS conducted a public workshop to explain the resource preservation and rehabilitation components of the GMP proposal and review impacts. The workshop included a question and answer session with 44 people attending.

September 10, 1998, 2:00 PM: NPS conducted a public workshop to explain partnership components of the GMP proposal and review impacts, including traffic impacts, with a special concentration on partnership with the Borough of Gettysburg. The workshop included a question and answer session with 36 people attending.

September 10, 1998, 7:00 PM: NPS conducted a public workshop to explain interpretive components of the GMP proposal and review impacts. The workshop included a question and answer session with 38 people attending.

September 11, 1998: NPS conducted a general public workshop of the entire GMP proposal and reviewed impacts. The workshop included a question and answer session with 48 people attending.

September 24, 1998: NPS conducted a general public workshop of the entire GMP proposal and reviewed impacts. The workshop included a question and answer session with 81 people attending. The workshop was held in Pittsburgh Pennsylvania.

October 1, 1998: Department of the Interior Office of the Solicitor conducted a public hearing to allow the public an opportunity to express comments about the plan. There were 126 people present at the hearing.

October 3, 1998: Public Hearing continued from October 1. There were 68 people present at the hearing.

October 15, 1998: GNMP Advisory Commission conducted a public meeting, including a discussion on the GMP, and the museum complex proposal. The meeting included a question and answer session with 68 people in attendance.

October 15, 1998: NPS met with the Borough of Gettysburg NPS Committee at their request to discuss the draft GMP/EIS, mutual goals for preservation projects, and tourism enhancement within the Borough of Gettysburg.

October 17, 1998: The formal 60-day comment period for the draft *General Management Plan/ Environmental Impact Statement* ends.

November 12, 1998: NPS met with the Borough of Gettysburg NPS Committee at their request to discuss the draft GMP/EIS, mutual goals for preservation projects, and tourism enhancement within the Borough of Gettysburg.

December 1998 – May 1999: NPS team evaluated comments received during the comment period and prepared responses for the final GMP/EIS.

December 11, 1998: NPS sent the Section 106 Case Report and supporting materials concerning the cyclorama building to the Pennsylvania Historical and Museum Commission, the Advisory Council on Historic Preservation, and to ten interested parties for a 30 day comment period.

January 6, 1999: Pennsylvania Historical and Museum Commission responded to NPS request for consultation, concurring with NPS that the existing Gettysburg National Military Park Visitor Center is neither individually eligible for listing on the National Register nor contributing toward the Gettysburg National Military Park.

January 20, 1999: NPS received 507 comments from individuals, organizations and agencies on the draft General Management Plan/Environmental Impact Statement. All comments received by this date were considered in preparation for the final GMP/EIS.

January 21, 1999: GNMP Advisory Commission conducted a public meeting, including a discussion on the GMP and the proposed museum complex. The meeting included a question and answer session with 35 people attending.

February 11, 1999: NPS testified before the United States House Subcommittee on National Parks and Public Lands in an oversight hearing on the issues relating to the General Management Planning process and the proposed museum facility at Gettysburg National Military Park.

February 19, 1999: NPS sent the revised Section 106 Case Report and supporting materials concerning the cyclorama building to the Pennsylvania Historical and Museum Commission, the Advisory Council on Historic Preservation, and to ten interested parties for a 30 day comment period.

April 14, 1999: GNMP Advisory Commission conducted a public meeting, including a discussion on the GMP and the proposed museum complex. The meeting included a question and answer session with 25 people attending.

April 20, 1999: NPS met with the Pennsylvania Historical and Museum Commission, the Advisory Council on Historic Preservation and interested parties to conduct a formal consultation on the proposed undertakings at Gettysburg NMP, including preservation of the cyclorama

painting, rehabilitation of park historic landscape and removal of the Cyclorama Center at Gettysburg National Military Park. The public is invited to observe the consultation meeting and offer comments during the meeting. The meeting included a question and answer session with 43 people in attendance.

May 14, 1999: The Advisory Council on Historic Preservation announced its support of the draft GMP/EIS proposed treatment for the park's historic landscapes, the cyclorama painting and the removal of the Cyclorama Center building. Before undertaking these actions, NPS would consult with the Advisory Council on Historic Preservation and the State Historic Preservation Officer to develop appropriate mitigation policies with regard to the removal of the Cyclorama Center.

To ensure that people understood the planning process, the park superintendent and other members of the park staff met with interested groups as needed and have responded to individual questions and concerns.

In addition, National Park Service made presentations to the following organizations and civic groups on the Gettysburg NMP draft GMP/EIS: Adams County Planning Commission, Association of the License Battlefield Guides, Baltimore Civil War Round Table, Biglerville Lion's Club, Camp Coleman Civil War Round Table (Lebanon, PA), Central Delaware Civil War Round Table, Chambersburg Kiwanis Club, Civil War Institute-Gettysburg College, Civil War Round Table of Eastern Pennsylvania, Descendants of Civil War Veterans, Eastern National Board of Directors, General George H. Thomas Camp #19 Sons of Union Veterans of the Civil War, General Robert F. Hoke/William J. Hoke, Camp 1616 Sons of Confederate Veterans (North Carolina), Gettysburg Discussion Group, Gettysburg Lion's Club, Gettysburg Rotary, Greater Gettysburg Area Chamber of Commerce, Harpers Ferry Civil War Round Table, Lancaster Mercersburg (PA) Rotary Club, Maryland Arms Collection Association, National Encampment, Sons of Union Veterans of the Civil War, Pennsylvania Press Club, Robert E. Lee Camp #803 Sons of Confederate Veterans (North Carolina), San Diego Civil War Round Table, San Jose Civil War Round Table, Washington (D.C.) Civil War Round Table.

Park staff have also served on several boards and committees that have a direct relationship to the GMP, including; Main Street Gettysburg, the Gettysburg/Adams County Area Chamber of Commerce, the Friends of the National Parks at Gettysburg (advisory only), and the Gettysburg NMP Advisory Commission (as the Federal officer). As a member of these boards and committees, the park staff is constantly working with the public to provide information and respond to questions.

During the preparation of the draft GMP/EIS, NPS and its consultants interviewed a number of people to gather data for the report and for use in developing the public process. Among those interviewed were: Wendy Becker, Consultant to Gettysburg-Adams County Area Chamber of Commerce; Peter Bienstock, Comprehensive Communications, Inc.; Salvatore Ciclino, Supervisor, Cumberland Township; Ellen Dayhoff, Director, Adams County Agricultural Land Preservation Board; Sam Dayhoff, agriculture permittee at Gettysburg NMP; John Eline, President, Borough of Gettysburg City Council; Deborah Fitts, Reporter, the Civil War News; Debbie Foster, Commonwealth of Pennsylvania, Dept. of Revenue; Dan Hans, Pastor, Presbyterian Church; Joh McAndrew, Director of Public Relations, Gettysburg College; Philip Maguldi, Director, GCVB; Tom Metz, Gettysburg tours; Emmett Patterson, Owner, McDonald's, JDCS Enterprises Kathleen Ross, Commonwealth of Pennsylvania, Dept. of Revenue, Bureau of Re-

search; Dick Schmoyer, Adams County Planning Commission; Jennifer Shultz, Pennsylvania State, Harrisburg, Representative, Pennsylvania State Data Center; Charlie Sterner, Borough Manager, Borough of Gettysburg; Harry Stokes, Adams County Commissioner; Eric Uberman, CM Uberman Enterprises; and Paul Witt, Gettysburg Convention and Visitors Bureau.

5.1.2 Development of the Draft Collections Storage, Museum and Visitor Center Facility Development Concept Plan/Environmental Assessment

December 1994: The concept of a public private partnership to build a new museum for Gettysburg NMP is first considered in response to an unsolicited proposal from a local developer.

February 21, 1995: NPS requested consultation with Pennsylvania Historical and Museum Commission on partnership proposal.

February 21, 1995: NPS conducted internal review of a task directive to revise the 1989 Development Concept Plan for Guinn Woods in order to evaluate the unsolicited proposal.

March 10, 1995: Consultation letter sent to U.S. Fish and Wildlife Service requesting consultation on endangered, threatened, and other species of concern at proposed Fantasyland site for museum.

March 13, 15, 1995: Consultation letters sent to Pennsylvania Natural Diversity Inventory/ Bureau of Forestry Service requesting consultation on endangered, threatened, and other species of concern at proposed Fantasyland site for museum.

March 27, 1995: NPS released draft Development Concept Plan/Environmental Assessment (DCP/EA) Gettysburg Museum of the Civil War for 65-day public review. The plan was mailed to individuals and organizations on the park mailing list.

March 29, 1995: Gettysburg NMP requested consultation from NPS Directorate on draft DCP/ EA.

March 31, 1995: NPS Mid-Atlantic Regional Director and staff briefed in Gettysburg.

April 6, 1995: NPS conducted a public workshop to present information and answer questions regarding the draft DCP/EA.

April 18, 1995: NPS requested consultation with Pennsylvania Historical and Museum Commission on draft DCP/EA.

April 18, 1995: U.S. Fish and Wildlife Service responded to NPS request for lists of endangered, threatened, and other species of concern.

April 20, 1995: GNMP Advisory Commission conducted public meeting of the draft DCP/EA, The meeting included a presentation and question and answer session.

May 24, 1995: NPS conducted a public workshop to present information and answer questions regarding the draft DCP/EA.

June 1, 1995: By the close of the public review, NPS received 38 comments on the draft plan, including comments from Pennsylvania Historical and Museum Commission, National Park

Foundation, National Parks and Conservation Association, Adams County Office of Planning and Development, Cumberland Township, the Gettysburg National Military Park Advisory Commission, the Gettysburg/Adams County Area Chamber of Commerce, Gettysburg Travel Council, Association of Licensed Battlefield Guides, and the Gettysburg Battlefield Preservation Association.

June 14, 1995: Pennsylvania Natural Diversity Inventory responded to NPS request for lists of endangered, threatened, and other species of concern.

June 15, 1995: NPS responded to Pennsylvania Historical and Museum Commission comments on issues related to Draft DCP/EA.

July 1995: NPS requested comments and consultation from National Trust for Historic Preservation, Association for the Preservation of Civil War Sites, Civil War Institute, Civil War Roundtable Associates, Civil War Trust, and individual historians.

July 20, 1995: GNMP Advisory Commission conducted a public meeting, including a discussion and question and answer session on the planning process for new facilities.

July 25, 1995: National Trust for Historic Preservation wrote a letter of support for public private partnership concept and the need for new facilities.

August 31, 1995: Public was invited to NPS press conference to announce it will defer any additional consideration of the 1995 draft DCP/EA in favor of a new, broader look at its needs and a nationwide call for proposals. The conference included a question and answer session.

September 5, 1995: Letters sent to Gettysburg businesses, requesting involvement with preliminary planning effort (scoping).

September 6 and 13, 1995: NPS held meetings with Pennsylvania Historical and Museum Commission on scoping for a planning process for new park facilities.

September 7, 1995: Letters sent to Civil War Trust, Civil War Roundtable Associates, Civil War Institute, Association for Preservation of Civil War Sites, National Trust for Historic Preservation, Shepherd College Center for the Study of the Civil War, and individual historians requesting involvement with scoping.

October 5, 1995: NPS letter sent to municipalities (Adams County, Gettysburg Borough and neighboring townships) requesting involvement with scoping.

October 17, 1995, 7:30 am: NPS conducted public scoping workshop for area business representatives. *Businesses or groups invited*: Adams County Economic Development Corporation, Chamber of Commerce, Travel Council, Eastern National, Gettysburg Tours, and members of the Shoppes of Steinwehr and the Gettysburg Area Retails Merchants Association, . The scoping addressed four questions and includes a question and answer session. The four scoping questions were:

- What should the park's facility development objectives be?
- What are the planning assumptions that will guide the search for the most appropriate solutions to meet the objectives?
- What is the range of options the park should consider?

- What criteria should be used to select and evaluate an appropriate location, which could be on or off parklands, for development of new visitor facilities?

October 17, 1995, 7:00 PM: NPS conducted a public scoping workshop for representatives from Gettysburg area preservation groups. *Preservation groups invited:* Association of Licensed Battlefield Guides, Friends of the National Parks at Gettysburg, Gettysburg Battlefield Preservation Association, Main Street Gettysburg, Gettysburg Civil War Roundtable, and the Civil War Round Table of Eastern Pennsylvania. The workshop included a question and answer session.

October 19, 1995: GNMP Advisory Commission conducted a public meeting, including a discussion and question and answer session on scoping.

October 27, 1995: NPS conducted a public scoping workshop for representatives from area governments and municipalities. *Invitees:* Adams County, Gettysburg Borough, and neighboring townships. The workshop included a question and answer session.

November 2, 1995, 1:00 PM: NPS conducted a public scoping workshop the general public. The workshop included a question and answer session. Ten people attended.

November 2, 1995, 7:00 PM: NPS conducted a public scoping workshop for the general public. The workshop included a question and answer session. Twenty-five people attended.

November 18, 1995: At the close of the public comment period on scoping, the NPS received 42 comments.

December 7, 1995: NPS letter sent to Pennsylvania Historical and Museum Commission requesting consultation on formulation of alternatives for revision of DCP.

December 12 & 20, 1995: Consultation meetings held with Pennsylvania Historical and Museum Commission, Adams County Office of Development and Planning, and park's Advisory Commission.

February 15, 1996: GNMP Advisory Commission conducted a public meeting, including a discussion and question and answer session on the planning process for new facilities.

March 15, 1996: Consultation letter sent to Pennsylvania Natural Diversity Inventory/Bureau of Forestry and requesting consultation on endangered, threatened, and other species of concern in the area of consideration outlined in the draft DCP/EA.

April 10, 1996: Public was invited to NPS press conference to announce the release of the draft Collections Storage, Museum and Visitor Center Development Concept Plan/Environmental Assessment (DCP/EA) for 45-day public review period. A letter requesting comments and executive summary or entire draft plan was mailed to park mailing list of 400. The conference included a question and answer session.

April 10, 1996: Gettysburg NMP requested comments on draft DCP/EA from NPS Field directorate and Washington directorate.

April 17, 1996: NPS conducted a public workshop to provide information, answer questions and gather public comment on the draft DCP/EA.

April 18, 1996: GNMP Advisory Commission conducts a public meeting, including a discussion and question and answer session on the planning process for new facilities.

April 25, 1996: U.S. Fish and Wildlife Service responded to NPS request for lists of endangered, threatened, and other species of concern.

May 1, 1996: NPS conducted a public workshop for representatives from Gettysburg area preservation groups to provide information and gather comments on the draft DCP/EA. The workshop included a question and answer session.

May 3, 1996: NPS conducted a public workshop for representatives from area governments and municipalities to provide information and gather comments on draft DCP/EA. The workshop included a question and answer session.

May 7, 1996: NPS conducted a public workshop for representatives from area businesses to provide information and gather comments on the draft DCP/EA. The workshop included a question and answer session.

May 8, 1996: NPS conducted a public workshop to provide information, answer questions and gather public comment on the draft DCP/EA.

May 24, 1996: At the close of the public review period for the Draft DCP/EA, NPS had received 60 comments.

May 29, 1996: Gettysburg Superintendent conducted briefing with NPS Directorate in Washington.

June-November, 1996: The Request for Proposal was formulated and written.

July 18, 1996: GNMP Advisory Commission conducted a public meeting, including a discussion and question and answer session on the planning process for new facilities.

October 24, 1996: GNMP Advisory Commission conducted a public meeting, including a discussion and question and answer session on the planning process for new facilities.

December 4, 1996: Pennsylvania Natural Diversity Inventory responded to NPS request for lists of endangered, threatened, and other species of concern.

December 11, 1996: The Request for Proposals for a New Collections Storage, Museum and Visitor Center was issued to the public.

January 16, 1997: GNMP Advisory Commission conducted a public meeting, including a discussion and question and answer session on the planning process for new facilities.

April 17, 1997: GNMP Advisory Commission conducted a public meeting, including a discussion and question and answer session on the planning process for new facilities.

May 11, 1997: Proposals due to NPS. NPS announced members of its RFP Evaluation Panel.

November 8, 1997: NPS announced selection of proposal for further negotiation for its Collections Storage, Museum and Visitor Center proposal; and that public review of the proposal will be continued through the park's ongoing draft GMP/EIS process.

5.2 LIST OF PREPARERS AND PLANNING TEAM

5.2.1 National Park Service Planning Team

GETTYSBURG NATIONAL MILITARY PARK
John A. Latschar, *Ph.D., Superintendent*
Eric Campbell, *Park Ranger - Historian*
Bruce Craig, *Ph.D., Chief of Resource Management*
Deborah Darden, *Planner & Team Leader*
Dave Dreier, *Chief of Maintenance*
Brion FitzGerald, *Chief Ranger and Chief of Interpretation and Protection*
Herbert C. Frost, *Ph.D., Natural Resource Specialist*
Kathy Harrison, *Senior Historian*
Scott Hartwig, *Supervisory Historian*
Bert Herbert, *Archeologist*
Jim Johnson, *Management Assistant*
Katie Lawhon, *Public Affairs Specialist*
John McKenna, *Assistant Superintendent*
Curt Musselman, *GIS Specialist and Historian*
Winona Peterson, *Historian and Archivist*
Richard W. Segars, *AIA, Historical Architect*
Kristen Stevens, *Archeologist*

PHILADELPHIA SUPPORT OFFICE
Deirdre Gibson, *Park Planning Program Manager*
David Hollenberg, *Associate Regional Director*

DENVER SERVICE CENTER
Sarah Bransom, *Quality Leader*
Lauri Domler, *Community Planner*
Lisa Norby, *Natural Resource Specialist*

HARPERS FERRY CENTER
Tom Tankersley, *Interpretive Planner*

5.2.2 Contributors

GETTYSBURG NMP / EISENHOWER NHS
Carmen Baker, *Personnelist, GPRA Group Leader*
John Joyce, *Park Ranger, GPRA Group Leader*
Ken Kime, *Facility Manager, GPRA Group Leader*
Joe Onofrey, *Park Ranger, GPRA Group Leader*
Danny Reever, *Chief, Landscape Preservation Branch, GPRA Group Leader*
Tim Sorber, *Park Ranger - Protection GPRA Team Leader*
Rusty Thompson, *Chief of Administration*

DENVER SERVICE CENTER
Susan Boyle, *Historian*
Dave Kreger, *Technical Specialist - Compliance*
Paul Lee, *Interpretive Planner*

WASHINGTON OFFICE
Lars Hanslin, *Special Assistant to the Director*

5.2.3 Consultants

ICON ARCHITECTURE, INC.
Dennis Frenchman AIA, *Planner*
Aaron Goff, *Graphic Designer*
Jonathan S. Lane AIA AICP, *Planner and Public Involvement*
Felipe Schwarz, *Planner*
Lucia Vasak, *Planner and Graphic Design*

OFFICE OF THOMAS MARTIN, INC.
Thomas J. Martin, *Economist*
Robert Brais, *Economist*

ORTH-ROGERS ASSOCIATES, INC.
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Jeffrey L. Greene, P.E., *Traffic Engineer*

Todd Bowersox, *Ph.D., Forest Ecology and Management, Independent Consultant*

David R. Dewalle, *Ph.D., Soil and Water Conservation, Independent Consultant*

5.3 LIST OF RECIPIENTS OF DRAFT GMP/EIS

5.3.1 Pennsylvania Congressional Delegation and Other Interested Members of Congress

Representative William Goodling (PA)
Representative George Miller (CA)
Representative John Murtha (PA)
Representative Ralph Regula (OH)
Representative Bud Shuster (PA)
Senator Rick Santorum (PA)
Senator Arlen Specter (PA)
Senator Dale Bumpers (AR)
Senator Slade Gorton (WA)
Senator Craig Thomas (WY)

5.3.2 Non-Governmental Agencies

115th New York Volunteer Infantry
12th SC/4th MI Volunteer Infantry, Inc.
143rd New York Volunteer Infantry
148th Pennsylvania Infantry
18th Pennsylvania Cavalry, Company L
19th Ohio Reenacting Regiment
1st Rockbridge Artillery
26th Pennsylvania Volunteer Infantry
55th Virginia Regiment
7th Tennessee Company B Infantry
Adams County Farmers Association
Adams County Fruitgrowers
Adams County Historical Society
American Business Association
American Hiking Society
American Historical Association
Animal Protection Institute
Animal Rights Coalition, Inc.
Appalachian Mountain Club
Association for Preservation of Civil War Sites
Association of National Park Rangers
Austin Civil War Round Table
Baltimore Civil War Round Table
Barnes & Noble Civil War Group, WP
Battery K, 1st US Artillery, NSSA
Battlefield Equestrian Society
Bicycling Federation of Pennsylvania
Blue & Gray
Battery L, 1st Ohio, Light Artillery
Camp Curtin Historical Society
Capital Hill Civil War Round Table
Central Delaware Civil War Round Table
Central Pennsylvania Civil War Round Table
Chesapeake Artillery, CSA
Chesapeake Bay Foundation, Inc.
Civil War Institute
Civil War Library & Museum
Civil War Re-enactments
Civil War Round Table
Civil War Society
Civil War Trust
Company's K & G, Berdan's USSS
Company B, 7th West Virginia
Connecticut Civil War Round Table
Cumberland Valley Civil War Round Table
Civil War Round Table Associates
Civil War Round Table New York, Inc.
Civil War Round Table of Augusta
Civil War Round Table of Merrimack
Civil War Round Table of New Hampshire
Civil War Round Table of S. Ontario
D.U.V. Mammy Ruggles Tent #50
Defenders of Wildlife
Delaware Valley Civil War Round Table
Department of Ohio Union Vets of Civil War
Descendents of 136th New York
District of Columbia Civil War Round Table
Dwight D. Eisenhower Society
Eastern National
Eastern Pennsylvania Civil War Round Table
Environmental Action Foundation, Inc.
Forest History Society, Inc.
Friends of the 151st Pennsylvania
Friends of the National Parks at Gettysburg
Fund for Animals
Genesse Valley Civil War Round Table
Gettysburg Adams County Chamber of Commerce
Gettysburg Battlefield Preservation Association
Gettysburg College
Gettysburg Convention & Visitors Bureau
Gettysburg Historical Equestrian Society
Gettysburg Retail Merchants Association
Green Mountain Civil War Round Table
Hardwood Forest Foundation
Harrisburg Civil War Round Table
International Society for Animal Rights, Inc.
International Association of F & W Agencies
International Mountain Biking Association
John Pelham Historical Society
Joshua L. Chamberlain Civil War Round Table
Last Chance for Animals
League of American Bicyclists
League of Women Voters
League of Women Voters, Adams County
Licensed Battlefield Guide Association
Long Beach Civil War Round Table
Longstreet Memorial Fund
Lutheran Theological Seminary
Mahoning Valley Civil War Round Table
Main Street Gettysburg
N. Virginia Relic Hunters Association
National Audobon Society
National Geographic Society
National Park & Conservation Association
National Park Foundation
National Rifle Association of America
National Trust for Historic Preservation
New Jersey Department, Sons of the Union Veterans
North-South Trader's Civil War
Northern New York Civil War Reenactors
Olde Colony Civil War Round Table

Pennsylvania Farmers Association
Pennsylvania Federation of Sportmen's Clubs, Inc.
Pennsylvania Forestry Association
Pennsylvania Off-Road Bicycle Coalition
Pennsylvania Resources Council
People for the Ethical Treatment of Animals
Robert E. Lee CWRT of Central NJ & 8th NJ Infantry
South Central Community Action Program, Inc.
San Diego Civil War Round Table
School of Forest Resources, Pennsylvania State University
Sierra Club/Pennsylvania Environmental Lobby
Skedaddler Civil War Round Table
Society for the Prevention of Cruelty to Animals
Society of the First Corps
Soil & Water Conservation Society
Sons of the Veterans Reserve
South Puget Sound Civil War Round Table
St. Croix Valley Civil War Round Table
Susquehanna Civil War Round Table
The Civil War Round Table Associates
The Conservation Fund
The George Wright Society
The Humane Society of United States
The Sierra Club
Twin Cities Civil War Round Table
Walt Whitman Civil War Round Table of Southern New Jersey
West Missouri Civil War Round Table
Western Pennsylvania Conservancy
Western Pennsylvania Civil War Round Table
Westmoreland County Civil War Round Table
White County Civil War Round Table
Wildlife Management Institute
Wildlife Society

5.3.3 Local Governments

Adams County Agriculture Extension Service
Adams County Economic Development
Adams County Fish & Game
Adams County Office of Planning & Development
Adams County Commissioners
Borough of Gettysburg
Cumberland Township Board of Supervisors
Franklin Township Board of Supervisors
Freedom Township Board of Supervisors
Gettysburg Area School District
Gettysburg Borough
Gettysburg Municipal Authority
Gettysburg School Authority
Highland Township Board of Supervisors
Mount Pleasant Township
Mt. Joy Township Supervisors
Straban Township

5.3.4 State Agencies

Office of Governor, Commonwealth of Pennsylvania
Pennsylvania Department of Environmental Resources
Pennsylvania Department of Agriculture
Pennsylvania Environmental Council
Pennsylvania Fish Commission, Executive Office
Pennsylvania Game Commission, Executive Office
Pennsylvania Historical & Museum Commission
Pennsylvania Natural Diversity Index
Pennsylvania Office of Travel & Tourism
Bureau of State Parks

5.3.5 Federal Agencies

Advisory Council on Historic Preservation
Civil War Sites Advisory Commission
U. S. Army War College
U. S. Environmental Protection Agency
U. S. Fish & Wildlife
U. S. Geological Service, PA Cooperative Fish & Wildlife Research Center

5.4 AGENCIES, ORGANIZATIONS AND INDIVIDUALS WHO COMMENTED ON THE *DRAFT GMP/EIS*

Over 4,000 copies of the *Draft GMP/EIS* were distributed to the agencies, organizations and individuals requesting a review copy. NPS received approximately 507 oral and written comments. In the following list an asterisk indicates that the letter received was similar to one from another organization or individual, and was not printed.

5.4.1 Federal Agencies

Advisory Council on Historic Preservation
Chesapeake Bay Program, Scientific & Technical Advisory Commission
Gettysburg NMP Advisory Commission
Industrial College of the Armed Forces, National Defense University
Senator Arlen Specter
Senator Rick Santorum
U.S. Department of the Interior, Fish and Wildlife Service
U.S. Department of the Interior, NPS, Manassas NBP
U.S. Department of the Interior, NPS, Vicksburg NMP
U.S. EPA Region III

5.4.2 State Agencies

Pennsylvania Department of Environmental Protection, South Central Office
Pennsylvania Department of Environmental Protection, Regional Air Quality Manager
Pennsylvania Fish and Boat Commission
Pennsylvania Historical & Museum Commission

5.4.3 Local Agencies

Borough of Gettysburg
Cumberland Township
City of Fredericksburg, Virginia

5.4.4 Organizations

Animal Protection Institute
Association of the Licensed Battlefield Guides
Civil War Round Table Associates
Concerned Citizens of Gettysburg
Descendants of the NY 136th Infantry Regiment
Evergreen Cemetery
Friends of the National Parks at Gettysburg
Gettysburg Area Retail Merchant Association
Gettysburg Battlefield Preservation Association
Gettysburg Equestrian Historical Society
Gettysburg-Adams Co. Area Chamber of Commerce
Michigan Regimental Roundtable
National Capital Astronomers, Inc.
National Parks & Conservation Association
National Trust for Historic Preservation
Organization of American Historians
Plum Run Hunt
Preservation Pennsylvania
Sons of Confederate Veterans # 1616 & Stars and Bars # 247
Strong Vincent Commemorative Committee
Working Group at Gettysburg
Wyoming Valley Civil War Roundtable

5.4.5 Individuals

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Baskin, Rachel*
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Kocur, James
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Krieger, Alan*
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Lango, Paul
Larrison, Gary
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Lawrence, Lewis*
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Linsky, Jane
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Locher, Nancy
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Miller, Walter
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Stella, Katie
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Stephens, Bill
Stephens, James
Stiles, Kenneth
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Thompson, Gary
Tillema, John
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Troiani, Frank
Tulp, Allan
Uberman, Eric
Uhlig, Jonathon
Vallona, Michael
Van Driest II, Dr. E. Reginald
Veverka, Douglas
Vossler, Tom
Wacksman, Edith
Walker, Bruce
Ward, Philip
Warnke, James
Wasel, Jeff
Watson, Mary
Watson, Phyllis
Webster, Portia
Westcott, Bruce
Wilburn, Joseph
Wilcox, Jr., David
Wilkinson, William
Williams, David
Williams, Donald
Willmann, Roger
Wilson, Frank & Rebecca
Wilson, Jim
Wolk, Christopher
Wood, Lisa
Wyberg, Bryan
Yonelunas. Kim*
Yount, Violet
Zachau, David
Zaremba, John
Zimmer, John

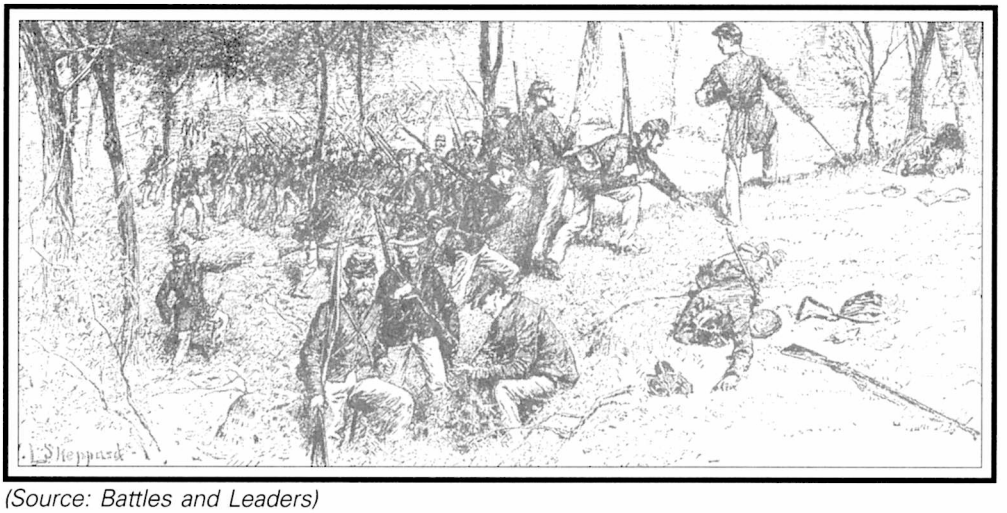
5.4.6 Oral Hearings

Albright, Gene
Ayre, Wes
Bennett, Gerald
Blough, Margaret
Bostek, John
Bugash, Linda
Caba, Craig
Calhoun, Norma
Christ, Elwood
Coleman, Janet
Daniels, Elizabeth
Dayhoff, Sam
Defuge, Larry
Eckert, Angela
Fenstermacher, John
Finfrock, Barbara
Fitzpatrick, John
Frankfort, Dennis
Frealing, Betty
Giles, Holly
Gruin, Mark
Hankey, Joan
Hoffman, Daniel
Jones, Elaine
Jones, William
Kessel, Alex
Leonard, Bill
Lyons, Michael
Madrid, Chris
Matthews, Dennis
McConnell, Marge
McElroy, Cathy
Mcloskey, Michael
Monahan, Peter
Monahan, Jr., Robert
Monrean, Vickey
Murphy, John
Myers, Tammy
Patterson, Emmett
Peterson, Dick
Platt, Barbara
Powell, Walter
Prezioso, Sal
Radcliffe, Dave
Richter, Conrad
Roulette, C. K.
Scharf Fox, Elise
Shultz, Dean
Sites, David
Stanton, Beverly
Stark, Craig
Steele, Roger
Stephens, Bill
Stewart, Philip
Swartz, Jean
Uberman, Eric
Vossler, Tom
Whitfield, Hank
Witt, Paul
Wolf, Tom

5.4.7 Petitions

Concerned Citizens of Gettysburg

Appendices



(Source: Battles and Leaders)

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APPENDIX 2: GLOSSARY

Commemorative park: generally refers to the narrow commemorative corridor containing avenues and monument groups designed and implemented by Civil War veterans between 1880 and 1927.

Cultural Landscape: a geographic area (including both cultural and natural resources and the wildlife and domestic animals herein) associated with a historic event, activity or person or exhibiting other cultural or aesthetic values. There are four types of cultural landscapes, not mutually exclusive: historic sites, historic designed landscapes, historic vernacular landscapes, and ethnographic landscapes.

Cumulative Impacts: Impacts on the environment that result from the incremental impacts of the actions when added to other past, present and reasonably foreseeable future actions, regardless of who undertakes them. Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time.

Feature: the smallest element of a landscape that contributes to the significance of a property and that can be the subject of a treatment intervention. Examples include a woodlot, hedge, lawn, allee, house, meadow or open field, fence, wall earthwork, pond, bollard, orchard or agricultural terrace.

GMP: a plan that sets forth the basic management philosophy and framework for decision making at national parks.

GPRA: The Government Performance and Results Act of 1993. The Act is intended to bring performance management to government agencies. For national parks, it requires the development of strategic plans, annual performance plans and annual performance reports.

Historic Designed Landscape: a landscape that was consciously designed or laid out by a landscape architect, master gardener, architect, engineer, or horticulturist according to design principles, or an amateur gardener working in a recognized style or tradition. The landscape may be associated with a significant person, trend or event in landscape architecture, or illustrate an important development in the theory and practice of landscape architectures. Aesthetic values play a significant role in designed landscapes. Examples include parks, campuses and estates.

Historic Site: a landscape significant for its association with a historic event, activity or person. Examples include battlefields and presidential homes.

Management Prescriptions: describe the specific resource conditions and visitor experiences that are to be achieved in a park and maintained over time.

Park Resource Areas: Areas where resources relating to a specific nationally significant landscape are concentrated.

Preservation: the act or process of applying measures necessary to sustain the existing form, integrity and materials of an historic property.

Rehabilitation: the act or process of making possible a compatible use for a property through repair, alternations and additions while preserving those portions or features that convey its historical, cultural or architectural values.

Significance: the meaning or value ascribed to an historic property or cultural landscape based on the National Register criteria for evaluation.

Structures: man-made elements of the landscape, other than buildings. These include stone walls, fences, monuments, tablets, avenues and other man-made features.

Treatment: work carried out to achieve a particular historic preservation goal.

Woodlands: forested areas in the park where natural processes (with the exception of fire) are allowed to occur.

Woodlots: wooded areas that were historically managed for timber production and various uses. Historically, there were woodlots on the Gettysburg Battlefield, and some of these were significant to the outcome of the battle.

APPENDIX 3: LEGISLATION

A Resolution Authorizing the Secretary of War to take charge of the Gettysburg and Antietam National Cemeteries, approved July 14, 1870 (16 Stat. 390)

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of War be, and is hereby, directed to accept and take charge of the soldiers' national cemetery at Gettysburg, Pennsylvania, and the Antietam national cemetery at Sharpsburg, Maryland, whenever the commissioners and trustees having charge of said cemeteries are ready to transfer their care to the general government. That when the afore-mentioned cemeteries are placed under the control of the Secretary of War, *that* they be taken care of and maintained in accordance with the provisions of the act of Congress entitled "An Act to establish and protect national cemeteries," approved February twenty-two, eighteen hundred and sixty-seven.

An Act To establish a national military park at Gettysburg, Pennsylvania, approved February 11, 1895 (28 Stat. 651)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of War is hereby authorized to receive from the Gettysburg Battlefield Memorial Association, a corporation chartered by the State of Pennsylvania, a deed of conveyance to the United States of all the lands belonging to said association, em bracing about eight hundred acres, more or less, and being a considerable part of the battlefield of Gettysburg, together with all rights of way over avenues through said lands acquired by said association, and all improvements made by it in and upon the same. Upon the due execution and delivery to the Secretary of War of such deed of conveyance, the Secretary of War is authorized to pay to the said Battlefield Memorial Association the sum of two thousand dollars, or so much thereof as may be necessary to discharge the debts of said association, the amount of such debts to be verified by the officers thereof, and the sum of two thousand dollars is hereby appropriated out of any money in the Treasury not otherwise appropriated to meet and defray such charges.

SEc. 2. That as soon as the lands aforesaid shall be conveyed to the United States the Secretary of War shall take possession of the same, and such other lands on the battlefield as the United States have acquired, or shall hereafter acquire, by purchase or condemnation proceedings; and the lands aforesaid, shall be designated and known as the "Gettysburg National Park."

SEc. 3. That the Gettysburg national park shall, subject to the supervision and direction of the Secretary of War, be in charge of the commissioners heretofore appointed by the Secretary of War for the location and acquisition of lands at Gettysburg, and their successors; the said commissioners shall have their office at Gettysburg, and while on duty shall be paid such compensation out of the appropriation provided in this Act as the Secretary of War shall deem reasonable and just. And it shall be the duty of the said commissioners, under the direction of the Secretary of War, to superintend the opening of such additional roads as may be necessary for the purposes of the park and for the improvement of the avenues heretofore laid out therein, and to properly mark the boundaries of the said park, and to ascertain and definitely mark the lines of battle of all troops en-gaged in the battle of Gettysburg, so far as the same shall fall within the limits of the park.

SEC. 4. That the Secretary of War is hereby authorized and directed to acquire, at such times and in such manner as he may deem best calculated to serve the public interest, such lands in the vicinity of Gettysburg, Pennsylvania, not exceeding in area the parcels shown on the map prepared by Major-General Daniel E. Sickles, United States Army, and now on file in the office of the Secretary of War, which were occupied by the infantry, cavalry and artillery on the first, second and third days of July, eighteen hundred and sixty-three, and such other adjacent lands as he may deem necessary to preserve the important topographical features of the battle-field: *Provided,* That nothing contained in this Act shall be deemed and held to prejudice the rights acquired by any State or by any military organization to the ground on which its monuments or markers are placed, nor the right of way to the same.

SEC. 5. That for the purpose of acquiring the lands designated and described in the foregoing section not already acquired and owned b the United States, and such other adjacent land as may be deemed necessary by the Secretary of War for the preservation and marking of the lines of battle of the Union and Confederate armies at Gettysburg, the Secretary of War is authorized to employ the services of the commissioners heretofore appointed by him for the location who shall proceed in conformity with his instructions and subject in ail things to his approval, to acquire

such lands by purchase, or by condemnation proceedings, to be taken by the Attorney-General in behalf of the United States, in any case in which it shall be ascertained that the same can not be purchased at prices deemed reasonable and just by the said commissioners and approved by the Secretary of War. And such condemnation proceedings may be taken pursuant to the Act of Congress approved August first, eighteen hundred and eighty-eight, regulating the condemnation of land for public uses, or the Joint Resolution authorizing the purchase or condemnation of land in the vicinity of Gettysburg, Pennsylvania, approved June fifth, eighteen hundred and ninety-four.

SEC. 6. That it shall be the duty of the Secretary of War to establish and enforce proper regulations for the custody, preservation, and care of the monuments now erected or which may be hereafter erected within the limits of the said national military park; and such rules shall provide for convenient access by visitors to all such monuments within the park, and the ground included therein, on such days and within such hours as may be designated and authorized by the Secretary of War.

SEC. 7. That if any person shall destroy, mutilate, deface, injure, or remove, except by permission of the Secretary of War, any column, statue, memorial structure, or work of art that shall be erected or placed upon the grounds of the park by lawful authority, or shall destroy or remove any fence, railing, enclosure, 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 land or approaches to the park, or shall violate any regulation made and published by the Secretary of War for the government of visitors within the limits of said park, any person so offending and found guilty thereof, before any justice of the peace of the county in which the offense may be committed, shall, for each and every such offense, forfeit and pay a fine, in the discretion of the justice, according to the aggravation of the offense, of not less than five nor more than five hundred dollars, one-half for the use of the park and the other half to the informer, to be enforced and recovered before such justice in like manner as debts of like nature are now by law recoverable in the county where the offense may be committed.

SEC. 8. That the Secretary of War is hereby authorized and directed to cause to be made a suitable bronze tablet, containing on it the address delivered by Abraham Lincoln, President of the United States, at Gettysburg on the nineteenth day of November, eighteen hundred and sixty-three, on the occasion of the dedication of the national cemetery at that place, and such tablet, having on it besides the address a medallion likeness of President Lincoln, shall be erected on the most suitable site within the limits of said park, which said address was in the following words, to wit:

"Four score and seven years ago our fathers brought forth on this continent a new nation, conceived in liberty and dedicated to the proposition that all men are created equal.

"Now we are engaged in a great civil war, testing whether that nation or any nation so conceived and so dedicated, can long' endure. We are met on a great battlefield of that war. We have come to dedicate a portion of that field as a final resting place for those who here gave their lives that that nation might live. It is altogether fitting and proper that we should do this.

"But, in a larger sense, we can not dedicate, we can not consecrate, we can not hallow this ground. The brave men, living and dead, who struggled here, have consecrated it far above our poor power to add or detract. The world will little note, nor long remember, what we say here; but it can never forget what they did here. It is for us, the living, rather to be dedicated here to the unfinished work which they w ho fought here have thus far so nobly advanced. It is rather for us to be here dedicated to the great task remaining before us; that from these honored dead we take increased devotion to that cause for which they gave the last full measure of devotion; that we here highly resolve that these dead shall not have died in vain; that this nation, under God, shall have a new birth of freedom, and that government of the people, by the people, for the people, shall not perish from the earth."

And the sum of five thousand dollars, or so much thereof as may be necessary, is hereby appropriated, out of any money in the Treasury not otherwise appropriated, to pay the cost of said tablet and medallion and pedestal.

SEC. 9. That, to enable the Secretary of War to carry out the purposes of this Act, including the purchase or condemnation of the land described in sections four and five of this Act, opening, improving, and repairing necessary roads and avenues, providing surveys and maps, suitably marking the boundaries of the park, and for the pay and expenses of the commissioners and their assistants, the sum of seventy-five thousand dollars, or so much thereof as may be necessary, is hereby appropriated, out of any money in the Treasury not otherwise appropriated; and all disbursements made under this Act shall require the approval of the Secretary of War, who shall make annual report of the same to Congress. (16 U.S.C. § 430g as amended.)

H. R.3248
To revise the boundary of Gettysburg National Military Park in the Commonwealth (Enrolled Bill (Sent to President))

One Hundred First Congress of the United States of America

AT THE SECOND SESSION

Begun and held at the City of Washington on Tuesday, the twenty-third day of January, one thousand nine hundred and ninety

An Act

To revise the boundary of Gettysburg National Military Park in the Commonwealth of Pennsylvania, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. GETTYSBURG NATIONAL MILITARY PARK BOUNDARY REVISION.

(a) LANDS INCLUDED IN THE PARK- In furtherance of the purposes of the Act entitled 'An Act to establish a national military park at Gettysburg, Pennsylvania', approved February 11, 1895 (16 U.S.C. 430g et seq.), the Gettysburg National Military Park (hereafter in this Act referred to as the 'park') shall hereafter comprise the lands and interests in lands within the boundary generally depicted as 'Park Boundary' on the map entitled 'Gettysburg National Military Park Boundary Map', numbered NPS 305/80034-B, and dated March 1990, which shall be on file and available for public inspection in the Office of the Director of the National Park Service, Department of the Interior.

(b) LANDS EXCLUDED FROM THE PARK- Lands and interests in lands outside of the boundary so depicted as 'Park Boundary' on the map referred to in subsection (a) are hereby excluded from the park and shall be disposed of in accordance with the provisions of section 2(c).

SEC. 2. ACQUISITION AND DISPOSAL OF LANDS.

(a) GENERAL AUTHORITY- The Secretary is authorized to acquire lands and interests in lands within the park by donation, purchase with donated or appropriated funds, exchange, or otherwise. In acquiring lands and interests in lands under this Act, the Secretary shall acquire the minimum Federal interests necessary to achieve the objectives identified for specific areas and the park.

(b) AUTHORITY TO CONVEY FREEHOLD AND LEASEHOLD INTERESTS WITHIN PARK- The Secretary may convey lands and interests in lands within the park authorized in accordance with subsection (a) of the Act of July *15*, 1968 (16 U.S.C. 4601-22), except that, notwithstanding subsection (d) of that section, the net proceeds from any such conveyance may be used, subject to appropriations, to acquire lands and interests within the park.

(c) CONVEYANCE OF LANDS EXCLUDED FROM PARK- (1) The Secretary is authorized, in accordance with applicable existing law, to exchange Federal lands and interests excluded from the park pursuant to section 1(b) for the purpose of acquiring lands within the park boundary.

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

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

(d) RELINQUISHMENT OF LEGISLATIVE JURISDICTION TO PENNSYLVANIA- With respect to any lands over which the United States exercises exclusive or concurrent legislative jurisdiction and which are excluded from the park pursuant to section 1(b), the Secretary may relinquish to the State of Pennsylvania such exclusive or concurrent legislative jurisdiction by filing with the Governor a notice of relinquishment to take effect upon acceptance thereof, unless otherwise provided by the laws of the State.

SEC. 3. AGREEMENTS WITH RESPECT TO MONUMENTS AND TABLETS LOCATED OUTSIDE PARK BOUNDARY.

The Secretary is authorized to enter into agreements with the owners of property in proximity to but outside the boundary of the park on which historic monuments and tablets commemorating the Battle of Gettysburg have been erected on or before January 1, 1990. The Secretary may make funds available, subject to appropriations, for the maintenance, protection, and interpretation of such monuments and tablets pursuant to such agreements. In addition, within the area depicted as the 'Gettysburg Battlefield Historic District' on the map referred to in section 1(a), or in proximity thereto, the Secretary may, with the consent of the owner, acquire, by donation, purchase, or exchange, lands and interests comprising such monuments and tablets together with lands and interests necessary to provide adequate public access thereto.

SEC. 4. CONSERVATION WITHIN GETTYSBURG BATTLEFIELD HISTORIC DISTRICT.

(a) ENCOURAGEMENT OF CONSERVATION- The Secretary shall take appropriate action to encourage conservation of the historic district by landowners, local governments, organizations, and businesses.

(b) PRIORITIZATION OF GRANTS- Within the historic district, the Secretary shall give priority in making grants under section 101(d), and in providing technical assistance, information, and advice under section 101(h), of the National Historic Preservation Act (16 U.S.C. 470a(d), (h)) to those programs and activities in the historic district that will assure development and use of natural and cultural resources in a manner that is consistent with the conservation and maintenance of the district's historic character.

(c) PROVISION OF TECHNICAL ASSISTANCE- The Secretary may provide technical assistance to assist local governments in cooperative efforts which complement the values of the park and the historic district and to help landowners prepare individual property plans which meet landowner and conservation objectives in the historic district.

(d) REIMBURSEMENT OF PLANNING COSTS- The Secretary, under such terms and conditions as the Secretary may prescribe and at the request of any local or county government within the historic district, shall provide matching reimbursements for up to 50 percent of the planning costs incurred by such government in the development of comprehensive plans and land use guidelines which are consistent with conserving the historic character of the historic district. Reimbursements may only be provided under this subsection to the extent or in such amounts as are provided in appropriation Acts.

(e) ACCEPTANCE OF EASEMENT DONATIONS- The Secretary, upon recommendation from the Director of the National Park Service, in consultation with the Advisory Commission established under section *5*, is authorized to accept donations of conservation easements on land located within the historic district.

(f) FEDERAL CONSISTENCY- (1) Any Federal or federally assisted activity or undertaking in the historic district, shall be consistent to the maximum extent possible with the purposes of

the preservation of the historic district, including its rural, agricultural, and town elements, and shall also comply with the National Historic Preservation Act and other applicable laws.

(2) The head of any Federal agency (hereafter in this subsection referred to as the 'agency') having direct or indirect jurisdiction over a proposed Federal or federally assisted undertaking in the historic district, and the head of any Federal agency having authority to license or permit any undertaking in such area, shall at the earliest feasible date prepare a detailed analysis of any proposed action and submit it to the Secretary.

(3) The Secretary shall review the analysis and consult with the agency. If after such review and consultation, the Secretary finds that the proposed action is not consistent with the purposes identified in this subsection, the agency shall not proceed with the action until after a justification for the action has been submitted to the appropriate committees of Congress with adequate time allowed for Congressional comment. Such justification shall include the following elements: the anticipated effects on the historic and commemorative character of the historic district, the social and economic necessity for the proposed action, all possible alternatives to the proposed action, the comparative benefits of proposed alternative actions, and the mitigation measures outlined in the proposed action.

SEC. 5. ADVISORY COMMISSION.

(a) ESTABLISHMENT- There is hereby established the Gettysburg National Military Park Advisory Commission (hereafter in this Act referred to as the 'Advisory Commission'). The Advisory Commission shall be composed of eleven members, as follows:

(1) One member representing each of the local governments from the four townships surrounding the park and the Borough of Gettysburg, appointed by the Secretary.

(2) One member representing the Adams County, Pennsylvania government, appointed by the Secretary.

(3) One member representing the State Historic Preservation Office of the State of Pennsylvania, appointed by the Secretary.

(4) Two members who are residents of Adams County and who are knowledgeable about the park and its resources, appointed by the Secretary, one of whom shall own land or interests in land within the park boundary.

(5) One member with expertise in local historic preservation, appointed by the Secretary.

(6) The Director of the National Park Service or his designee, ex officio.

Members shall be appointed for staggered terms of three years, as designated by the Secretary at the time of the initial appointments. Any member of the Advisory Commission appointed for a definite term may serve after the expiration of his term until his successor is appointed. The Advisory Commission shall designate one of its members as Chairperson. Six members of the Advisory Commission shall constitute a quorum.

(b) MANAGEMENT AND DEVELOPMENT ISSUES- The Secretary, or his designee, shall from time to time, but at least semiannually, meet and consult with the Advisory Commission to coordinate the management of the park and the historic district with local jurisdictions.

(c) MEETINGS- The Advisory Commission shall meet on a regular basis. Notice of meetings and agenda shall be published in local newspapers which have a distribution which generally covers the area affected by the park. Advisory Commission meetings shall be held at locations and in such a manner as to ensure adequate public involvement.

(d) EXPENSES- Members of the Advisory Commission shall serve without compensation as such, but the Secretary may pay expenses reasonably incurred in carrying out their responsibilities under this Act on vouchers signed by the Chairperson.

(e) CHARTER- The provisions of section 14 of the Federal Advisory Committee Act (5 U.S.C. App.) are hereby waived with respect to this Advisory Commission.

SEC. 6. INTERPRETATION.

In administering the park, the Secretary shall take such action as is necessary and appropriate to interpret, for the benefit of visitors to the park and the general public, the Battle of Gettysburg in the larger context of the Civil War and American history, including the causes and consequences of the Civil War and including the effects of the war on all the American people.

SEC. 7. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act.

Speaker of the House of Representatives.

Vice President of the United States and President of the Senate.

APPENDIX 4: COST ESTIMATES

The following tables present summary costs for each alternative, as follows:

- Tables 45, 46, 47, and 48 indicate operations and maintenance costs for Alternatives A, B, C, and D, respectively.
- Tables 49, 50, and 51 indicate capital and other improvement costs for each action alternative (B,C, and D, respectively).

Estimated Costs

This GMP is programmatic: that is, it gives guidance in the form of management prescriptions for future decision making regarding resource protection, interpretation, public use and development, but it does not elaborate on the details of the definitive actions. Therefore, the costs provided in this appendix are indicative of the capital and operational costs of implementing the alternatives. They are provided so that reviewers can compare the general costs and benefits of the GMP alternatives. Specific costs for construction and operation would be determined for individual actions after detailed designs are produced.

The capital costs estimated for implementing Alternative B, Alternative C (the proposed plan) and Alternative D were calculated using NPS Class C costs. A Class C estimate is a conceptual costs estimate based on square foot and unit costs of similar construction or identifiable unit costs of similar construction items. These estimates were prepared without detailed designs or a fully defined scope of work, since those are not available at this stage of the planning process. These capital costs estimates were prepared in accordance with the *National Park Service Implementation Plan Prepared in Response to the National Academy of Public Administration Report: "Strengthening the National Park Service Construction Program,"* September, 1998.

Partners provide assistance, labor and funding for many projects. To help the public understand the extent of that assistance, the items for which cost estimates were prepared have been divided into 3 categories: Capital Costs funded by NPS, Capital Costs funded by NPS with the assistance of Partners, and Capital Costs funded by Partners on Behalf of NPS. In general, NPS projects are paid for using Federally appropriated funds. Projects undertaken with the assistance of partners generally include costs paid for by both NPS with appropriated funds, and by partners, with partner contributions coming through contributions of labor and donation of funds or services. The final category, projects undertaken by partners on behalf of NPS, are paid for entirely by the partnership, with advice, technical assistance or approval by NPS where appropriate.

The number of additional NPS staff required for Alternative B, Alternative C (the proposed plan) and Alternative D was calculated by estimating the time needed to accomplish the actions listed for each prescription. Support costs were based on current costs, and include training, travel, utilities, supplies, vehicles and other related expenses. Those costs include four additional people and related support costs necessary to operate the proposed museum complex. The additional costs of operation for the new museum complex will be paid through the proposed partnership. This information is included in the totals for each action alternative so that reviewers may get a more complete idea of the additional personnel and costs required to support each alternative. In addition, operating costs for the shuttle have not been included in these cost estimates, since it is assumed that they would be self-funded. Capital costs are included in the cost estimates.

NPS is sometimes provided with special funding to provide technical assistance to local communities in accordance with Gettysburg NMP's 1990 boundary legislation (see Appendix 3 of this document.) Although that funding is not reflected in these cost estimates, when such funds are appropriated by Congress, NPS would provide technical assistance grants to its partner communities.

Table 45: Existing Operations and Maintenance Costs – Alternative A

Operations (Staffing)	FTE (Full time or Seasonal/Term)	Salary or Annual Cost
By Division		
Management	6.6	$ 426,900
Interpretation and Visitor Services	25.9	1,332,000
Maintenance	24.3	1,184,700
Resource Management	9.5	533,300
Administration	8.7	425,900
Subtotal	75.0	3,902,800
Support Costs		761,400
Total Current Costs	75.0	$ 4,664,400

Table 46: Projected Additional Operations and Maintenance Costs – Alternative B

Operations (Staffing)	FTE (Full time or Seasonal/Term)	Salary or Annual Cost
By Division		
Management	1.0	$ 64,780
Interpretation and Visitor Services	11.9	608,950
Maintenance	1.7	83,777
Resource Management	1.0	56,255
Administration	1.8	88,721
Subtotal	17.4	$ 902,483
Support Costs		154,804
Total Additional Costs	17.4	$ 1,057,287

Table 47: Projected Additional Operations and Maintenance Costs – Alternative C

Operations (Staffing)	FTE (Full time or Seasonal/Term)	Salary or Annual Cost
By Division		
Management	1.0	$ 64,780
Interpretation and Visitor Services	15.6	798,547
Maintenance	4.0	197,121
Resource Management	1.0	56,255
Administration	2.2	110,149
Subtotal	23.8	$ 1,226,852
Support Costs		207,756
Total Additional Costs	23.8	$ 1,434,608

Table 48: Projected Additional Operations and Maintenance Costs – Alternative D

Operations (Staffing)	FTE (Full time or Seasonal/Term)	Salary or Annual Cost
By Division		
Management	1.0	$ 64,780
Interpretation and Visitor Services	18.0	924,945
Maintenance	6.9	340,035
Resource Management	1.0	56,255
Administration	2.5	124,629
Subtotal	29.0	$ 1,510,644
Support Costs		258,763
Total Additional Costs	29.0	$ 1,769,407

Table 49: Projected Capital Costs of Alternative B

No.	Development Item/Phase	Gross Construction Costs	Construction Planning Costs	Total Project Costs
Research/Management Planning				
1	Cultural Landscape Inventory/Level III and Cultural Landscape Report		$75,000	$75,000
2	Individual Historic Landscape Management Plans		$150,000	$150,000
3	Agricultural Program Management Plan		$25,000	$25,000
4	Lane Rehabilitation and Trail Restoration Plan		$25,000	$25,000
5	Park Interpretive Plan		$25,000	$25,000
6	Shuttle Plan		$50,000	$50,000
Subtotal: Research/Management Planning				**$350,000**
Construction by NPS				
Rehabilitate Battle Action Area Landscapes				
1	Preserve and rehabilitate existing historic farm buildings.	$944,000	$136,000	$1,080,000
2	Provide fire protection for 47 historic buildings	$2,002,460	$288,490	$2,290,950
3	Remove 6 non-historic and non-contributing structures and intrusion from Battle Action Resource Areas	$70,800	$10,200	$81,000
Rehabilitate Soldiers' National Cemetery				
4	Remove trees from the semi-circle	$14,160	$2,040	$16,200
5	Replace shrub border around Soldiers' National Memorial	$42,480	$6,120	$48,600
6	Reinstate radial and concentric footpaths around Soldiers' National Memorial	$45,430	$6,545	$51,975
7	Reestablish the Norway maple allee	$31,860	$4,590	$36,450
8	Provide parking for the National Cemetery	$148,680	$21,420	$170,100
Harden sites experiencing damage from overuse				
9	25 waysides	$59,000	$8,500	$67,500
10	25 monuments	$59,000	$8,500	$67,500
11	6 high visitation areas	$531,000	$76,500	$607,500
12	Install 10 miles of paved gutter or unobtrusive curbing	$1,309,800	$188,700	$1,498,500
Rehabilitate Park Maintenance Facilities				
13	Maintain the historic Roller Building and upgrade the maintenance facilities	$165,200	$23,800	$189,000
Improve Park Interpretation, Tour Route and Traffic Management				
14	Install Transportation Management System to include traffic counters, central information and data system, information displays at the Vistor Center, etc.	$247,800	$35,700	$283,500
15	Road modifications to restore Handcock Avenue connection to Taneytown Road (existing Cyclorama Center entry road to remain to facilitate park tour route).	$54,575	$7,863	$62,438
16	Maintain and expand existing interpretive waysides	$59,000	$8,500	$67,500
Subtotal, Construction by NPS				**$6,618,713**

No.	Development Item/Phase	Gross Construction Costs	Construction Planning Costs	Total Project Costs
Construction by NPS with Asistance from Partners and Volunteers				
Rehabilitate Battle Action Area Landscapes				
17	Add 115 acres of woods	$67,850	$9,775	$77,625
18	Remove 576 acres of woods	$2,039,040	$293,760	$2,332,800
19	Add 65 acres of thickets	$38,350	$5,525	$43,875
20	Remove and control exotic species in 1662 acres of woodlands	$235,339	$33,905	$269,244
21	Remove 15 miles of non-historic trails	$619,500	$89,250	$708,750
22	Rehabilitate 6.9 miles of existing historic lanes for use as pedestrian and horse access	$651,360	$93,840	$745,200
23	Restore 9.8 miles of 1863 lanes for use as pedestrian and horse access	$925,120	$133,280	$1,058,400
Rehabililitate Features of the Battlefield Commemorative Resource Area				
24	Stabilize and preserve 35 major monuments.	$952,260	$137,190	$1,089,450
25	Rehabilitate and restore missing features of monument groups	$590,000	$85,000	$675,000
Relocate Visitor Uses from Battle Action Resource Areas to Visitor and Park Services Overlay Area				
26	New amphitheater	$118,000	$17,000	$135,000
27	New picnic area	$35,400	$5,100	$40,500
28	New youth camp	$35,400	$5,100	$40,500
29	0.6 miles of new road between new Museum Complex and Taneytown Road	$654,900	$94,350	$749,250
30	Restore 8.6 acres of old picnic, campground and amphitheater	$20,296	$2,924	$23,220
Rehabilitate the David Wills House for use as an Intepretive Center				
31	Restore exterior and rehabilitate interior as a Lincoln Museum	$1,269,680	$182,920	$1,452,600
32	Exhibit fabrication, installation and collecting of exhibit materials	$611,240	$181,300	$841,340
Acquire Rubber-tired Trolleys for use in Park/Gettysburg Shuttle				
33	Shuttle service			$180,000
Subtotal, Construction by NPS with Assistance from Partners and Volunteers				$10,462,754
Construction or Land Acquisition Funded by Partners on behalf of NPS				
34	New Collections Storage, Museum and Visitor Center			$39,285,000
35	Land Acquisition and easements purchased for the park by the Friends of the National Parks at Gettysburg and others			$5,000,000
Subtotal, Construction or Land Acquisition by Partners on behalf of NPS				$44,285,000
GRAND TOTAL: Capital Costs of Alternative B				$61,716,467

Table 50: Projected Capital Costs of Alternative C, The Proposed Plan

No.	Development Item/Phase	Gross Construction Costs	Construction Planning Costs	Total Project Costs
Research/Management Planning				
1	Cultural Landscape Inventory/Level III and Cultural Landscape Report		$75,000	$75,000
2	Individual Historic Landscape Management Plans		$250,000	$250,000
3	Agricultural Program Management Plan		$25,000	$25,000
4	Lane Rehabilitation and Trail Restoration Plan		$25,000	$25,000
5	Park Interpretive Plan		$25,000	$25,000
6	Shuttle Plan		$50,000	$50,000
Subtotal: Research/Management Planning				$450,000
Construction by NPS				
Rehabilitate Battle Action Area Landscapes				
7	Preserve and rehabilitate existing historic farm buildings.	$944,000	$136,000	$1,080,000
8	Provide fire protection for 47 historic buildings	$2,002,460	$288,490	$2,290,950
9	Remove 6 non-historic and non-contributing structures and intrusions from Battle Action Resource Areas	$70,800	$10,200	$81,000
10	Rehabilitate significant structures that have been damaged, such as the Rose barn	$472,000	$68,000	$540,000
11	Install fencing and vegetation to indicate the location of 11 non-extant farmsteads that were important to the battle	$129,800	$18,700	$148,500
Rehabilitate Soldiers' National Cemetery				
12	Remove trees from the semi-circle	$14,160	$2,040	$16,200
13	Replace shrub border around Soldiers' National Memorial	$42,480	$6,120	$48,600
14	Reinstate radial and concentric footpaths around Soldiers' National Memorial	$45,430	$6,545	$51,975
15	Reestablish the Norway maple allee	$31,860	$4,590	$36,450
16	Restore original grade and height of Civil War (including	$173,460	$24,990	$198,450
17	Replace 6 missing Bivouac of the Dead tablets	$3,540	$510	$4,050
18	Establish wisteria on Rostrum	$1,180	$170	$1,350
19	Provide parking for the National Cemetery	$148,680	$21,420	$170,100
Rehabililitate Features of the Battlefield Commemorative Resource Area				
20	3 miles of commemorative pipe fence	$159,300	$22,950	$182,250
Harden sites experiencing damage from overuse				
21	25 waysides	$59,000	$8,500	$67,500
22	25 monuments	$59,000	$8,500	$67,500
23	6 high visitation areas	$531,000	$76,500	$607,500
24	Install 10 miles of paved gutter or unobtrusive curbing	$1,309,800	$188,700	$1,498,500
Build New Park Administration/operations Facility in Visitor and Park Services Overlay Zone				
25	New buildings 7500 s.f.	$1,327,500	$191,250	$1,518,750
26	New buildings 9500 s. f. of maintenance shops, mechanical, etc.	$1,121,000	$161,500	$1,282,500
27	New buildings 3600 s. f. unheated storage	$212,400	$30,600	$243,000
28	70 new parking spaces	$148,680	$21,420	$170,100
29	Landscaping (allowance)	$59,000	$8,500	$67,500
30	Miscellaneous site work (allowance)	$23,600	$3,400	$27,000

No.	Development Item/Phase	Gross Construction Costs	Construction Planning Costs	Total Project Costs
31	Utilities	$321,255	$46,283	$367,538
32	Remove 6000 s.f. of modern buildings at existing Roller complex	$177,000	$25,500	$202,500
33	Restore 1.2 acres of around Roller complex	$12,744	$1,836	$14,580
Improve Park Interpretation, Tour Route and Traffic Management				
34	Install Transportation Management System to include traffic counters, central information and data system, information displays at the Vistor Center, etc. (allowance)	$247,800	$35,700	$283,500
35	Road modifications to restore Handcock Avenue connection to Taneytown Road (existing Cyclorama Center entry road to remain to facilitate park tour route).	$54,575	$7,863	$62,438
Subtotal, Construction by NPS				**$11,330,280**
Construction by NPS with Asistance from Partners and Volunteers				
Rehabilitate Battle Action Area Landscapes				
36	Add 115 acres of woods	$67,850	$9,775	$77,625
37	Remove 576 acres of woods	$2,039,040	$293,760	$2,332,800
38	Add 65 acres of thickets	$38,350	$5,525	$43,875
39	Maintain 278 acres of woods as woodlots	$164,020	$23,630	$187,650
40	Remove 9 acres of orchard	$1,274	$184	$1,458
41	Add 160 acres of orchhards	$94,400	$13,600	$108,000
42	Remove 15 miles of non-historic trails	$619,500	$89,250	$708,750
43	Rehabilitate 6.9 miles of existing historic lanes for use as pedestrian and horse access	$651,360	$93,840	$745,200
44	Restore 9.8 miles of 1863 lanes for use as pedestrian and horse access	$925,120	$133,280	$1,058,400
45	7.8 miles of Virginia worm fence	$497,016	$71,604	$568,620
46	17.6 miles of five rail fences	$706,112	$101,728	$807,840
47	9.8 miles of rider on stone wall	$358,484	$51,646	$410,130
48	3.9 miles of picket fence	$211,692	$30,498	$242,190
49	Remove and control exotic species in 1662 acres of woodlands	$235,339	$33,905	$269,244
Rehabililitate Features of the Battlefield Commemorative Resource Area				
50	Stabilize and preserve 35 major monuments.	$952,260	$137,190	$1,089,450
51	Rehabilitate and restore missing features of monument groups.	$590,000	$85,000	$675,000
Relocate Visitor Uses from Battle Action Resource Areas to Visitor and Park Services Overlay Area				
52	New amphitheater	$118,000	$17,000	$135,000
53	New picnic area	$35,400	$5,100	$40,500
54	New youth camp	$35,400	$5,100	$40,500
55	0.6 miles of new road between new Museum Complex and Taneytown Road	$654,900	$94,350	$749,250
56	Restore 8.6 acres of old picnic, campground and amphitheater	$20,296	$2,924	$23,220
Rehabilitate the David Wills House for use as an Intepretive Center				
57	Restore exterior and rehabilitate interior as a Lincoln Museum	$1,269,680	$182,920	$1,452,600

No.	Development Item/Phase	Gross Construction Costs	Construction Planning Costs	Total Project Costs
58	Exhibit fabrication, installation and collecting of exhibit materials	$611,240	$181,300	$841,340
Acquire Rubber-tired Trolleys for use in Park/Gettysburg Shuttle				
59	Shuttle service			$180,000
Subtotal, Construction by NPS with Assistance from Partners and Volunteers				$12,788,642
Construction or Land Acquisition Funded by Partners on behalf of NPS				
60	New Collections Storage, Museum and Visitor Center			$39,285,000
61	Land Acquisition and easements purchased for the park by the Friends of the National Parks at Gettysburg and others			$5,000,000
Subtotal, Construction or Land Acquisition by Partners on behalf of NPS				$44,285,000
GRAND TOTAL: Capital Costs of Alternative C				$68,853,922

Table 51: Projected Capital Costs of Alternative D

No.	Development Item/Phase	Gross Construction Costs	Construction Planning Costs	Total Project Costs
Research/Management Planning				
1	Cultural Landscape Inventory/Level III and Cultural Landscape Report		$75,000	$75,000
2	Individual Historic Landscape Management Plans		$250,000	$250,000
3	Agricultural Program Management Plan		$25,000	$25,000
4	Lane Rehabilitation and Trail Restoration Plan		$25,000	$25,000
5	Park Interpretive Plan		$25,000	$25,000
6	Shuttle Plan		$50,000	$50,000
Subtotal: Research/Management Planning				**$450,000**
Construction by NPS				
Rehabilitate Battle Action Area Landscapes				
7	Preserve and rehabilitate existing historic farm buildings	$944,000	$136,000	$1,080,000
8	Provide fire protection for 47 historic buildings	$2,002,460	$288,490	$2,290,950
9	Rehabilitate significant structures that have been damaged, such as the Rose barn	$472,000	$68,000	$540,000
10	Reconstruct or otherwise indicate the configuration of 9 missing Civil War era buildings	$1,593,000	$229,500	$1,822,500
11	Remove specified parking areas from battlefield	$47,200	$6,800	$54,000
12	Remove post-1863 buildings and additions, as well as, non-historic and non-contributing structures and intrusion such as two guide stations and battlefield restrooms	$94,400	$13,600	$108,000
13	Install fencing and vegetation to indicate the location of 11 non-extant farmsteads that were important to the battle	$129,800	$18,700	$148,500
Rehabilitate Soldiers' National Cemetery				
14	Remove trees from the semi-circle	$14,160	$2,040	$16,200
15	Replace shrub border around Soldiers' National Memorial	$42,480	$6,120	$48,600
16	Reinstate radial and concentric footpaths around Soldiers' National Memorial	$45,430	$6,545	$51,975
17	Reestablish the Norway maple allee	$31,860	$4,590	$36,450
18	Restore original grade and height of Civil War era gravestones including resodding	$173,460	$24,990	$198,450
19	Replicate terra cotta urns	$23,600	$3,400	$27,000
20	Replace 6 missing Bivouac of the Dead tablets	$3,540	$510	$4,050
21	Establish wisteria on Rostrum	$1,180	$170	$1,350
22	Reconstruct missing gas-pipe fence	$14,544	$2,095	$16,639
23	Install new ornamental fence around Soldiers' National Memorial	$177,000	$25,500	$202,500
24	Restore miscellaneous items such as: reestablish historic alignment of the gates, reconstruct well house, demolish restroom, restore Gun Storage and Cemetery Lodge buildings	$590,000	$85,000	$675,000
25	Provide parking for the National Cemetery	$148,680	$21,420	$170,100

No.	Development Item/Phase	Gross Construction Costs	Construction Planning Costs	Total Project Costs
Rehabililitate Features of the Battlefield Commemorative Resource Area				
26	Reconstruct two War Department era observatoin towers and restore Oak Ridge Tower to its original height	$761,100	$109,650	$870,750
27	Reconstruct missing shell stone bollards, entrance gates to the park, historic bridges and headwalls, War Department tablets and interpretive media, etc.	$590,000	$85,000	$675,000
28	Reconstruct 1 mile of missing avenues in Commemorative Area	$1,091,500	$157,250	$1,248,750
29	13.3 miles of commemorative pipe fence	$706,230	$101,745	$807,975
Harden sites experiencing damage from overuse				
30	25 waysides	$59,000	$8,500	$67,500
31	25 monuments	$59,000	$8,500	$67,500
32	6 high visitation areas	$531,000	$76,500	$607,500
33	Install 10 miles of paved gutter or unobtrusive curbing	$1,309,800	$188,700	$1,498,500
Build New Park Administration/operations Facility in Visitor and Park Services Overlay Zone				
34	New Buildings 8500 s.f.	$1,504,500	$216,750	$1,721,250
35	New buildings 16,600 s.f.: maintenance shops, materials storage,etc.	$1,958,800	$282,200	$2,241,000
36	New buildings 12,800 s.f.: materials storage, vehicle covers, etc.	$755,200	$108,800	$864,000
37	100 new parking spaces	$212,400	$30,600	$243,000
38	Landscaping	$118,000	$17,000	$135,000
39	Miscellaneous site work	$59,000	$8,500	$67,500
40	Utilities	$428,340	$61,710	$490,050
41	Remove 20,000 s.f. of modern buildings at existing Roller complex	$590,000	$85,000	$675,000
42	Restore 2.2 acres around Roller complex	$23,364	$3,366	$26,730
Improve Park Interpretation, Tour Route and Traffic Management				
43	New interpretive devices, media, maps, guides, etc.	$29,500	$4,250	$33,750
44	Remove non-historic way sides and other interpretive media	$472,000	$68,000	$540,000
45	Install Transportation Management System to include traffic counters, central information and data system, information displays at the Vistor Center, etc. (allowance)	$247,800	$35,700	$283,500
46	Road modifications to restore Handcock Avenue connection to Taneytown Road (existing Cyclorama Center entry road to remain to facilitate park tour route).	$54,575	$7,863	$62,438
Subtotal, Construction by NPS				$20,718,956
Construction by NPS with Asistance from Partners and Volunteers				
Rehabilitate Battle Action Area Landscapes				
47	Add 149 acres of woods	$87,910	$12,665	$100,575
48	Remove 1015 acres of woods	$3,593,100	$517,650	$4,110,750
49	Add 65 acres of thickets	$38,350	$5,525	$43,875
50	Maintain 321 acres of woods as woodlots	$189,390	$27,285	$216,675
51	Remove 9 acres of orchards	$1,274	$184	$1,458
52	Add 221 acres of orchards	$130,390	$18,785	$149,175

No.	Development Item/Phase	Gross Construction Costs	Construction Planning Costs	Total Project Costs
53	Remove 15 miles of non-historic trails	$619,500	$89,250	$708,750
54	Rehabilitate 6.9 miles of existing historic lanes for use as pedestrian and horse access	$651,360	$93,840	$745,200
55	Restore 9.8 miles of 1863 lanes for use as pedestrian and horse access	$925,120	$133,280	$1,058,400
56	20.8 miles of Virginia worm fence	$1,325,376	$190,944	$1,516,320
57	46.8 miles of five rail fence	$1,877,616	$270,504	$2,148,120
58	26 miles of rider on stone wall fence	$951,080	$137,020	$1,088,100
59	10.4 miles of picket fence	$564,512	$81,328	$645,840
60	Remove and control exotic species in 1256 acres of woodlands	$177,991	$25,643	$203,634
Rehabililitate Features of the Battlefield Commemorative Resource Area				
61	Stabilize and preserve 35 major monuments.	$952,260	$137,190	$1,089,450
62	Rehabilitate and restore missing features of monument groups.	$590,000	$85,000	$675,000
63	New amphitheater	$118,000	$17,000	$135,000
64	New picnic area	$35,400	$5,100	$40,500
65	New youth camp	$35,400	$5,100	$40,500
66	0.6 miles of new road between new Museum Complex and	$654,900	$94,350	$749,250
67	Restore 8.6 acres at old picnic, campground and amphitheater	$20,296	$2,924	$23,220
Rehabilitate the David Wills House for use as an Intepretive Center				
68	Restore exterior and rehabilitate interior as a Lincoln Museum	$1,269,680	$182,920	$1,452,600
69	Exhibit fabrication, installation and collecting of exhibit materials	$611,240	$181,300	$841,340
Acquire Rubber-tired Trolleys for use in Park/Gettysburg Shuttle				
70	Shuttle service			$180,000
Subtotal, Construction by NPS with Assistance from Partners and Volunteers				$17,963,732
Construction or Land Acquisition Funded by Partners on behalf of NPS				
71	New Collections Storage, Museum and Visitor Center			$39,285,000
72	Land Acquisition and easements purchased for the park by the Friends of the National Parks at Gettysburg and others			$5,000,000
Subtotal, Construction or Land Acquisition by Partners on behalf of NPS				$44,285,000
GRAND TOTAL: Capital Costs of Alternative D				$83,417,688

APPENDIX 5: CARRYING CAPACITY

On of the requirements of a general management plan is that it address the carrying capacity of a park. To comply with this mandate at Gettysburg NMP, NPS mapped its natural and cultural resources and surveyed areas that are being damaged as a result of visitor use. As indicated by Figure 29, Resources Impacts, the greatest majority of resource damage occurs within the Commemorative Resources Area, along park avenues and adjacent to popular park monuments and sites. In addition, in the Battle Action Resource Area, park resources are being damaged along the path of non-historic circulation systems, particularly the horse trail. Readers can find photographs and descriptions of these conditions in Section 1.6 of this document.

In addition, a number of other carrying capacity related concerns and issues were researched by the planning team. These issues are discussed in Section 1.6 of this document and include:

- The lack of basic facilities to meet he needs of visitors to the park, including the inadequacy of the current visitor center to meet the needs of the visiting public and the lack of adequate visitor center parking.
- Overcrowded conditions in park restrooms, the park bookstore and other facilities.
- Staff limitations that mean only 60,000 visitors and 18,000 students have access to personal interpretation and walking tours.
- Traffic conditions and gridlock conditions on some park avenues many days of the year.

With this information as a base, NPS developed management prescriptions. The management prescriptions describe the desired conditions of the resource or area. After management prescriptions were developed, a range of appropriate actions and development activities were identified for each issue. These are discussed in Chapter 2. For example, desired levels of service for park avenues were identified, and the development of a traffic management system to maintain the level of service at the desired levels is recommended. The traffic management system would include indicators that would allow managers to predict times when levels of service reach unacceptable levels, and then act to mitigate traffic congestion before it occurs.

In general, visitor use prescriptions tried to recommend the least restrictive measures that would accomplish resource protection. For example, the prescriptions recommended changing mowing patterns frequently to prevent visitor overuse, opening new areas to spread out visitor demand and relocation of trails to historic lanes than can better withstand the use. These methods were preferred over restrictive measures that would limit visitor access to sites. However, NPS recommended measures that are more restrictive in some cases where infrastructure changes would have created unacceptable impacts on the park's cultural landscape. An example of this kind of measure is the proposed limitation on bus length on some of the park's smaller and narrower avenues where turning radii cannot accommodate longer buses.

Once this GMP has been finalized and an alternative chosen, desired resource conditions and visitor experiences could be tailored for specific resource areas that are experiencing unacceptable levels of resource damage. Some of these include the parks most visited sites, such as Devil's Den, Little Round Top, The Angle, East Cemetery Hill and the Eternal Peace Light Memorial. Site specific plans would select quality indicators and associated standards for each area. Quality indicators and standards are measurable variables that indicate whether a desired conditions is being achieved. Examples of resource standards and indicators include things like relative soil compaction levels, cover and frequency of vascular

plants, ground cover, density of social (unofficial trails), road widening and unofficial pull-offs, and level of service on park avenues.

Once the desired condition and the standards and indicators for each area were set, the designers would compare the desired conditions to existing conditions. Then they could identify the reasons for any variance from the desired conditions, and develop management strategies that would achieve the desired condition.

The final element of the program is monitoring. Monitoring provides periodic, systematic responses to park managers to ensure that the desired conditions described in the management prescriptions are being maintained. Monitoring is an objective way of evaluating the effectiveness of individual management actions.

APPENDIX 6: LETTER OF INTENT

The proposal outlined in the Letter of Intent is subject to further revision through the NPS planning process. If the planning process does not result in an acceptable proposal, the proposed visitor center facility will not go forward. Final execution of a binding agreement for the new facilities is subject to the successful competition of all required planning procedures, consideration of further public comment on the proposal, and adoption of any further changes that may result from the planning process and additional public comment.

United States Department of the Interior

NATIONAL PARK SERVICE
Northeast Region
United States Custom House
200 Chestnut Street
Philadelphia, PA 19106

IN REPLY REFER TO:

July 10, 1998

Robert A. Kinsley
President
Gettysburg National Battlefield Museum Foundation
R. D. #1, Box 131AA
Seven Valleys, PA 17360

RE: Letter of Intent
Gettysburg Visitor Center and Museum

Dear Mr. Kinsley:

This provides the letter of intent called for by the terms of the request for proposal ("RFP") for an agreement for the new Gettysburg Visitor Center and Museum facilities ("Facilities"). As you know, the Director of the National Park Service ("NPS") selected the proposal submitted by Kinsley Equities, a Pennsylvania partnership ("Kinsley"), as the best overall proposal received in response to the RFP by letter of November 7, 1997. The proposal, among other matters, calls for the formation of a new non-profit corporation to enter into an agreement with the NPS regarding the construction and operation of the Facilities. Your organization "Gettysburg National Battlefield Museum Foundation" (the "Foundation") has been formed to perform this role. This letter of intent is meant to describe our general understandings as to the scope and content of the agreement. Execution of the agreement will occur after public comment on the proposal has been sought and considered in accordance with appropriate planning procedures.

In this connection, our shared overall objectives for the Facilities to be implemented by the agreement are as follows:

1. To provide adequate museum-standard space for the proper and permanent protection, preservation and storage of Park archives, library and artifact collections, to include sufficient space to allow access and study of all collections by those individuals with a scholarly interest in the information contained within those resources.

2. To provide adequate facilities for the long term preservation and display of the Cyclorama painting, "The High Tide of the Confederacy".

3. To provide high quality interpretive and educational opportunities for visitors to the Gettysburg National Military Park (the "Park") that will enable them to understand the Gettysburg Campaign within the broad context of the Civil War and American history, and its continuing legacy and meaning to the American people.

4. To rehabilitate the historic appearance and setting of Ziegler's Grove and the high water mark of the battle by removing the existing visitor center and Cyclorama buildings and their associated entry roads and parking, and by restoring the historic landscapes.

5. To create a people-friendly, flexible and sustainable gateway facility which will combine the best of traditional, multi-media and personal interpretive and educational presentations.

6. To design facilities that respect their location and the historic vernacular building tradition of the area; respond sympathetically to the natural landscape features of the site; and become a positive catalyst for preservation and a lever for sensitive development of surrounding areas.

7. To develop structures and provide services which are fitting and appropriate to the mission and educational purposes of the Park, and which create meaningful, appropriate and integrated opportunities for visitors to explore the events which took place in Gettysburg in 1863.

8. To ensure that the Facilities are responsibly planned, operated, maintained and managed to deliver quality facilities and services for visitors while preserving Park resources, and generating revenues necessary to support the Facilities.

In furtherance of these objectives, it is the intention of the Foundation to undertake the following general responsibilities under the terms of the agreement to be negotiated:

1. Provide the financing for the proposed Facilities through fundraising and borrowing, as appropriate;

2. Purchase or otherwise obtain control of the site of the proposed Facilities;

3. In accordance with plans and specifications approved by NPS, construct the Facilities agreed upon in the agreement and remove the existing facilities and rehabilitate Ziegler's Grove;

4. Manage the Facilities in cooperation with NPS in the manner to be described in the agreement, including making available to NPS, as appropriate, areas of the Facilities for the conduct of activities it will undertake under the terms of the agreement.

5. Provide for conveyance of the Facilities to NPS at such time as any financing is fully paid or twenty years, whichever is sooner.

The agreement will also contain specific terms and conditions regarding the following matters:

1. Prior to engaging in any fund-raising activities on behalf of the Park or the NPS, the Foundation and the NPS will have agreed upon the Foundation's fund raising plan in accordance with NPS fund-raising policies.

2. The Foundation will develop a design/construction budget and schedule for development of the Facilities, removal of existing facilities and relocation of government property, which shall be subject to the review and approval of the NPS.

3. The Foundation will develop a complete set of design plans and construction documents for development of the Facilities and associated site development, and removal of existing facilities, which shall be subject to the review and approval of the NPS.

4. The Foundation, in cooperation with the NPS, will develop a complete set of exhibit design, fabrication, and installation plans for the museum portion of the Facilities, to include the selection, conservation, and

installation of artifacts to be used in the museum exhibits, which shall be subject to the review and approval of the NPS.

5. The Foundation will enter into an exhibit contract with a firm to be selected by the Foundation, subject to the review and approval of the NPS, for the conservation of selected artifacts and fabrication and installation of exhibits in the museum portion of the Facilities.

6. The Foundation, with the selected manager, will develop an annual Operations and Maintenance Plan for the Facilities, for the performance of all building programs and operations, building maintenance, building repair and custodial care, which shall be subject to the annual review and approval of the NPS.

In furtherance of the shared objectives set forth above, it is the intention of the NPS to undertake the following general responsibilities under the terms of the agreement:

1. Consult and work cooperatively with the Foundation contractors and consultants of the Foundation to facilitate the funding, design, construction, operation, and maintenance of the Facilities, and to provide technical assistance and general guidance regarding the design of the Facilities, the development of operational plans, the relationships of the Facilities to the operations of the Park, and other issues relating to its use.

2. Provide appropriate technical assistant to ensure compliance with federal stewardship responsibilities, to include planning documents and natural and cultural resources surveys and clearances.

3. Provide the Foundation with the plans, drawings and specifications for the restoration of the historic landscapes of Ziegler's Grove, that are within an agreed upon budget.

4. Enter into an agreement with the Foundation for the long-term use of NPS-occupied portions of the Facilities upon terms and conditions acceptable to the Foundation and the NPS.

Further conditions that shall be generally contained in the agreement are as follows:

1. The museum collections and other government property will remain the property of the United States and, therefore, may not be pledged as security or be subject to a lien of any kind.

2. The Facilities are not subject to foreclosure adverse to the interests of the NPS. In addition, the Facilities may not be used by the Foundation by persons or for purposes not approved by the NPS.

3. NPS will not guarantee or otherwise insure any investments made by the Foundation with respect to the Facilities. All obligations of the NPS under the agreement will be subject to the availability of appropriated funds. No increase in NPS appropriated funds shall be anticipated for purposes of construction, operation, or maintenance of the Facilities. The Foundation shall indemnify and save and hold harmless the United States with respect to the Foundation's activities under the agreement.

4. The Foundation's activities undertaken at the Facilities or related to the Facilities are subject to NPS approval, to include the selection of partners and/ or tenants. Such approval shall not be unreasonably withheld.

5. The NPS shall exercise rate approval authority for any activities occurring within Park boundaries.

6. The design and construction of the Facilities, and any future modifications or alternations, shall be subject to the prior written approval of the NPS, including building, infrastructure, landscape, and exhibit design and construction.

7. The agreement will contain appropriate provisions protecting the interests of NPS and allowing it to consider whether to approve proposed sales, assignments, or encumbrances of the Facilities and/ or the rights of the Foundation under the agreement.
8. The agreement is to contain all required affirmative action clauses and commit the Foundation and NPS to their timely and effective implementation.

By execution of this letter of intent, the NPS and the Foundation agree to proceed in good faith to further define through a public planning process the activities which will occur under the terms of the agreement and to negotiate in good faith the terms of the agreement consistent with the understandings stated in this letter of intent. It is understood and agreed that all aspects of the Kinsley proposal as submitted to NPS are subject to revision through the public planning process as described in the RFP. As also generally described in the RFP, if the process described above fails to result in a refined proposal and agreement acceptable to NPS and the Foundation, NPS may terminate the transaction in the public interest without liability and proceed to (1) negotiate an agreement with another offeror, or (2) cancel the RFP, or (3) cancel the RFP and issue a new RFP or otherwise obtain proposals for the Facilities. Materials and concepts developed by the Foundation or its agents or representatives in the course of this process, except as they may relate to confidential information of Kinsley, shall be considered as the property to the United States when submitted or presented to NPS without right of compensation. Your signature to this letter of intent also signifies the agreement of Kinsley Equities to its contents to the extent that this may be legally necessary.

Sincerely,

Marie Rust
Northeast Regional Director

Agreed:

GETTYSBURG NATIONAL BATTLEFIELD MUSEUM FOUNDATION

By: _____
Robert A. Kinsley
President

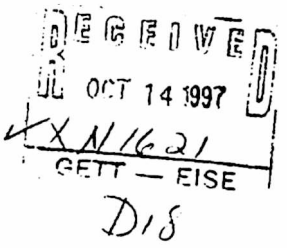
Dated: 7.16.98

APPENDIX 7: COMPLIANCE CORRESPONDENCE



United States Department of the Interior

FISH AND WILDLIFE SERVICE
Suite 322
315 South Allen Street
State College, Pennsylvania 16801-4850



October 10, 1997

Dr. John A . Latschar, Superintendent
Gettysburg National Military Park
Gettysburg, PA 17325-2998

Dear Dr. Latschar:

This responds to your letter of September 4, 1997, requesting information about federally listed and proposed endangered and threatened species within the area affected by proposed landscape-level battlefield restoration projects at Gettysburg National Military Park, located in Cumberland Township, Adams County, Pennsylvania. The following comments are provided pursuant to the Endangered Species Act of 1973 (87 Stat. 884, as amended; 16 U.S.C. 1531 *et seq.*) to ensure the protection of endangered and threatened species.

The project area is within the range of the bog turtle (*Clemmys muhlenbergii*), a species proposed for listing as threatened pursuant to Section 4 of the Endangered Species Act of 1973. A notice of this proposal was published in the January 29, 1997, *Federal Register*.

The northern population of the bog turtle (occurring in the states of Connecticut, New York, Pennsylvania, Maryland, New Jersey, Delaware and Massachusetts) has declined by approximately 50 percent, primarily over the past 15-20 years due to hydrological alteration of its wetland habitat (via draining, ditching, filling, impoundment, and dredging), invasion and alteration of habitat by invasive native and exotic plant species (e.g., multiflora rose, *Phragmites*, red maple, reed canary grass, and purple loosestrife), and illegal collection for the pet trade.

Bog turtles inhabit shallow, spring-fed fens, sphagnum bogs, swamps, marshy meadows, and pastures characterized by soft, muddy bottoms; clear, cool, slow-flowing water, often forming a network of rivulets; high humidity; and an open canopy. Bog turtles usually occur in small, discrete populations occupying suitable wetland habitat that may be dispersed throughout a watershed. Occupied "intermediate successional stage" wetland habitat is usually a mosaic of micro-habitats ranging from dry pockets, to areas that are saturated with water, to areas that are periodically flooded. Some wetlands occupied by bog turtles are located in agricultural areas and are subject to grazing by livestock. It appears that light to moderate grazing of these wetlands may benefit bog turtles by impeding succession (i.e., by preventing or minimizing the encroachment of invasive native and exotic plants). Heavy grazing, however, adversely affects turtles and their habitat.

With respect to the wetlands occurring within the project area, their potential suitability as bog turtle habitat should be assessed, as described under Step 2 of the enclosed *Guidelines for Bog*

Turtle Surveys. This habitat survey could easily be conducted by a wetland biologist concurrent with a routine wetland identification and delineation survey. If any wetlands are identified as potential bog turtle habitat, then efforts should be made to avoid any direct or indirect impacts to those wetlands. If adverse effects to potential habitat cannot be avoided, a more detailed and thorough survey will be necessary, as described under Step 3 of the *Guidelines*. The Step 3 survey should be conducted by a qualified biologist with bog turtle field survey experience (see enclosed list of qualified surveyors). Survey results should be submitted to the Fish and Wildlife Service for review and concurrence.

The proposed project area is also within the range the regal fritillary (*Speyeria idalia*), a species of special concern due its limited range and imminent threats to its remaining habitat. This butterfly species requires prairie or old field habitat with nectar sources for the adults (e.g., butterfly weed, milkweed, thistle) and wet depressions with violets to support its larvae. We recommend that you contact The Nature Conservancy (717-948-3962), since they have expertise in identifying potential habitat and conducting surveys for this species.

In addition to, or as part of, surveys for species of federal concern, you may also want to consider contacting qualified surveyors to conduct natural resource inventories at the park prior to specific project plans. For assistance in conducting an inventory of plants, insects and other invertebrates, contact Anthony Davis of The Nature Conservancy (717-948-3962). For assistance in conducting an inventory of birds, contact State Ornithologist Dan Brauning, of the Pennsylvania Game Commission (717-547-6938), who could refer you to local volunteers who participated in data collection for the 1983-1989 Pennsylvania Breeding Bird Atlas. For assistance in conducting an inventory of reptiles and amphibians, contact Dr. Arthur Hulse, of the Indiana University of Pennsylvania (412-357-2279), who may be of help in finding local volunteers who are currently participating in data collection for the Pennsylvania Herpetological Atlas.

Finally, it is important to note that the development of the General Management Plan provides opportunities for grassland/old field and wetland habitat restoration for the regal fritillary, bog turtle, and other species of special concern (e.g., grassland-nesting neotropical migrants) that depend upon these declining habitats. My staff would by happy to discuss establishing a partnership with Gettysburg for the purpose of developing and implementing a habitat restoration plan. Such a plan(s) may very well be compatible with your battlefield restoration project objectives, thereby providing to the American public both an historical and natural resource benefit. We have recently had some success in assisting the Ft. Necessity National Battlefield in a similar effort.

This response relates only to endangered, threatened and special concern species under our jurisdiction based on an office review of the proposed project's location. No field inspection of the project area has been conducted by this office. Consequently, this letter is not to be construed as addressing other Fish and Wildlife Service concerns under the Fish and Wildlife Coordination Act or other authorities. A compilation of certain federal status species in Pennsylvania is enclosed for your information.

Please contact Carole Copeyon or Michael McCarthy (threatened or endangered species) or David Putnam (habitat restoration) at 814-234-4090 if you have any questions regarding these comments.

Sincerely,

David Densmore
Supervisor

Enclosures

Pennsylvania Department of Conservation and Natural Resources

Rachel Carson State Office Building
P.O. Box 8552
Harrisburg, PA 17105-8552
September 23, 1997

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SEP 24 1997
GETT — FISE

Bureau of Forestry

717-787-3444
Fax 717-783-5109

Dr. John A. Latshcar
Gettysburg National Military Park
Gettysburg, PA 17325-2998

Re: PNDI Review Request for Species of Special Concern located in Gettysburg National Military Park, Adams County
P.E.R. Ref. # 5774

Dear Dr. Latshcar:

In response to your data request of September 5, 1997, I have enclosed a printout listing all species of special concern tracked by the PNDI program reported to occur in the above mentioned location. From left to right, the columns are as follows: scientific name, common name, global element rank, state element rank, state protection status, Pennsylvania Biological Survey suggested protection status, federal protection status, date last observed. Handouts explaining element ranks and protection statuses have been included in order to decipher the printout. If you have any questions or problems feel free to contact me at the above number, and please refer to the P.E.R. Reference Number in future correspondence related to this project.

Note: the information provided is confidential. The data has been provided to you as a conservation partner in order to better protect species of special concern in Pennsylvania. The data is not to be distributed or published without prior written permission from the PNDI program.

PNDI is a site specific information system that describes significant natural resources of Pennsylvania. This system includes data descriptive of plant and animal species of special concern, exemplary natural communities and unique geological features. PNDI is a cooperative project of the Department of Conservation and Natural Resources, The Nature Conservancy and the Western Pennsylvania Conservancy. This response represents the most up-to-date summary of the PNDI data files and is good for one year. However, an absence of recorded information does not necessarily imply actual conditions on-site. A field survey of any site may reveal previously unreported populations.

Stewardship **Partnership** **Service**

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Legal authority for Pennsylvania's biological resources resides with three administrative agencies. The enclosure titled Pennsylvania Biological Resource Management Agencies outlines which taxonomic groups are managed by these agencies. Please phone this office if you have questions concerning this response or the PNDI system.

Sincerely,

Chad M. Buhrman

Chad M. Buhrman
Conservation Information Specialist
Pennsylvania Natural Diversity Inventory

Enclosures

cc: Jenni Farber, PNDI-East
File

APPENDIX 8: CULTURAL RESOURCE CONSULTATION REQUIREMENTS

The following consultation requirements are subject to section 106 of the National Historic Preservation Act of 1966, as amended. After an alternative is selected, NPS would negotiate a park-specific programmatic agreement with the State Historic Preservation Officer and the Advisory Council on Historic Preservation, as recommended by the 1994 Programmatic Agreement Among the National Park Service, The Advisory Council on Historic Preservation and the National Conference of State Historic Preservation Officers, the document that guides NPS compliance with section 106 of the National Historic Preservation Act of 1966, as amended.

Table 52: Summary of Consultation Requirements, Alternative A

ALTERNATIVE A MANAGEMENT PRESCRIPTIONS	CONSULTATION REQUIREMENTS
Preserve and maintain all historic buildings, structures; continue current maintenance practices; focus on cultural landscape protection.	Programmatic Exclusion IV A (1) (2), B (13)
Preserve the Soldier's National Cemetery as a modern cemetery; modify maintenance procedures to accommodate use of modern machinery.	Programmatic Exclusion IV A (1)
Preserve and maintain monuments and monument groups as necessary.	Programmatic Exclusion IV A (1)
Preserve and maintain historic lands through historic leasing and agricultural leasing program; continue modern agricultural practices.	Programmatic Exclusion IV A (1), B (13)
Continue to store collections and archives in the present Visitor Center and Cyclorama basement and Roller building.	Programmatic Exclusion, IV A (9) (11)
Archeological sites are inventoried, documented and protected; any new construction and/or ground disturbance activity is proceeded by survey.	Programmatic Exclusion IV B (4)

Table 53: Summary of Consultation Requirements, Alternative B

ALTERNATIVE B MANAGEMENT PRESCRIPTIONS	CONSULTATION REQUIREMENTS
The major features that organize the landscape – the patterns of open vs. wooded land and the 1863 circulation system – are rehabilitated within the Battle Action Resource Area. Possible actions include removal of non-historic woodlands, replanting of woodlands now gone but present in 1863, and rehabilitating historic lanes and woodlot roads.	SHPO/ACHP review required
The overall mass and arrangement of remaining farm complexes reflect those typical of central Pennsylvania farms in the 19th century. Possible actions include preserving, maintaining and rehabilitating existing historic farm buildings.	SHPO/ACHP review required
Resources, including historic strictures, landscapes, archeological sites and collections that contribute to the significance of the park are stabilized, preserved and maintained in good condition. Possible actions include routine maintenance, preservation activities, mowing, and similar activities.	Programmatic Exclusion IV A (1) (2), B (13)
Non-historic and non-contributing structures and intrusion are eliminated. Possible actions include removal of the existing park visitor centers; acquisition and removal of the National Tower; and burial of utility lines.	SHPO/ACHP review required
The major features of the Saunders' design – the open semi-circle of graves surrounded by vegetation and the associated circulation—are rehabilitated. Possible actions include removing cedars and other trees that now grow within the semi-circle of graves; replacing shrub borders; and reinstating the radial and concentric footpaths around the Soldiers' National Monument.	SHPO/ACHP review required
Monuments and monument groups, including cannon and fencing, are restored and linked by mowed corridors that reflect the historic limits of the veteran-designed Battlefield park. Possible actions include preservation of monuments; restoration of monument groups; repair and replacement of cannon carriages; and mowing.	Programmatic Exclusion IV A (1)
Managers make decisions based upon professional studies and adequate planning. Possible actions include development of archeological site inventories, resource studies, cultural landscape reports and other similar information.	SHPO/ACHP review sought on most planning documents; Programmatic Exclusion IV B (4) applies to some types of routine activities.
A new museum, collections storage and visitor center provides orientation, facilities for visit-planning and opportunties for learning about the Gettysburg Campaign within the full context of the causes and consequences of the Civil War. Actions include preservation of the cyclorama painting in a new purpose-built gallery; development of new collections storage space; and other similar activities.	SHPO/ACHP review required
Damage to roadsides and commemorative landscapes as a result of vehicular traffic is rare. Possible actions include seasonal closure of some avenues, limitations on the size of buses, use of historic drainage features to restrict parking, or addition of low, compatible curbs designed to keep cars on paved surfaces.	SHPO/ACHP review required for activities that would impact the Battlefield Commemorative Resource Area; Programmatic Exclusions IV B (6) and (7) apply to some activities.
NPS undertakes special initiatives, such as preservation of the Wills House as a downtown visitor center, to ensure that resources closely linked to the park, the battle, and the non-combatant civilian involvement in the battle and its aftermath are appropriately protected and used.	SHPO/ACHP review required for some actions.

Table 54: Summary of Consultation Requirements, Alternative C

Alternative C includes all of the activities included in Alternative B, plus the prescriptions and resulting actions included in Table 3.

ALTERNATIVE C MANAGEMENT PRESCRIPTIONS	CONSULTATION REQUIREMENTS
The features that were significant to the outcome of the Battle of Gettysburg within the Battle Action Resource Area are repaired, rehabilitated or restored. In addition to the large-scale landscape rehabilitation actions in Alternative B, possible actions include planting 160 acres of orchards, maintaining 65 acres of thickets at their historic height, managing some woodlands as woodlots and reconstruction of 39.1 miles of historic fence.	SHPO/ACHP review required for some actions.
Missing or damaged buildings that can be adequately documented and that are significant to the outcome of the battle within the Battle Action Resource Area are rehabilitated or otherwise represented. Possible actions include rehabilitation of the missing or damaged structures, like Rose Farm barn.	SHPO/ACHP review required
Fences, orchards, vegetation and other documented features define the limits of missing 1863 house sites and other buildings within the Battle Action Resource Area that acted as obstacles, cover or points of observation. Possible actions include using foundations, fencing and vegetation to interpret the role of the Wentz House, and using vegetation, fencing and orchard to indicate the location of the Bliss Farm.	SHPO/ACHP review required
The agriculture program is reformulated to support the historic field patterns of 1863. Possible actions include removal of non-historic fencelines.	SHPO/ACHP review required
The features that were significant to the design of the Civil War portion of the Soldiers' National Cemetery are repaired, rehabilitated, restored or reconstructed. In addition to the actions noted under Alternative B, possible actions include restoring gates and missing tablets, restoring the historic grade, and reestablishing vegetation.	SHPO/ACHP review required
Features that were significant to the design of the commemorative park designed and built by veterans between 1895 and 1927 are repaired, rehabilitated, restored or reconstructed. Possible actions include replacing selected vegetation, pipe-rail fencing and other features needed for resource protection and visitor management.	SHPO/ACHP review required

Table 55: Summary of Consultation Requirements, Alternative D

Alternative D includes all of the activities included in Alternatives B and C, plus the prescriptions and resulting actions included in Table 4.

ALTERNATIVE D MANAGEMENT PRESCRIPTIONS	CONSULTATION REQUIREMENTS
Every feature, building or structure that can be appropriately documented is repaired, rehabilitated, restored or reconstructed, and the historic landscapes of the park's Battle Action and Other Resource Areas reflect the 1863 landscape. Possible actions include removing 1,015 acres of non-historic woods, reconstructing 104 miles of missing fences, restoring Civil War era structures to their Civil War era appearance, and removing non-Civil War era farm buildings.	SHPO/ACHP review required
The agricultural program is managed to reproduce historic conditions and methods. Possible actions include planting of heirloom crops, use of historic machines, and similar actions necessary to establish accurate historic period agriculture.	SHPO/ACHP review required
The Civil War era portion of the cemetery is restored so that its designed features reflect the period of its initial creation and development. Possible actions include restoration of the pipe-rail fence separating the cemetery from Evergreen Cemetery, restoring buildings to their 1863 condition, and removing the 1927 restrooms.	SHPO/ACHP review required
Within the Battlefield Commemorative Resource Area, every feature that can be appropriately documented is restored, repaired, reconstructed or rehabilitated; contemporary intrusions are removed. Possible actions include reconstruction of 100% of missing pipe-rail fence, reconstruction of missing shell-stone bollards; reconstruction of missing gates and entrances to park; and reconstruction of missing towers.	SHPO/ACHP review required

APPENDIX 9: RECOMMENDATIONS OF EVALUATION PANEL, VISITOR CENTER AND MUSEUM FACILITIES

United States Department of the Interior

NATIONAL PARK SERVICE
Northeast Development Office
Federal Hall
26 Wall Street
New York, New York 10005

IN REPLY REFER TO:

D18

October 13, 1997

Memorandum

To: Director, National Park Service

From: Michael Adlerstein
Associate Regional Director
Chairman, Evaluation Panel for Gettysburg
Visitor Center and Museum Proposals

This is to advise you of the recommendations of the NPS evaluation panel regarding the proposals received in response to the December 11, 1996, "Request for Proposals - Visitor Center and Museum Facilities - Gettysburg National Military Park " (RFP) which closed on May 16, 1997.

BACKGROUND

The current visitor center and museum facilities at Gettysburg National Military Park are located on land which was at the center of the Battle of Gettysburg and are visible from large portions of the battlefield as contemporary intrusions on the battlefield's historic setting. In addition, the facilities are greatly inadequate to meet visitor and curatorial needs. For these reasons, construction of new museum and visitor center facilities in a more suitable location has long been an objective of the park and its supporters. However, funding limitations effectively have precluded the possibility of constructing replacement facilities with government funds. Accordingly, other funding alternatives have been explored. As part of this effort, the park in 1996 issued a Draft Development Concept Plan and Environmental Assessment proposing the cooperative development of new visitor center and museum facilities.

Subsequently, and after considering public comments on this concept plan, the park issued the RFP to solicit specific proposals from non-federal sources to enter into a cooperative

agreement with NPS to provide new visitor center and museum facilities either on park land or on non-park land in the vicinity of the park.

As described in the RFP, the principal NPS objective in this effort is to achieve the cooperative development and management of a new Gettysburg Visitor Center and Museum, including new facilities for the Gettysburg Cyclorama, archival and artifact collections, library, archives, research rooms, and bookstore. Also included in this objective is the removal of the existing visitor center, museum and cyclorama center and the rehabilitation of their sites to historical condition.

The terms of the RFP invited creative proposals from all possible sources with few limitations so long as they further the NPS goals for the new facilities. The RFP required that proposals suggest a proposed site for the facilities within a specific area of consideration (extending beyond the boundaries of the park).

The NPS evaluation panel for review of the proposals consists of:

- Michael Adlerstein, Chairman, Associate Regional Director, Northeast Region
- Chuck Baerlin, Superintendent, Sandy Hook Unit, Gateway National Recreation Area
- Cal Cooper, Chief of Project Management, Denver Service Center
- Steve Crabtree, Assistant Regional Director, Western Region
- Rich Rambur, Superintendent, Lowell National Historical Park

The Team advisors are:

- William Alexander and John Rhodes, Wharton School of Business
- Deborah Darden, Park Planner, Gettysburg NMP
- Lars Hanslin, Office of the Solicitor, Washington, D.C.
- Jonathan Lane, AIA, ICON Architecture

Six proposals were received by the park as of the closing date of May 16, 1997.

The evaluation panel initially reviewed the six proposals in May. Each of the offerors was then asked by letter to respond to several written questions to clarify their proposal. During the week of July 7 the evaluation panel met again to consider the

proposals and the clarifications received from the offerors. In September, a majority of the evaluation panel interviewed the principals and team members of four of the organizations which submitted proposals. (Two proposals, although they were submitted by very capable organizations, were not reviewed further generally because they did not provide sufficient information under the terms of the RFP to allow further consideration).

GENERAL DESCRIPTION OF THE PROPOSALS

The following provides a general description of the four remaining proposals, each of which contemplates the involvement of a non-profit corporation in the undertaking. We are providing for your consideration copies of the four proposals, the clarification letters received in response to our letter, and an item by item detailed assessment and evaluation of each of the four proposals under the RFP proposal evaluation criteria. The estimated costs of the proposals are between $41 and $45 million.

Kinsley Equities, Inc.

Robert Kinsley, Chairman
RD #1, Box 131AA
Seven Valleys, PA 17360

The Kinsley proposal was submitted by a development team headed by Mr. Robert Kinsley, principal of Kinsley Equities and Kinsley Construction Company of Seven Valleys, Pennsylvania. In addition, the team includes National Geographic Television, Destination Cinema, Gettysburg Tours, Inc., and John L. Adams and Company.

The proposal offers to construct a new Gettysburg Visitor Center and Museum on a privately-owned 45 acre site within the boundaries of the park and located at the intersection of Hunt and Baltimore Avenues.

In addition to the new Gettysburg Visitor Center and Museum, the facilities would include a new cyclorama and bookstore facility, a tour center, an orientation theater, a large format cinema (for display of a film about the Gettysburg Campaign to be produced by National Geographic Television), food service, a National Geographic store, a gift shop, and a Civil War arts and crafts

gallery.

The proposal does not require that a fee be charged visitors for entrance to the Visitor Center and Museum facilities. Revenue would be generated through a continuation of the park's current interpretive fees, operation of the National Geographic film, tour center, the other facilities mentioned above, and parking fees. NPS would be responsible for a pro-rata share of operating costs related to use of its portion of the facilities.

The facilities would be owned by a non-profit corporation which will provide overall management of the facility (with NPS operation of its visitor center and museum elements) until its development debt is retired at which time title to the entire facility and its site will be donated to NPS.

The funds for the proposal are to be obtained from a combination of a non-profit fundraising campaign and conventional financing.

Lemoyne, LLC

James R. Grieves
Thomas A Luetkemeyer
Thomas Mullan, III
2230 West Joppa Road
Lutherville, MD 21903

The Lemoyne proposal was submitted by the LeMoyne, LLC, of Lutherville, Maryland, a joint venture between Continental Realty, Inc., and the Mullan Company of Baltimore, Maryland.

The proposal offers to build a new Gettysburg Visitor Center and Museum on a private 6.9 acre site which is currently the location of the Gettysburg Tower. It proposes to demolish the National Tower and construct the new Gettysburg NMP Visitor Center and Museum (but with an archival storage and research center located elsewhere on park land). The facility would be managed by the LeMoyne organization (with NPS management of the visiter center and museum elements). In addition to the NPS facilities, the project would include retail shops and food outlets. The proposal suggests that the acquisition of the site would be structured as a contribution of the land to the government or an appropriate charitable organization.

The proposal provides for the construction, maintenance and operation of the facility and its interpretive exhibits at no cost to NPS. Commercial loans would be obtained to fund the construction costs. Costs associated with orientation and interpretive services provided by NPS as a part of the visitor center/museum operation are borne by NPS.

The McGorrisk Group, Inc./ Gettysburg Battlefield Coalition, Inc.

Randy Harper
5220 Spring Valley Road
Dallas, Texas 75240

The McGorrisk Group/Gettysburg Battlefield Coalition, Inc. proposal was submitted by a development team headed by Mr. Randy Harper, a principal of the team's development manager, the McGorrisk Group of Dallas, Texas. The team also includes the firms of Andrews and Kurth, Ralph Appelbaum Associates, Thos. S. Byrne, Inc., and Wheat, First, Butcher and Singer, Inc. A new non-profit organization, Gettysburg Battlefield Coalition, Inc., has been formed.

The proposal offers to construct a new Gettysburg NMP Visitor Center and Museum with the elements needed by NPS. Archival and research facilities could be off-site. Four possible sites for the facility are identified, three on park land and one on the same 45 acre privately-owned site suggested by the Kinsley proposal and located at the intersection of Hunt and Baltimore Avenues. The facility would not contain retail facilities other than a bookstore/museum store. The proposal contemplates coordinated retail activities at various sites in the Borough of Gettysburg. The proposal contemplates a substantial admission fee for entrance to the main part of the Visitor Center and Museum and a parking fee.

The facilities would be owned by the Gettysburg Battlefield Coalition, Inc. and managed by the NPS through a management contract with the nonprofit. When the development debt is retired, the facility would be offered to NPS as a donation.

The proposal contemplates debt financing for the project to be obtained through issuance of tax exempt bonds with the admission and parking fees as the bond's major revenue stream.

Monahan Group

Robert J. Monahan, President
131 Carlisle Street
Gettysburg, PA 17325

The Monahan proposal was submitted by the Monahan Group of Gettysburg, Pennsylvania in cooperation with a new non-profit corporation, the National Museum of the American Civil War Foundation. Other team members include Barclay White Incorporated, Greystone Communications, Inc., and Odell, Roper & Simms, Inc.

The proposal suggests constructing a new visitor center and museum to be known as the National Museum of the American Civil War. The facility would be a part of an educational entertainment complex called the American Heritage Campus to be located on a 90 acre portion of a 280 acre site at the intersection of Routes 30 and 15, approximately 3 miles from the park. The American Heritage Campus in addition to the museum would include related commercial facilities.

The visitor center and museum portion of the campus would be operated by NPS.

All funds for the visitor center and museum would be obtained through a fundraising campaign undertaken by the non-profit organization.

SUMMARY EVALUATIONS

The following summary evaluations should be considered in combination with our detailed proposal assessments and evaluations in which the proposals are rated under each evaluation criterion as "fair, good, or strong."

The Kinsley Proposal

The evaluation panel considers that the 45 acre privately owned site suggested by the Kinsley proposal is a very desirable site for the Gettysburg Visitor Center and Museum. Among other matters, the site will not be visible from significant interpreted points of the park yet enhance the visitor's experience due to its close proximity to significant portions of the park. The property's size is sufficient to permit the

construction of the proposed facilities with appropriate buffering through open space and screening. The site's topography and natural setting allow it to be developed in a way that meets NPS expectations for its visitor centers. The site was not of major significance to the battle and includes no historic structures. The site lay behind the Union battle line, and was used as an artillery park, staging and resting area for Union troops. No battle action occurred there. Traffic patterns will not be changed significantly by the relocation of the park's visitor center and museum to this site. The evaluation panel considers the Kinsley proposal to be strong with respect to evaluation criterion 4, site selection.

With respect to the Visitor Center and Museum facilities, the Kinsley proposal offers to provide the elements of the facilities requested by NPS on site. The evaluation panel considers the proposal to be good with respect to evaluation criterion 1, consistency with NPS goals for the NPS facilities.

In addition, the panel generally considers that the scope and type of related facilities suggested by the proposal are appropriate complements to the Visitor Center and Museum. The Visitor Center and Museum would be the focus of the facility. The evaluation panel considers that a National Geographic film of Gettysburg, approved by NPS as to historical content, would be an appropriate interpretive activity for which a reasonable fee could be charged under NPS guidelines. The evaluation panel also considers that most other elements of the related facilities may prove to be acceptable if operated under appropriate terms and conditions. Accordingly, the evaluation panel rates the proposal as strong under the RFP's goal III, related facilities, as incorporated in evaluation criterion 1.

The evaluation panel considers that financing plan provided by the Kinsley proposal is an achievable mix of equity raised through nonprofit fundraising and debt obtained through a commercial loan. The project is not totally dependent on the problematic results of fundraising nor totally dependent on debt financing (with concomitantly higher need for revenue flows from the facilities). The evaluation panel is impressed with the capability of the Kinsley group both with respect to its ability to obtain conventional debt financing and, with the assistance of team member John Adams of the John Adams Company, to effectively undertake a successful fundraising campaign. Accordingly, the evaluation panel considers the proposal to be strong under

evaluation criterion 7, financial capability.

The LeMoyne Proposal

The LeMoyne proposal offers to provide the facilities sought by NPS although portions of them are to be off-site and on park land. The proposal, however, is rated as fair under evaluation criterion 1, consistency with NPS goals, as not all portions of Ziegler's Grove may be restored.

The evaluation panel considers that the Gettysburg Tower site selected in the LeMoyne proposal is not of sufficient size to properly accommodate the proposed facilities in a manner that meets NPS objectives. Particularly, the panel does not consider that the site could accommodate sufficient parking to meet visitor needs nor provide adequate screening of the facilities. In this regard, the proposal suggests that there may be a need for overflow parking on park lands near the site, lands which the RFP intends to be returned to their historical condition. This is an unacceptable solution to parking needs. In addition, facilities built on the site would be visible from interpreted areas of the park, providing a contemporary intrusion on the historic scene.

The LeMoyne proposal suggests conventional financing as the means to finance the construction of the facility. However, the proposal does not contain substantive detail describing the feasibility of such financing. NPS is concerned that the resources that would have to be obtained to pay the debt are not achievable at least in a manner compatible with the purposes of the visitor center and museum. In addition there is insufficient information in the proposal to allow a determination as to whether the related facilities suggested by the proposal may be acceptable. The proposal suggests a number of visitor admission charges, apparently including at least some which would be operated by NPS. However, none of the charges are available to NPS to help pay its operational costs. This would represent a net loss to NPS, since it would lose income it currently receives from visitor interpretive fees. The evaluation panel considers the LeMoyne proposal to be only fair with respect to evaluation criterion 7, financial capability.

The evaluation panel appreciates that the LeMoyne proposal contemplates the demolition of the Gettysburg Tower. However, this result, although highly laudable, is not sufficient to

overcome the panel's concerns about the small size and other drawbacks of the Tower property. Accordingly, the evaluation panel considers the proposal only fair with respect to evaluation criterion 4, site selection.

The McGorrisk Group/The Gettysburg Battlefield Coalition Proposal

The McGorrisk proposal suggests four sites for the facility, including the same 45 acre privately owned site recommended by the Kinsley proposal. However, the other sites proposed are all on park land and at least partly in resource sensitive areas. Primary site #1 is the NPS-owned Fantasyland tract and part of the historic Guinn farm north of Hunt Avenue. The Fantasyland tract is a park development zone and meets the general site criteria; however, an earlier proposal to place a museum on this site raised considerable community concern, especially regarding traffic. Primary site #3 includes part of the site of the current visitor center. The old center would be demolished, and a new one constructed. This would prevent returning the site to its 1863 condition and continue the existing adverse impacts on existing historic landscapes and structures.

Primary site #4 includes parts of Farm 1 and Farm 2 of the Eisenhower National Historic Site. Farm 1 is a National Historic Landmark, and development there would compromise the integrity of the site and heavily impact views from President Eisenhower's home. Farm 2 was the location of the President's Angus cattle operation. The proposed site incorporates most of the pasture area used by Eisenhower for his herd. Use of this site may violate the Secretary's standards for Treatment of Historic Properties and it is highly unlikely that the State Historic Preservation Officer would recommend such a plan.

For the reasons discussed above with respect to the Kinsley proposal, the 45 acre site is considered the most desirable site suggested. The proposal, accordingly, is strong with respect to evaluation criterion 4, site selection, based on the proposed 45 acre site.

The panel is impressed with the time and effort that went into preparing the McGorrisk proposal and the amount of detailed information it contains with respect to the project. The proposal also offers to provide the facilities needed by NPS. Accordingly, it meets the RFP's evaluation criterion 1,

consistency with NPS goals. It also proposes no related facilities on site. The panel considers it strong with respect to the RFP's Goal II, compatible related facilities.

However, the panel is concerned about the fact that the proposal suggests 100% debt financing for the project. In simple terms, the higher the debt level of the project, the higher the revenue from the facilities must be in order to service the debt. In this connection, a major identified revenue stream would be a substantial admission charge for the main body of the Visitor Center and Museum. NPS in other park areas does not charge admission fees for visitor centers nor does it normally charge a fee for general interpretive exhibits. For example, the current Gettysburg Visitor Center and Museum is free to the public. Admissions are charged only for specialized interpretation (the electric map and cyclorama).

It appears to the evaluation panel that the need to pay off the large debt for the project and the fact that there are no major new revenue-producing activities in the facility drives the proposal to charge a substantial Visitor Center and Museum admission fee.

The McGorrisk proposal, however, does suggest tax exempt bond financing as a means to lower the interest rate on the proposed debt. If tax exempt bond financing could be obtained, the interest cost would be considerably less than that for conventional financing. This is an innovative method to reduce the costs associated with the facility under evaluation criterion 9, innovation and leverage. However, this lower interest rate, if obtainable, would not significantly alleviate the evaluation panel's concerns about the amount of revenue the facility would have to generate, in large part from a Visitor Center and Museum admission fees, in order to service the debt.

For these reasons, the evaluation panel considers the McGorrisk proposal to be only fair under evaluation criterion 7, financial capability. In this connection, the evaluation panel notes that the proposal indicates that the team would also could consider conventional financing mechanisms and fundraising. However, the proposal contains no substantive discussion of these possibilities. The panel also notes that the McGorrisk team does not include an organization experienced in non-profit fundraising (unlike several of the other proposals).

The Monahan Proposal

The Monahan proposal offers to provide the facilities sought by NPS. However, it is rated fair with respect to the RFP's facilities goal as it would not restore all of Ziegler's Grove.

The evaluation panel does not consider that the site suggested by the Monahan proposal provides a location which is as suitable for the new facility as the site selected by the Kinsley proposal and discussed in the McGorrisk proposal. The Monahan site is several miles from the park and the most direct route from it to the park is through the Route 30 commercial strip. This concern could be alleviated in part if a mass transportation system linked the park and the site. However, the proposal, although mentioning such a possibility, does not indicate how or when it could be implemented or funded. This element of the proposed site does not achieve the site selection criterion for linking of the museum experience to the park's on-the-ground resources. Accordingly, the panel considers that the proposal is only fair with respect to evaluation criterion 4, site selection.

The evaluation panel also considers that in light of the scope of related facilities contemplated by the Monahan proposal, the NPS visitor center and museum would not be the central architectural focus of the complex as contemplated NPS goal 2. The panel is concerned that the proposed visitor center and museum would necessarily be subordinate to the extensive commercial facilities described in the Monahan proposal. The panel considers, accordingly, that the proposal does not achieve the NPS goal of having related facilities that are fitting and appropriate to the mission and educational purposes of the park and which complement and enhance the activities of NPS. In addition, the panel considers that the proposal is fair with respect to NPS goal 2, that the visitor center and museum should be the central architectural focus of the proposal.

The evaluation panel is also concerned that the Monahan proposal to finance the cost of visitor center/museum facilities only through fundraising is far too ambitious. In addition, the evaluation panel has concerns that charitable contributions for visitor center and museum facilities at the site selected by the Monahan proposal may be difficult to obtain in light of the relationship between the public visitor center and museum facilities and the commercial activities the Monahan proposal contemplates for the site. For these reasons, the evaluation

panel considers that the proposal's financial aspect is only fair under evaluation criterion 7, financial capability.

The panel notes that in a letter submitted after our interview, the Monahan group indicated that it would be willing to provide some equity funding (no amount specified) for the visitor center and museum. To the extent that this letter may constitute an amendment to the Monahan proposal, it is not permissible under the terms of the RFP. However, in any event, the evaluation panel does not consider that this offer is sufficient to overcome the other concerns the panel has about the Monahan proposal.

RECOMMENDATION

Under the terms of the RFP, NPS is to select as the basis for negotiation of a cooperative agreement for the development of the new Gettysburg Visitor Center and Museum the best overall proposal received determined upon application of the RFP evaluation criteria.

The evaluation panel was impressed with the general quality of the proposals and the time and effort that went into their preparation. In particular, the evaluation panel considers that the teams suggested by each proposal are made up of very capable firms and individuals. In addition, and although the proposals varied as to evidence of the financial means of the principals, the panel considers that the proponents of any of the proposals, if the financing concept suggested otherwise proves to be achievable, would have the financial capability to implement the project. For this reason, all of the offers were considered as equally acceptable with regard to the financial means of the proponents.

It is the unanimous recommendation of the evaluation panel that the Kinsley proposal is the best proposal received and that the Kinsley group be selected for the negotiation of a cooperative agreement for the development of the new Gettysburg Visitor Center and Museum.

The Kinsley proposal offers to have a non-profit corporation provide the facilities sought by NPS on an excellent site and ultimately would result in the donation of the facilities to Gettysburg National Military park. In addition, the Kinsley organization is a successful and experienced development team and includes an experienced fundraising organization. The funding

for the facility appears achievable and in general the limited related facilities suggested would appear to be acceptable under the terms of the RFP.

Other proposals were as good as the Kinsley proposal in certain respects. Overall, however, the evaluation panel believes the Kinsley proposal provides the best opportunity for the Gettysburg National Military Park to achieve its principal objective of cooperative development and management of a new Visitor Center and Museum for the benefit of the park and its visitors.

However, the evaluation panel points out that neither the Kinsley proposal nor any of the others fully achieves all of what NPS would like to achieve under the terms of the RFP. Although we consider it the best proposal received, there are several aspects of the Kinsley proposal as it now stands which need to be negotiated in order to achieve an acceptable cooperative agreement.

In the event that you approve of our recommendation to select the Kinsley proposal but negotiations with the Kinsley organization do not prove successful, another of the proposals may be selected. The cooperative agreement will not be considered as having been awarded to the Kinsley organization until such time as a final cooperative agreement is fully executed by both parties. The evaluation panel in light of the relative merits of the Kinsley proposal does not consider that negotiations with other offerors should be pursued at this time.

NEXT STEPS

Several steps have to be taken after your selection of the best proposal. First, negotiations with the successful offeror must be commenced. These will be extensive as many issues remain to be resolved under any of the proposals. In addition, and very importantly, public comment on the winning proposal must be considered through environmental and other public procedures. Final execution of a cooperative agreement for the new Gettysburg Visitor Center and Museum is subject to successful completion of all required planning procedures and consideration of public comment on the proposal.

Please indicate below your approval or disapproval of our recommendation to select the Kinsley proposal as the best overall proposal received.

Approve: ✓

Disapprove:

Robert G. Stanton
Director, National Park Service

Date: November 6, 1997

United States Department of the Interior

NATIONAL PARK SERVICE
1849 C Street, N.W.
Washington, D.C. 20240

Office of the Director

D22(0001)

FEB 6 1998

Mr. Robert Monahan, Jr.
The Monahan Group
131 Carlisle Street
Gettysburg, Pennsylvania 17235

Dear Mr. Monahan:

This responds to your attorney's November 17, 1997, protest letter (as supplemented by a letter of December 5, 1997), submitted on behalf of the Monahan Group (Monahan) in connection with my selection of the Kinsley Equities, Inc. (Kinsley) proposal as the best overall proposal received in response to the Request for Proposals — Gettysburg Visitor Center and Museum Facilities (RFP).

In response to your protest (and one submitted by the Gettysburg Battlefield Coalition), I have reconsidered my decision as to the best overall proposal received in response to the RFP, taking into account the proposals received, the October 13, 1997, recommendations and analysis provided by the RFP's evaluation panel, and the views and information contained in your protest.

My reconsideration has resulted in a more favorable assessment of your proposal under the RFP's evaluation criteria. However, and, although I know this result will disappoint you, my reconsideration leads me to conclude again upon application of the RFP's evaluation criteria that the Kinsley proposal was the best overall proposal received. The reasons for my conclusions are set forth in detail in a report on your protest (Attachment A) and a report on the reconsideration of your proposal (Attachment B).

In summary, I consider that the Kinsley proposal was the best overall proposal received under the RFP's evaluation criteria, because, among other matters, it demonstrates more, relevant experience to undertake the project than any of the other proposals (Evaluation Criterion 6), its proposed site best meets the RFP's site selection criteria of all sites proposed (Evaluation Criterion 4), its mixed equity/debt financing plan appears most likely to be achievable of all the proposals (Evaluation Criterion 7), and its cooperative agreement best meets the requirements of the RFP (Evaluation Criterion 8). Although I consider your proposal to have several good elements as discussed in Attachment B, I do not consider it to be as good as the Kinsley proposal on an overall basis, particlularly noting, among other matters, concerns about the suitability of your proposed site, the

scope and nature of the related facilities you propose, the relative achievability of your financial plan, and the limitations on NPS authority contained in the terms of your proposed cooperative agreement.

Thank you again for the considerable time and effort that went into developing your proposal. Your interest in the preservation and interpretation of Gettysburg National Military Park is greatly appreciated.

Sincerely,

Robert Stanton
Director

Attachments

Attachment A

REQUEST FOR PROPOSALS - GETTYSBURG VISITOR CENTER AND MUSEUM FACILITIES COOPERATIVE AGREEMENT

Monahan Group Protest Report

This provides a review of the protest filed by the Monahan Group (Monahan) in connection with the Request for Proposals --- Gettysburg Visitor Center and Museum Facilities (RFP) and the November 6, 1997, selection of the Kinsley Equities, Inc. (Kinsley) proposal for negotiation of the proposed Gettysburg cooperative agreement. The Monahan protest was submitted by letter of November 17, 1997, and supplemented by letter of December 4, 1997.

Initial Protest Letter.

The initial Monahan protest considers that the Kinsley site violates the RFP's stated goal of encouraging restoration of and preservation of the battlefield. Further, it states that the Kinsley site would result in construction on land that is of "tremendous historical significance." Finally, it states that the Kinsley site "directly conflicts with the RFP and the mission of the NPS at Gettysburg -- to preserve the hallowed ground within the Congressionally designated boundaries of the park."

However, the RFP expressly stated that property within park boundaries is eligible for site selection. The LeVan site, as selected by the Kinsley proposal (and another proposal), is a 45 acre tract comprised of private property within park boundaries. As noted by the evaluation panel, the site lay behind the Union battle line during the Gettysburg fighting and was used primarily as an artillery park, staging and resting area for Union troops rather than as a place of fighting during the battle.

The Monahan proposal generally contemplates a location several miles from central interpreted portions of the battlefield which is not within the boundaries of the park. However, the proposal suggests leaving in its present location as a "satellite facility" a large non-historic structure, the Rosensteel Museum, on park land that was the site of intense and some of the most significant fighting during the Battle of Gettysburg. One of the stated goals of the RFP was to rehabilitate Ziegler's Grove and the High Water Mark of the Bbattlefield to its historic setting and appearance. The Monahan proposal's call for the retention of the Rosensteel Museum directly contradicts this goal and Monahan's own stated concern about using significant historic resources for museum purposes.

The site Monahan selected is not located on land within park

boundaries. This eliminates concerns about developing significant portions of park lands. However, the site also has several attributes which make it less desirable than the LeVan site under the RFP's site selection criteria. For example, the site selection criteria address the degree to which the occupation and use of a proposed site will encourage restoration and preservation of historic structures and cultural landscapes, including downtown Gettysburg. The RFP states that the health of the historic core of downtown Gettysburg, the site of intensive action during the Battle of Gettysburg, is of special concern to NPS. As noted by the evaluation panel, the Monahan site, given its location, may attract business away from downtown Gettysburg, with resulting deterioration of its historic resources. Further it may also serve to channel additional automobile traffic through downtown Gettysburg as this is the most direct route to central interpreted areas of the park from the Monahan site.

The site selection criteria also address the degree to which occupation of the site will enhance the visitor's experience and link museum experiences to the park's on the ground resources. The Monahan site, located on a major four lane highway several miles from the interpreted features of the battlefield, cannot be considered as a site which will enhance the visitor's experience or link museum experiences to the park's on the ground resources. Once visitors have utilized facilities on the Monahan site, they will have to drive or be bussed several miles to view central interpreted features of the park. The most direct route to the park in this regard is on Route 30, a developed commercial strip which will by no means enhance the visitor's Gettysburg experience. This is in contrast to the LeVan site from which visitors will be able to walk from the visitor center and museum to central portions of the battlefield without viewing significant contemporary intrusions (except for the deplorable and unavoidable Gettysburg Tower).

The Monahan protest states that the LeVan site is not of sufficient size to meet NPS programmatic requirements and "does not provide for adequate access and circulation." However, the protest provides no support for these statements. The Kinsley proposal provides a site plan which indicates that the 45 acre LeVan site can accommodate ample parking while leaving a good deal of open space.

The Monahan protest also states that the LeVan site is not accessible from major roads and would subject existing neighborhoods to a dramatic increase in traffic. However, the site is on a major road, the Baltimore Pike, and the site is quite accessible from Route 30. In addition, as concluded by the evaluation panel, it does not appear that the relocation of traffic from the very nearby current visitor center and museum will significantly change existing traffic patterns and therefore will not subject existing neighborhoods to significant traffic

congestion.

Site Control.

The Monahan protest states that the site selected by the Kinsley proposal is not subject to an agreement or contract that ensures the site's availability.

The RFP states that the proposed site for the facilities must be owned or subject to an agreement or contract that ensures the site's availability and compatibility with park purposes and visitor services. The Kinsley proposal, as did the proposal submitted by the Gettysburg Battlefield Coalition, included a May 5, 1997, letter from the property owner's attorney which states that the LeVan tract is available for sale for the purposes of the proposed visitor center and museum. Outright ownership of a proposed site was not a requirement of the RFP and, obviously, such a requirement would have severely limited the potential for the submission of qualified proposals. In these circumstances, it is considered that the Kinsley proposal (as well as the Gettysburg Battlefield Coalition proposal) provided sufficient substantiation of site control for purposes of the RFP.

The Monahan proposal also contained what is considered to be sufficient demonstration of the availability of its selected site for its intended purpose in the form of a "Memorandum of Option Agreement" for the site. However, to the extent that Monahan takes the position that this Memorandum of Option Agreement ensures the availability of its site and that the letter submitted with the Kinsley proposal does not, it is noted that the Monahan proposal, without explanation, does not include the actual option agreement for the purchase of its site but only a one page "Memorandum" of the option agreement. This one page summary does not state any of the conditions and limitations to which the proposed sale is subject, e.g., price, termination rights, zoning restraints, or, as the land is owned by a government entity, governmental pre-conditions to the consummation of the sale.

It is also noted that the option to purchase the Monahan site is held by North Ridge Associates, a Pennsylvania limited partnership. However, the Monahan proposal does not contain any documentation demonstrating that this partnership is willing to assign its interests to Monahan for the purposes of the RFP, nor, if so, upon what terms and conditions. The proposal does state, without further explanation, that Mr. Robert Monahan personally "owns" North Ridge Associates. However, the proposal does not contain any documentation demonstrating that Mr. Monahan is the general partner of North Ridge Associates and/or that the terms of the limited partnership authorize him to commit to the assignment of the option agreement.

For these reasons, it is considered that both the Kinsley and the

Monahan proposal provided sufficient information as to the availability of their proposed sites for the purposes of the RFP. In the alternative, however, it would not be reasonable to conclude for the reasons discussed that the Monahan proposal was sufficient in this regard while the Kinsley proposal was not.

The Monahan protest states that the evaluation panel's review of its proposal was deficient in that it stated that the Monahan site is "approximately three miles from the park" or "several miles from the park." The Monahan protest correctly points out that the Monahan site is within several hundred yards of a portion of Gettysburg National Military Park. It appears that what the evaluation panel meant to say in this connection was that the Monahan site is several miles from central interpreted area of the park and its most visited historic resources.

Supplemental Protest Letter.

Monahan's December 4, 1997, supplemental protest letter asserts that the RFP and the proposals it solicited were subject to the Federal Acquisition Regulations (FAR).

The Gettysburg RFP, by its express terms, solicited proposals for a cooperative agreement under which NPS and a selected cooperator would develop and operate visitor center and museum facilities for Gettysburg National Military Park. Such a cooperative agreement is expressly authorized by law for NPS programmatic purposes. 16 U.S.C. Section 1g.

The RFP states that it seeks proposals to enter into a cooperative agreement with a "visionary, creative organization which cherishes our nation's past to be part of a history-making public private collaboration which is intended to create the premier facility of its kind." The RFP makes no reference to NPS entering into a contract to procure the visitor center or museum facilities. To the contrary, the RFP states that there is no federal funding available for the construction of the facilities. The RFP states that the only federal funds available are for operation of the facilities under the terms of the proposed cooperative agreement.

The FAR provisions cited by Monahan expressly state that they are not applicable to cooperative agreements. 48 C.F.R. Section 2.101(h). Rather, they are only applicable to federal "acquisition" which is defined as follows in pertinent part:

> "Acquisition" means the acquiring by contract with appropriated funds of supplies or services (including construction) by and for the use of the federal government through purchase or lease, whether the supplies or services are already in existence or must be created, developed, demonstrated, and evaluated.

48 C.F.R. Section 2.101(b).

In this connection, the term "contract" as used in the FAR means a "mutually binding legal relationship obligating the seller to furnish the supplies or services (including construction) and the buyer to pay for them. 48 C.F.R. Section 2.101(h). The Monahan proposal, however, as with all the other responsive proposals received, offered, through the terms of a cooperative agreement, to provide to the public the contemplated facilities without payment from NPS (beyond possible NPS expenditures for maintenance and operation of certain portions of the facilities). The Monahan proposal expressly states that under its cooperative agreement proposal NPS is not obligated to pay for the Gettysburg visitor center and museum facilities.

For these reasons, it is considered that the RFP and NPS selection process were not subject to the FAR. The Office of the Solicitor shares this view.

Financing Proposal.

The Monahan supplemental protest states that the NPS evaluation panel in its discussions with Monahan did not indicate that Monahan's total reliance on fundraising was viewed as a deficiency, and, accordingly, that the evaluation panel did not provide Monahan with an opportunity to satisfy the concerns of the evaluation panel.

This assertion would appear to be in conflict with a September 17, 1997, letter from Monahan to the evaluation panel which was sent subsequent to the evaluation panel interview. The letter states that its intention was to provide the evaluation panel with more detailed information in response to the questions that were posed by the evaluation panel during the interview. The letter paraphrases one such question from the evaluation panel as -"If the fund-raising program doesn't work, what then?" This suggests that the evaluation panel did indicate to Monahan that it had concerns about the achievability of the Monahan financing plan. In fact, the September 17, 1997, letter goes on to state that Monahan itself recognizes "the need to have more than one alternative to insure successful completion of the Visitor Center and Museum."

In any event, however, the evaluation panel's interviews with each of the offerors responsive to the RFP were not for the purpose of amending proposals (and could not have been under the terms of the RFP). The written recommendations of the evaluation panel concluded that Monahan's total reliance on fundraising to obtain all the funds needed for the project was "far too ambitious" and expressed a concern that charitable contributions for the visitor center and museum facilities at the site selected by Monahan would be difficult to obtain in light of the relationship between the public visitor center and museum facilities and the extensive

related facilities the proposal contemplates.

The Monahan supplemental protest states that the NPS view of its financing proposal is irrational because the Kinsley proposal (it states) suggests raising "approximately 75 percent" of its funds through fundraising, and thus "requires the same successful fundraising effort" as proposed by Monahan. This statement, however, is incorrect. The Kinsley proposal calls for substantially less than 75 percent of its funds to be raised through fundraising, with the balance to be raised through commercial lending.

The Monahan supplemental protest criticizes the selection of the Kinsley proposal because the Monahan proposal would, if successful, provide NPS with a debt-free facility as opposed to the Kinsley proposal which contemplates a mixture of debt and equity. Standing alone, a debt free facility might be considered preferable. However, what is more realistically achievable must also be taken into account, as discussed above.

The Monahan supplemental protest states that Monahan had a "backup plan" to its financing proposal that would include a mixture of debt and equity. However, such a mixed plan was not included in the Monahan proposal. Under the terms of the RFP, amendments to proposals were not permissible after the submission date. It would not have been proper for NPS to consider such an after the fact plan. Nonetheless, Monahan advised NPS of an asserted backup plan by letter of September 17, 1997. The evaluation panel memorandum acknowledges the receipt of this letter but concluded, accurately, that, even if it were proper to take it into account, such an offer would not be sufficient to overcome the panel's other concerns about the Monahan proposal. It is also noted that the September 17, 1997, letter does not substantiate an ability on the part of Monahan to effectuate its backup plan nor provide required information in this regard.

The Monahan supplemental protest states that the evaluation panel should not have downgraded its proposal based on its discussion of environmental stewardship and sustainability. In this regard, the evaluation panel considered that the Monahan's brief discussion of this topic was only fair in comparison with other proposals received. The Monahan proposal expressly discusses environmental stewardship and sustainability as follows:

Environmental Stewardship and Sustainability

> The Hillier Group and Barclay White Incorporated, the proposed construction manager for Gateway Gettysburg, both have extensive experience in "Green Architectural Concepts" related to design, cost and construction of environmentally sustainable buildings. The complex will be designed and built with careful consideration of waste

> management and recycling as well as energy and water conservation. In addition, wherever feasible, the complex will be designed utilizing recycled materials and components.

This brief and less than substantial discussion of this topic in and of itself would appear to warrant the evaluation panel's assessment of it as fair. However, it also could be concluded that other elements of the Monahan proposal, i.e. the environmental experience of the proposed architect and contractor, could reasonably be considered as offsetting the limited nature of the proposal's express discussion of environmental stewardship and sustainability.

The Monahan supplemental protest expresses a concern about the evaluation panel's conclusion regarding the scope of the related facilities the proposal contemplates. In this connection, the evaluation panel states as follows in pertinent part:

> The evaluation panel also considers that in light of the scope of the related facilities contemplated by the Monahan proposal, the NPS visitor center and museum would not be the central architectural focus of the complex as contemplated by NPS goal 2. The panel is concerned that the proposed visitor center and museum would necessarily be subordinate to the extensive commercial facilities described in the Monahan proposal. The panel considers, accordingly, that the proposal does not achieve the NPS goal of having related facilities that are fitting and appropriate to the mission and educational purposes of the park and which complement and enhance the activities of NPS.

The Monahan supplemental protest indicates that these concerns are not valid because its proposal is for a "commercial-free" visitor center and museum. However, although it may be considered in the abstract that a commercial-free visitor center and museum is more desirable than one which has related facilities, the RFP clearly states that the entire scope of the Complex as defined by the RFP (the visitor center and museum itself and all related facilities), are subject to review under the RFP's evaluation criteria.

The Monahan proposal contemplates extensive related facilities, utilizing up to 280 acres of land for the overall American Heritage Campus it proposes.

The Monahan proposal states that the American Heritage Campus is to provide diverse attractions, including educational, food and beverage, retail and lodging options of sufficient critical mass to solidify Gettysburg's standing as a destination attraction. These diverse attractions include, among others, a full-service, executive conference center that will be positioned as the

destination of choice within Pennsylvania and the Washington/Baltimore metropolitan area.

In another section of the Monahan proposal, it describes this conference center as a full-service business conference center which would attract new guests for extended stays in the community.

The related facilities Monahan proposes also include a CNN-style electronic media room, a tented encampment area, a series of skill stations, a children's activity zone full of engaging participatory experiences, a night-time spectacle to provide incentive to stay overnight in Gettysburg, and a town square to serve as the hub for all these diverse attractions.

The evaluation panel considered that the NPS visitor center and museum would be a subordinate element of the proposed American Heritage Campus. The fact that the visitor center and museum itself would be commercial-free does not ameliorate this concern. The RFP states that all related facilities are to "complement and enhance the activities of NPS." However, to the converse, it is considered that under the Monahan proposal the NPS activities would more likely enhance and complement Monahan's related facilities. Further, it is considered, as discussed by the evaluation panel, that the Monahan related facilities would not be as fitting and appropriate to the mission and educational purposes of Gettysburg National Military Park as the far more modest related facilities suggested by the Kinsley proposal.

The Monahan supplemental protest indicates that NPS has significant flexibility regarding the layout of the related facilities it proposes and that Monahan would agree to a buffer between the NPS facility and its commercial development. However, buffering was not mentioned in the Monahan proposal and perhaps may constitute an after-the-fact amendment to the proposal which cannot properly be considered at this time. In any event, it is considered that the proposed related facilities, even if extensive buffering were provided, would not be as fitting and appropriate to the mission and educational purposes of Gettysburg National Military Park as the far more modest related facilities suggested by the Kinsley proposal.

Finally, the Monahan supplemental proposal states that there is no rational basis for the fact that the evaluation panel down-graded its proposal with respect to its draft cooperative agreement, asserting that its proposal agreed to "what NPS had requested in the RFP."

However, the following is noted with respect to the Monahan description of the terms of its proposed cooperative agreement:

1. The RFP states that the cooperative agreement will provide that the activities of the cooperator undertaken

at the Complex (both visitor center and museum and related facilities) are to subject to NPS approval. However, the Monahan proposal states that only "activities undertaken at the Visitor Center and Museum will be subject to NPS approval."

2. The RFP states that the cooperative agreement is to contain provisions that give NPS approval authority "over all aspects of the Complex's design and construction." However, the Monahan proposal states that the cooperative agreement "will contain provisions allowing the National Park Service approval authority over all aspects of the Museum and Visitor Center's design and construction." It does not provide this authority for the entire Complex, including its related facilities.

In these circumstances, the evaluation panel's concerns about the sufficiency of the Monahan's proposed cooperative agreement are valid. It is clear that under the Monahan proposal NPS is not to have a role in approving the nature of or design and construction of the extensive related facilities Monahan intends to develop, contrary to the express terms of the RFP.

Attachment B

GETTYSBURG RFP RECONSIDERATION

Monahan and Kinsley Proposals

The following reconsideration of the Monahan and Kinsley proposals applies the RFP's evaluation criteria to the proposals and takes into account the October 13, 1997, recommendations and analysis of the RFP's evaluation panel, the views and information contained in the Monahan protest, and the discussion contained in the Monahan protest report.

Evaluation Criterion 1. Consistency with NPS Goals.

Goal I. National Park Service Facilities.

The Kinsley proposal is assessed as good with respect to Goal I for the reasons discussed by the evaluation panel. The Monahan proposal is assessed as fair under Goal I for the reasons discussed by the evaluation panel and the Monahan protest report, i.e., its proposed retention of the Rosensteel Museum in a very significant area (Ziegler's Grove and the High water Mark) of the Gettysburg Battlefield, contrary to the RFP's expressed goal of restoring the park's historic battle line. It is also noted that the Monahan proposal suggests charging an average admission fee of [$3] per person for entrance to the museum. Although this per person fee is relatively modest in comparison to the other proposals, it is nonetheless of concern with respect to this goal's objective of improving interpretive opportunities for all visitors to the park.

Goal II. The Park and its Setting.

The Kinsley proposal is assessed as strong with respect to Goal II for the reasons discussed by the evaluation panel. In this connection, it is noted that, in addition to purchasing the desirable LeVan site, Kinsley proposes to purchase and restore very visible additional properties near park boundaries adjacent to the Levan site. The Monahan proposal is assessed as fair under Goal II for the reasons discussed in the evaluation panel's memorandum and in the Monahan protest report.[1]

[1] It is noted that the evaluation panel's memorandum assessed the Monahan proposal as fair under Goal II but the evaluation panel's technical analysis of the proposal assessed it as good in this regard. The technical analysis assessment appears to have been an oversight. In any event, this reconsideration of the

Goal III. Related Facilities Development.

The Kinsley proposal is assessed as strong under Goal III for the reasons discussed by the evaluation panel. The Monahan proposal is assessed as fair under Goal III for the reasons discussed by the evaluation panel and in the Monahan protest report. This assessment was made giving due account to the Monahan protest. In summary, it is considered that Monahan's proposed related facilities in light of their size and scope in many respects would not complement and enhance the NPS visitor center and museum facilities or further the mission or educational purposes of the park.

Goal IV. Project Operations, Maintenance and Management.

Both the Kinsley and Monahan proposals are assessed as good under Goal IV for the reasons discussed by the evaluation panel.

Goal V. Preservation.

Both the Kinsley and Monahan proposals are assessed as good under Goal V for the reasons discussed by the evaluation panel, noting, however, concerns about the retention of the Rosensteel Museum.

Evaluation Criterion 2: Preservation of the Battlefield and its Resources

The Kinsley proposal is assessed as good under Criterion 2 for the reasons discussed by the evaluation panel. The Monahan proposal is assessed as fair under Criterion 2 in light of its proposed retention of the Rosensteel Museum in a significant location within the battlefield and because of the concern about the impact of the Monahan proposal on the Borough of Gettysburg as discussed by the evaluation panel. It is noted that the Monahan proposal contains a thoughtful and very complete set of goals for the storage, preservation and maintenance of the park's extensive collections. This presentation, however, is not considered as overcoming the physical impacts the Monahan proposal would have on the Gettysburg battlefield.

Evaluation Criterion 3: Environmental Stewardship and Sustainability

The Kinsley proposal is assessed as strong under Criterion 3 for

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Monahan proposal concludes that the Monahan proposal is fair with respect to Goal II for the reasons discussed in the evaluation panel's memorandum and the Monahan protest report.

the reasons discussed by the evaluation panel. The Monahan proposal is assessed as good under Criterion 3. The two proposals are distinguished in this connection because of the rather brief discussion of this topic contained in the Monahan proposal as opposed to Kinsley's more substantive presentation. It is noted that the evaluation panel assessed the Monahan proposal as fair under Criterion 3. However, it is considered that the evaluation panel in this connection did not give sufficient weight to other positive aspects of the proposal, i.e., the "green architectural" experience of the Monahan contractor and architect.

Evaluation Criterion 4: Site.

The Kinsley proposal is assessed as strong under Criterion 4 for the reasons discussed by the evaluation panel and the Monahan protest report. The Monahan proposal is assessed as fair with respect to site selection for the reasons discussed by the evaluation panel and the Monahan protest report. In making this assessment, close attention was paid to the Monahan protest but nonetheless it is considered that the Monahan site is less desirable than the Kinsley site under the RFP's site selection criteria. As discussed by the evaluation panel and the Monahan protest report, the Monahan site, although having the attribute of not being within park boundaries, will not, because of its distance from central interpreted areas of the park and downtown Gettysburg, encourage the preservation of downtown Gettysburg, an express goal of the RFP's site selection criteria. In addition, also as discussed further by the evaluation panel and Monahan protest report, the Monahan site, which is several miles from central interpreted features of the battlefield, cannot be viewed as a site which will enhance the visitor's experience or link museum experiences to the park's on the ground resources, express goals of the RFP's site selection criteria. Once visitors have taken advantage of the facilities on the Monahan site, they will have to drive or be bussed several miles to tour central interpreted features of the park. Moreover, the most direct route to the park in this regard is Route 30, a developed commercial strip which by no means is an appropriate or attractive means to link the visitor's museum experience to the park. These drawbacks of the Monahan site are in contrast to the LeVan site. Visitors will be able to walk from the LeVan site to central interpreted features of the park without viewing significant contemporary intrusions (except for the deplorable and unavoidable Gettysburg Tower).

Evaluation Criterion 5: Organization and Management Approach.

Both the Kinsley and Monahan proposals are assessed as good under Criterion 5 for the reasons discussed by the evaluation panel.

Evaluation Criterion 6: Previous Experience.

The Kinsley proposal is assessed as strong under Criterion 6 and

the Monahan proposal as good under this criterion for the reasons discussed by the evaluation panel. The Kinsley team and Monahan team are distinguished in this regard primarily because of Kinsley's more comprehensive development experience, including the successful renovation of the historic Gettysburg Hotel.

Criterion 7: Financial Capability.

The Kinsley proposal is assessed as strong with respect to Criterion 7 for the reasons discussed by the evaluation panel and Monahan protest report. The Monahan proposal is assessed as fair with respect to Criterion 7 for the reasons discussed by the evaluation panel and the Monahan protest report. In making this assessment, due consideration has been given to the Monahan protest. Nonetheless, there is still a serious concern that Monahan's proposal to obtain donations for the total cost of the proposed facilities is unduly ambitious, particularly in light of the amount of money involved and Monahan's extensive related commercial facilities. The Kinsley proposal, with its mix of funding sources, commercial loans and fundraising, is considered a more achievable plan. It is noted that Monahan shares at least in part these concerns about its financing proposal, stating as follows in a September 17, 1997, letter to the evaluation panel:

> However, while we are confident that we can raise all the money necessary to build the Visitor Center and Museum, we do have a developed backup plan in case our projections fall short. Those plans would include a combination of injecting additional equity and borrowing the balance of the funds to complete the construction of the Visitor Center and Museum. While we do not feel this alternative will be necessary and is far less attractive to the Park Service than our primary plan, we recognize the need to have more than one alternative to insure successful completion of the Visitor Center and Museum and demonstrate our long-term commitment to the Park Service. (Emphasis added.)

Criterion 8: Cooperative Agreement.

The Kinsley proposal is assessed as strong under Criterion 8 for the reasons discussed by the evaluation panel. The Monahan proposal is assessed as fair under Criterion 8 for the reasons discussed by the evaluation panel and the Monahan protest report. Most significantly, the Monahan proposal does not provide NPS with approval authority over Monahan's proposed related facilities as required by the RFP.

Criterion 9: Innovation and Leverage.

Both the Kinsley and Monahan proposals are assessed as good under this criterion for the reasons discussed by the evaluation panel.

Criterion 10: Financial Benefits to NPS.

The Kinsley proposal is assessed as good under Criterion 10 for the reasons discussed by the evaluation report. The Monahan proposal is assessed as strong under this criterion as it suggests providing the visitor center and museum facilities to NPS without cost. The evaluation panel assessed the Monahan proposal as good under Criterion 10 on the basis of feasibility concerns. However, it is considered that concerns about the feasibility of the proposal are more appropriately to be taken into account under Criterion 7.

CONCLUSION:

The Kinsley proposal is assessed as stronger than the Monahan proposal with respect to Criterion 1 - goals 1, 2, and 3, Criterion 2, Criterion 3, Criterion 4, Criterion 6, Criterion 7, and Criterion 8. The Monahan proposal is assessed as stronger than the Kinsley proposal with respect to Criterion 10. On an overall basis, the Kinsley proposal is considered a better proposal than the Monahan proposal under the RFP's evaluation criteria, particularly noting, among other matters, the more relevant experience of the Kinsley team, its proposed site which best meets the RFP's site selection criteria, its financing plan which is considered to be the most achievable of all the plans proposed, and its proposed cooperative agreement which best meets the stated cooperative agreement objectives of the RFP. In connection with Criterion 10, financial benefits to NPS, the Monahan proposal is assessed as stronger than Kinsley proposal. However, the expressed concerns about the achievability of the Monahan financing plan must be taken into account when considering the proposal on an overall basis.

United States Department of the Interior

NATIONAL PARK SERVICE
1849 C Street, N.W.
Washington, D.C. 20240

Office of the Director

D22(0001)

FEB 6 1998

Mr. Randy Harper
The Gettysburg Battlefield Coalition
5220 Spring Valley Road
Suite 300
Dallas, Texas 75240

Dear Mr. Harper:

This responds to your attorney's letter of November 15, 1997, protesting my November 6, 1997, selection of the Kinsley Equities, Inc. (Kinsley) proposal as the best overall proposal received in response to the National Park Service (NPS) Request for Proposals --- Gettysburg Visitor Center and Museum Facilities (RFP). In addition, your protest was augmented by a letter of January 11, 1998.

In response to your protest (and a protest submitted by the Monahan Group), I have reconsidered my decision as to the best overall proposal received in response to the RFP, taking into account the proposals received, the October 13, 1997, recommendations and analysis of the evaluation panel, and the views and information contained in your protest.

Before discussing the results of my reconsideration, I note that your protest asserts that the NPS selection process was subject to unfair public and political activity, pointing out that an October 17, 1997, USA Today article stated that the Kinsley proposal had been selected as the best overall proposal received in response to the Gettysburg RFP. This article was not accurate. At that time, my final selection of the best proposal had not been made. However, the RFP's evaluation panel analysis and recommendations were completed on October 13, 1997. I regret that news of this action apparently was provided to the press. This was done without my knowledge or authorization.

Subsequent to the completion of the evaluation panel's work, I and members of my staff briefed Members of Congress and staff on the background and process of the Gettysburg RFP. Such briefings are a usual procedure in matters in which the Congress has an interest. No Members of Congress nor Congressional staff sought to influence me as to which proposal received in response to the Gettysburg RFP should be selected for negotiation of the Visitor Center and Museum cooperative agreement. My selection of the best overall proposal under the RFP's evaluation criteria was made based on review of the proposals and the recommendations and analysis of the evaluation panel.

My reconsideration of your proposal has resulted in a more favorable assessment of it under the RFP's evaluation criteria. However, and, although I know this result will disappoint you, my reconsideration of your proposal leads me to conclude again upon application of the RFP's evaluation criteria that the Kinsley proposal was the best overall proposal received. The reasons for my conclusions are set forth in detail in a GBC protest report (Attachment A) and a GBC reconsideration report (Attachment B).

In summary, I consider that the Kinsley proposal under the RFP's evaluation criteria was the best overall proposal received, because, among other matters, it demonstrates more relevant experience to undertake the project than any of the other proposals (Evaluation Criterion 6), its mixed equity/debt financing plan appears most likely to be achievable of any of the financing plans submitted (Evaluation Criterion 7), and its proposed cooperative agreement best meets the terms of the RFP (Evaluation Criterion 8). Although I consider your proposal to be strong in several respects (as noted in Attachment B), I do not consider it be as good as the Kinsley proposal on an overall basis, particularly noting the lower relative achievability of your financing plan, your proposed admission fee to the Visitor Center and Museum, and, the limitations of NPS authority under your proposed cooperative agreement.

In addition to the information provided in this letter, and as we have offered several times in previous correspondence, Mr. Michael Adlerstein, Associate Regional Director and Chairman of the RFP's evaluation panel, is prepared to provide you with a debriefing on your proposal at your request. I regret that my schedule does not allow me time to provide Gettysburg RFP debriefings. I note, however, that Mr. Adlerstein some time ago completed debriefings with all of the other offerors which requested one, including the Monahan Group, another offeror that protested my selection of the Kinsley proposal. None of these offerors objected to Mr. Adlerstein conducting these debriefings.

Thank you again for the very considerable time and effort that went into developing your proposal in response to the Gettysburg RFP. Your interest in the preservation and interpretation of Gettysburg National Military Park is greatly appreciated.

Sincerely,

Robert Stanton
Director

Attachments

Attachment A

REQUEST FOR PROPOSALS - GETTYSBURG VISITOR CENTER AND MUSEUM FACILITIES COOPERATIVE AGREEMENT

Gettysburg Battlefield Coalition Protest Report

This provides a review of the protest filed by the Gettysburg Battlefield Coalition (GBC) in connection with the November 6, 1997, selection of the Kinsley Equities, Inc. (Kinsley) proposal for negotiation of the proposed Gettysburg cooperative agreement. The GBC protest was submitted by letter of November 15, 1997, and supplemented by letter of January 11, 1998.

Initial Protest Letter.

Procedural Issues.

GBC takes the position in its November 15, 1997, letter that the Gettysburg RFP and the National Park Service (NPS) selection process was subject to the requirements of the Federal Acquisition Regulations (FAR).

However, the Gettysburg RFP, by its express terms, solicited proposals for a cooperative agreement under which NPS and a selected cooperator would develop and operate visitor center and museum facilities for Gettysburg National Military Park. Such a cooperative agreement is expressly authorized by law for NPS programmatic purposes. 16 U.S.C. Section 1g.

The RFP states that it seeks proposals to enter into a cooperative agreement with a "visionary, creative organization which cherishes our nation's past to be part of a history-making public private collaboration which is intended to create the premier facility of its kind." The RFP makes no reference to NPS entering into a contract to procure the visitor center or museum facilities. To the contrary, the RFP states that there is no federal funding available for the construction of the facilities. The RFP states that the only federal funds available are for NPS operational purposes under the terms of the proposed cooperative agreement.

The FAR provisions cited by GBC expressly state that they are not applicable to cooperative agreements. 48 C.F.R. Section 2.101(h). Rather, they are only applicable to federal "acquisition" which is defined as follows in pertinent part:

> "Acquisition" means the acquiring by contract with appropriated funds of supplies or services (including construction) by and for the use of the federal government through purchase or lease, whether the supplies or services are already in existence or must be

created, developed, demonstrated, and evaluated.

48 C.F.R. Section 2.101(b).

In this connection, the term "contract" as used in the FAR means a "mutually binding legal relationship obligating the seller to furnish the supplies or services (including construction) and the buyer to pay for them. 48 C.F.R. Section 2.101(h). The GBC proposal, however, as with all the other responsive proposals received, offered, through the proposed terms of a cooperative agreement included in the proposal, to provide the contemplated facilities without payment from NPS. The GBC proposal expressly states that under its proposal NPS is not obligated to pay for the Gettysburg visitor center and museum facilities. The GBC proposal states that it is GBC's intention to enter into a partnership with NPS under the terms of a cooperative agreement with respect to the new visitor center and museum facilities.

For these reasons, it is considered that the RFP and the NPS selection process were not subject to the FAR. The Office of the Solicitor shares this view.

Although not mentioned in its protest, it is noted that GBC also stated in an October 16, 1997, letter, that an NPS decision to extend the RFP submission deadline from April 11, 1997, to May 9, 1997, was unfair as it "severely disadvantaged the bidders." However, it is considered that extending the submission deadline was an appropriate action which enhanced the possibility of increasing the number of good proposals in response to the RFP so as to allow selection of the best possible proposal in the public interest. The terms of the RFP did not preclude an extension of the submission date.

It also appears that GBC benefitted from the extension inasmuch as the LeVan site control letter (regarding the LeVan property, ultimately determined to be the best site proposed) that GBC submitted with its proposal, was dated May 5, 1997. In the absence of the extension to May 9, 1997, it appears that GBC may not have been able to demonstrate site control with respect to this property.

Proposal Evaluation Issues.

Site Selection.

GBC's first concern expressed in its initial protest letter as to the merits of the selection of the Kinsley proposal is with the selection of a site for the new visitor center and museum. GBC states that the RFP evaluation panel's October 13, 1997, memorandum "does not communicate the extent of GBC's research of potential sites." However, the evaluation panel addressed all of the sites for the visitor center and museum facilities identified in the GBC

proposal and concluded that the LeVan site it suggested was the best under the RFP's site evaluation criteria. The LeVan site was identified by the Kinsley proposal as its sole recommended site and by the GBC proposal as one of several suggested sites. The evaluation panel memorandum rates both the Kinsley proposal and the GBC proposal as "strong" with respect to site selection on the basis of the LeVan site.

GBC also states that the Kinsley organization misrepresented that it had "full control" of the Levan site. No source for this statement is provided. The Kinsley proposal does not state that it has "full control" of the site. In fact, its demonstration of site control for the LeVan site is the same as demonstrated by the GBC proposal, a letter from the property owner's attorney stating the owner's willingness to sell the property for the purposes of the new visitor center and museum.

Financial Capability; Debt Financing and Fundraising.

The GBC protest takes the position that the evaluation panel's memorandum was "confusing and misleading" because it did not take into account that the GBC financing plan for the new facilities includes fundraising as well as debt.

The first mention of GBC's financing plan is on p. 1-2 of its proposal where it states that "the project will be financed by tax-exempt bonds, owned by the Coalition as a non-profit entity and managed by the National Park Service." Fundraising is not mentioned. However, later in the GBC proposal (p. 2-5), it states, in conflict with its initial statement, that the "project will be financed with long term, tax-exempt bonds and donations raised by the Gettysburg Battlefield Coalition."

In a June 6, 1997, letter to GBC the evaluation panel asked GBC to clarify its proposal by providing, among other matters, the following information:

> If your proposal relies on donations, please clarify where donations, grants and gifts are to be sought, and provide a schedule for obtaining necessary funds and the source of where interim financing will come from.

GBC's June 23, 1997, response, states as follows:

> The source of funds for the construction of the Visitor Center and Museum is the proceeds of tax-exempt municipal bonds, not donations. (Emphasis in the original text.)

The evaluation panel's memorandum states that GBC's proposal is to finance the facilities on a debt only (no equity) basis through issuance of bonds. However, it also states that the GBC proposal mentions the possibility of fundraising as an additional financing

mechanism. In this connection, the financing documentation and pro-forma provided with the GBC proposal are based on an assumption of total debt to be paid from revenues, and, expressly, do not incorporate fundraising revenues.

In these circumstances, it is considered that the evaluation panel's memorandum appropriately characterizes the GBC proposal with respect to its financing plan.

More importantly, however, the evaluation panel's memorandum comments to the effect that, although GBC's proposal mentions fundraising as a possible additional financing mechanism, a substantive discussion of this possibility was not contained in the proposal.

The RFP contained a number of express requirements in the event a proposal's financing plan included fundraising. Specifically:

> If your proposal includes fundraising, describe how your organization plans to raise funds for the proposed Concept and Strategy. Include in this description, if applicable, your experience with fundraising, grant writing and subsidies as well as past and anticipated success rates in regard to additional ways of generating revenues. Please identify the persons or persons who will be primarily responsible for fundraising, and provide information relating to their qualifications and past track record.

Despite these requirements of the RFP, the GBC proposal does not describe in meaningful detail how the organization plans to raise funds. It also fails to describe any fundraising experience by any of the team members. Finally, the GBC proposal does not identify the persons or persons who will be primarily responsible for the fundraising, or, of course, provide information relating to their qualifications and past track record.

In fact, in response to the RFP requirement that a fundraiser be identified, the GBC proposal only indicates that GBC has "spoken" with several fundraising firms and states:

> However, it would be premature for the Coalition to mention or to contact any specific firm. **To foster the spirit of cooperation so necessary to this endeavor, and to ensure that the consultant ultimately retained will adhere to the NPS fundraising guidelines, as previously noted we recommend that the fundraising consultant be a joint selection of the Coalition and the Board of the**

Gettsyburg Foundation in consultation with the NPS.[1]

(Emphasis in original text.)

In addition to the RFP's express requirements regarding substantiation of fundraising proposals, the evaluation panel's June 6, 1997, letter, to GBC expressly asked:

> If your proposal relies on donations, please clarify where donations, grants and gifts are to be sought, and provide a schedule for obtaining the necessary funds and the source of interim funding.

As discussed above, GBC's response to this request stated that the source of funds for the construction of the visitor center and museum facilities would be the proceeds of tax exempt municipal bonds, "not donations." (Emphasis in original text.)

The response did not include the information requested by the June 6, 1997, letter.

For these reasons, it is considered that the GBC proposal does not adequately establish GBC's fundraising capability under the terms of the RFP.

The Merits of GBC's Financing Plan.

The Kinsley proposal contemplates establishment of a non-profit organization which will raise the funds for the visitor center and museum through a mix of commercial lending and fundraising. It credibly discusses and substantiates the ability of the organization to obtain commercial and charitable funding. In addition, the Kinsley team includes an experienced fund-raising organization. The evaluation panel considered that the Kinsley financing proposal suggests an achievable mix of equity (raised through fundraising) and debt (from commercial sources).

GBC's financing plan (subject to the references to the possibility of fundraising discussed above) is to raise all of the necessary funds through issuance of tax-exempt municipal bonds. The

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[1] In a June 23, 1997, to the RFP evaluation panel, as mentioned in its protest, GBC stated that its's "fundraising resources" also include, "per an attached letter", Dr. Michael Berenbaum, President and CEO of Steven Spielberg's Survivors of the Shoah Visula History Foundation. However, no qualifications of Mr. Berenbaum as a fundraiser were provided and his letter to GBC merely wishes it well in the competition [the Gettysburg RFP] and that -- "Naturally, we will be willing to cooperate in whatever way is possible.")

evaluation panel noted a number of reservations with respect to this plan.

The 100% debt financing proposed by GBC requires, in comparison to the Kinsley mixed debt/equity proposal, higher revenues from the facilities in order to service the higher debt. It is considered that the substantial equity contribution proposed by Kinsley to be raised through charitable fundraising significantly enhances the economic achievability of the project.

In addition to the relatively high level of revenue necessary to service the debt financing proposed by GBC, GBC proposes that a major source of the required revenue would be a per person admission fee to the visitor center and museum in amounts exceeding $10 for adults and a somewhat lower fee for children, and also, a $3 per car parking fee.

Under these rates, a family of four, in a private vehicle, would have to pay more than $40 just to enter the visitor center and museum. This is a steep price and is in marked contrast to the fact that NPS in other national parks does not charge admission fees for visitor centers at all nor does it normally charge a fee for general interpretive exhibits. In fact, as noted by the evaluation panel, the current Gettysburg visitor center and museum are free to the public. Admissions are charged only for specialized interpretive programs (the electric map and cyclorama.)

One of the express goals of the RFP is to improve interpretive opportunities "for all visitors to the park." The GBC proposed per person admission charge appears to be in conflict with this goal.

Under the Kinsley proposal, the non-profit owner of the facilities would impose no fee for admission to the visitor center and museum.[2] Fees would be charged within the facilities only for additional, optional activities. (The only general fee proposed by Kinsley is a modest $2 per vehicle parking charge, where applicable.) Accordingly, in addition to the lower revenue stream needed by the Kinsley proposal in light of its proposed equity contribution, the major portion of the revenue it does require would come from optional fees to the visitor rather than from a mandatory visitor entrance fee as proposed by GBC.

GBC's protest, in response to this apparent advantage, takes the position that by the time a family leaves the facilities proposed by the Kinsley organization, its out-of-pocket cost, after paying

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[2] The Kinsley proposal does suggest that NPS may choose to charge a fee for admission to the NPS museum. NPS, however, does not charge a fee for admission to the current museum and does not intend to do so in the new facilities.

for optional activities, would be greater than the amount of the GBC proposed admission fee. This could be the case with respect to some families, but certainly not all. More importantly, the Kinsley proposal leaves to the family the decision as to how to allocate their spending for their visit to Gettysburg.

There is also a question as to the validity of GBC's visitation projections in light of its proposed admission fee, particularly, whether a number of projected visitors may pass up the visitor center and museum altogether to avoid paying the admission fee and proceed directly to tour the park (for free) without having had the benefit of the visitor center and museum's interpretive programs.

Further, as explained in the GBC proposal's discussion of tax-exempt bond financing, there is a significant drawback to utilization of this financing method. GBC states that under the Internal Revenue Code, NPS cannot "use" the facility if developed with tax-exempt financing. This, of course, is a very important limitation to NPS. GBC suggests that there is a way around this problem, i.e., that GBC would "hire" the NPS as the manager of the facility. However, whether this mechanism will satisfy IRS requirements is not certain. There is also a concern that NPS may not have necessary legal authority to be "hired" as a property manager by a private entity.

The GBC proposal suggests that if tax-exempt bond financing is not obtainable, GBC could undertake the project with taxable financing. However, the proposal does not provide required information for such a financing method nor does it attempt to demonstrate its feasibility. In this connection, there is an apparent consequence of taxable financing, a substantial increase in the already steep admission fee GBC proposes to charge to enter the visitor center and museum.

Another significant drawback to the GBC proposal is its proposed cooperative agreement. The RFP required proposals to address certain terms regarding its proposed cooperative agreement. As relevant to the GBC proposal, the RFP states:

> **Activities and Services.** The cooperative agreement must contain appropriate provisions to ensure that cooperator activities undertaken at the Complex are subject to NPS approval.

GBC's proposed cooperative agreement, however, only states that the facilities are to be operated and maintained by GBC and that "from time to time the Gettysburg Coalition shall consult with the National Park Service concerning the uses of and users of the Visitor Center and Museum facilities." Such a consultation provision does not satisfy the RFP's requirement for NPS approval of GBC's activities and services.

The RFP also states that NPS, under the terms of the cooperative agreement, will retain rate approval authority for any activities occurring within park boundaries (as is the LeVan site). However, the GBC proposed cooperative agreement only states as follows in this connection:

> The Gettysburg Coalition shall consult with the Park Service prior to establishing or changing any admission or other fees to the public, and agrees that such fees shall be set at levels that are consistent with other comparable educational and/or entertainment opportunities.

Such a consultation provision does not satisfy the RFP's requirement for NPS rate approval authority for sites within park boundaries.

GBC's protest states that its proposal is better for NPS because under it NPS would not pay GBC for its use of the facilities as opposed to the Kinsley proposal under which NPS would be responsible for a pro-rata share of operating costs related to its use of the facilities. However, the GBC proposal also would take away from NPS certain current NPS revenues to help fund GBC operations. Under the Kinsley proposal, NPS would retain its current revenue sources. Which situation is better for NPS depends in large part on the credibility of the respective proposal's estimates of operating and maintenance costs. These differ significantly and it may be appropriate therefore to consider that the two proposals are substantially equal with respect to financial benefit to NPS.

Supplemental Protest Issues.

By letter of January 11, 1998, GBC submitted a supplement to its earlier protest. Several of the issues it raises are premised on GBC's contention that the RFP and selection process were subject to the FAR, as discussed above. Additional points are addressed as follows.

Failure to Evaluate Proposals Solely on the Factors Specified in the Solicitation.

GBC states that it has been able "to gain additional insight into NPS's evaluation of the proposals from the recent statements of various NPS employees." GBC states, without substantiation, that NPS had a "controlling perspective" that "any admission fee involved in financing the project must be charged by a for-profit partner with respect to related facilities." The RFP and the recommendations and analysis of the evaluation panel have been examined in this regard without finding anything in these documents which supports this assertion.

GBC's states that its proposal constitutes a donation to NPS, noting that the RFP states that "NPS will consider a credible proposal to donate the Visitor Center/Museum Facilities as superior to proposals which call for development of Related Facilities."

However, the complete statement contained in the RFP in this regard is as follows:

> NPS believes that most proposals received will include suggestions for Related Facilities. However, NPS points out that potential cooperators do not have to propose Related Facilities. Potential cooperators may submit proposals regarding only the cooperative development and operation of the Visitor Center/Museum facilities or may propose to simply to donate all necessary funds to NPS to develop the Visitor Center/Museum facilities. NPS will consider a credible proposal to donate the Visitor Center/Museum Facilities as superior to a proposal which call for development of Related Facilities. (Emphasis added.)

GBC's position that its proposal is a donation to NPS within the meaning of the RFP is not accurate. The GBC proposal does not offer to "simply donate all necessary funds to NPS" to develop the visitor center and museum facilities. Rather, it suggests that GBC will retain title to and operate the facilities at least until such time as its tax-exempt bonds are paid off and that GBC will be entitled under the terms of the cooperative agreement to collect and expend admission fees and other revenues generated by the facilities during that period. It is noted that the Kinsley proposal likewise offers to donate the facilities to NPS after payment of financing debt.[3]

GBC states on the basis of an NPS handout issued after the November 6, 1997, selection of the Kinsley proposal, that, contrary to the terms of the RFP, the facilities under the Kinsley proposal will be managed by a non-profit corporation. The Kinsley proposal does provide for general management of the facilities by a non-profit corporation in cooperation with NPS. This arrangement, however, is consistent with the RFP which states as follows in pertinent part:

> NPS considers that most proposals received will suggest,

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[3] The position of GBC that it is making a donation to NPS appears to be in conflict with its position that the Gettysburg cooperative agreement is a procurement by NPS subject to the FAR. In addition, it is noted that the GBC proposal calls for payment of a development fee in excess of $2 million from the proceeds of the tax-exempt bond financing. The GBC protest does not address this development fee in connection with its position that the GBC proposal constitutes a donation.

> as part of the overall cooperative arrangements, general NPS operation and management of the Visitor Center/Museum Facilities, including, as is done now, collection of interpretive fees by NPS and general NPS operation of its programs.
>
> Proposals, however, may also suggest other strategies to operate and maintain cooperatively the Visitor Center/Museum Facilities. Such strategies may include a blend of public and private management and operation or other solutions that provide the park with needed facilities and services while limiting NPS financial participation.

GBC states, also on the basis of an NPS handout issued after the November 6, 1997, selection, that the reimbursement the Kinsley proposal requires NPS to make for operational and maintenance expenses resulting from NPS use of a portion of the facilities is inconsistent with the RFP. However, the RFP expressly states that NPS is prepared to pay maintenance and operating expenses in connection with NPS use of the facilities. GBC also asserts in this connection that it cannot understand how NPS could rate the Kinsley proposal superior to the GBC proposal in light of the cost to NPS for operating and maintenance expenses occasioned by NPS use of the facilities. This issue is responded to above in connection with discussion of the GBC financing proposal.

GBC points out that NPS indicated in a further handout issued after the November 6, 1997, selection that the Kinsley proposal is under review by NPS to see whether it might be improved in certain respects. GBC, because of the possibility for improving the Kinsley proposal, questions how the Kinsley proposal could have been selected as the best overall proposal received in response to the RFP.

However, the RFP makes very clear that the proposal selected as the best overall proposal is subject to modification after the selection through the cooperative agreement negotiation process and further necessary environmental and planning procedures. The ongoing NPS public planning process reflects these provisions of the RFP. The fact that the Kinsley proposal may be improved during negotiation and public planning processes does not mean that it was not the best overall proposal received in response to the RFP.

Finally, the GBC supplemental protest states that GBC "is informed and believes" that NPS held additional discussions with Kinsley after the evaluation panel's interview of the offerors. However the GBC protest did not include the information GBC states it has in this connection nor does it otherwise substantiate the occurrence or nature of alleged additional discussions with Kinsley. In any event, the selection of the best overall proposal was made through application of the RFP's evaluation criteria to

the content of the proposals received.

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Attachment B

GETTYSBURG RFP RECONSIDERATION

Gettysburg Battlefield Coalition and Kinsley Proposals

The following reconsideration of the GBC and Kinsley proposals applies the RFP's evaluation criteria to the proposals and takes into account the October 13, 1997, recommendations and analysis of the RFP's evaluation panel, the views and information contained in the GBC protest, and the discussion contained in the GBC protest report.

Evaluation Criterion 1: Consistency with NPS Goals.

A. Goal I. National Park Service Facilities.

Both the Kinsley and GBC proposals are assessed as good with respect to the degree to which they provide the NPS facilities sought by the RFP for the reasons stated in the evaluation panel's memorandum and analysis. Both proposals meet the park's four primary objectives, protecting the park's collection of archives and objects, preserving the cyclorama painting, provision of new visitor center and museum facilities, and rehabilitating Ziegler's Grove and the High Water Mark of the Battle of Gettysburg through removal of the current visitor center and cyclorama building. However, it is noted that, while then GBC proposal is considered as good on an overall basis with respect to this multi-faceted goal, there are reservations as to the degree to which the proposal meet's the Goal I objective of improving interpretive opportunities for all visitors to the park in light of the proposal's suggested admission fee to the visitor center and museum as discussed further below.

B. Goal II. The Park and its Setting.

Both the Kinsley and the GBC proposals are assessed as strong with respect to Goal II (assuming selection of the LeVan site with respect to the GBC proposal). Both proposals suggest building the facilities on an appropriate site and commit to design facilities which respect the facilities' location and setting and respond to the natural landscape features of the site. The Kinsley proposal would further preservation of the surrounding areas through acquisition of adjacent properties in addition to the LeVan site. The GBC proposal would further preservation of the area through its suggestions for related development in the Borough of Gettysburg. It is noted that the evaluation panel found

the GBC proposal to be good, not strong, with respect to Goal II. It is considered, however, for the reasons stated, that it warrants a strong rating.

C. Goal III. Related Facilities Development.

Both proposals are assessed as strong with respect to Goal III for the reasons discussed by the evaluation panel. The GBC proposal does not call for related facilities and the related facilities called for by the Kinsley proposal are relatively limited in scope and generally appear to be fitting and appropriate to the mission and educational purposes of the park, although, as noted in the NPS letter of selection, not all aspects of the Kinsley proposal are acceptable and may change after completion and consideration of the results of the proposal's public planning process.

D. Goal IV. Project Operations, Maintenance and Management.

The Kinsley proposal is assessed as good with respect to Goal IV for the reasons stated by the evaluation panel. In summary, the Kinsley proposal provides an effective management structure which appears able to responsibly operate maintain and deliver quality interpretation. The Kinsley proposal also demonstrates that the facilities will be able to generate revenues necessary to support their operations through its several revenue producing features.

The GBC proposal also suggests an effective management structure. In addition, and although there are some concerns about the ability of the operations to generate revenues sufficient to support the operations of the facilities in light of the possibility of a proposed admission fee deterring visitation (as discussed in the GBC protest report), it is considered that the GBC proposal should be considered as good with respect to Goal IV. It is noted that the evaluation panel rated the GBC proposal as fair with respect to this goal on the basis of a concern about lost NPS revenue under the GBC proposal. This concern has merit but more properly should be taken into account under evaluation criterion 10 as discussed below.

E. Goal V. Preservation.

Both the Kinsley and the GBC proposals are assessed as good with respect to Goal V for the reasons discussed by the evaluation panel.

Evaluation Criterion 2. Preservation of the Battlefield and its Resources.

Both the Kinsley and the GBC proposals are assessed as good with respect to Criterion 2 for the reasons discussed by the evaluation panel.

Evaluation Criterion 3. Environmental Stewardship and Sustainability.

The Kinsley proposal is assessed as strong with respect to Criterion 3 for the reasons discussed by the evaluation panel. Although the evaluation panel assessed the GBC proposal as good with respect to this criterion, it is considered that the GBC proposal also is strong in this regard, particularly because of its suggestions for enhancement of the Borough of Gettysburg.

Evaluation Criterion 4. Site.

Both the Kinsley and GBC proposals are assessed as strong with respect to Criterion 4 for the reasons discussed by the evaluation panel, noting that the GBC proposal is only considered as strong on the basis of the selection of the LeVan property as the site for the proposed facilities.

Evaluation Criterion 5. Organization and Management Approach.

Both the Kinsley and the GBC proposals are assessed as good with respect to Criterion 5 for the reasons discussed by the evaluation panel. However, this assessment is based on the assumption that the GBC's financing proposal is to raise funds through the sale of tax-exempt bonds. As discussed further below, it is not considered that GBC's proposal is sufficient with respect to demonstrating the ability to raise funds through charitable donations.

Evaluation Criterion 6. Previous Experience.

The Kinsley proposal is assessed as strong and the GBC as good with respect to Criterion 6 for the reasons discussed by the evaluation panel.

Evaluation Criterion 7. Financial Capability.

The Kinsley proposal is assessed as strong and the GBC proposal as fair with respect to Criterion 7 for the reasons discussed by the evaluation panel and the GBC protest report. In making this assessment, careful attention has been paid to the information and views presented in the GBC protest. In summary, it is considered that GBC's reliance on total debt financing, even if feasible as a technical matter, is not as achievable as the debt/equity financing plan suggested by the Kinsley proposal (noting in particular the higher revenue stream necessary to service the GBC debt, the fact

that a major portion of this revenue is to come from a per person entrance fee, and the possibility that GBC's visitation projections will not be met in light of this fee). Due consideration has been given to the views presented in the GBC protest with respect to GBC's ability to augment its tax-exempt financing proposal through fundraising. However, for the reasons discussed by the evaluation panel and in the GBC protest report, it is not considered that the GBC proposal adequately substantiates a GBC fundraising capability.

Evaluation Criterion 8. Cooperative Agreement.

The Kinsley proposal is assessed as strong with respect to Criterion 8 for the reasons discussed by the evaluation panel. The GBC proposal is assessed as fair with respect to Criterion 8 for the reasons discussed by the evaluation panel and the GBC protest report. In summary, the cooperative agreement proposed by GBC does not provide NPS approval authority over the activities and services to be undertaken in the facilities and does not provide NPS with approval authority over rates for services provided to the public, both as required by the RFP.

Evaluation Criterion 9. Innovation and Leverage.

Both the Kinsley and GBC proposals are assessed as good with respect to Criterion 9 for the reasons discussed by the evaluation panel.

Criterion 10. Financial Benefit to NPS.

The Kinsley proposal is assessed as good with respect to Criterion 10 for the reasons discussed by the evaluation panel. Upon reconsideration, the GBC proposal is also assessed as good in this regard for the reasons discussed in the GBC protest report. Although the evaluation panel assessed the GBC proposal as fair under this criterion because of, among other matters, the loss of NPS revenue sources under the GBC proposal, it is considered that which proposal is superior to the other with respect to financial benefit to NPS is dependent in large part on the relative reliability of the respective proposal's projections of operating expenses. In these circumstances, it is considered appropriate to assess both proposals as good under Criterion 10. However, and although the GBC proposal is assessed as good in this regard, when evaluating proposals on an overall basis, the relative achievability of proposed financial benefits must be taken into account.

CONCLUSION:

The Kinsley proposal is considered stronger than the GBC proposal with respect to Criterion 6, Criterion 7, and Criterion 8.

The GBC proposal is not considered to be stronger than the Kinsley

proposal under any of the criteria. The Kinsley proposal on an overall basis is considered to be a better proposal than the GBC proposal, particularly because, among other matters, the Kinsley team demonstrated more relevant experience, its mixed debt/equity financing plan is considered to be the more achievable than the GBC plan, and its proposed cooperative agreement better meets the cooperative agreement objectives stated in the RFP. Also of note is the free admission to the visitor center and museum facilities proposed by Kinsley in contrast to GBC's proposed per person admission charge.

5

APPENDIX 10: GMP/EIS PUBLIC WORKSHOP ATTENDEES

This appendix includes only those members of the public who signed the attendance sheets.

May 21, 1997 - Public Scoping Workshop

Atkinson, Albert *FNPG*
Barlett, JoAnn
Berchman, Albert
Book, Richard L.
Brady, James
Calp, Howard
Casteel, Gary
Christ, Elwood W.
Cleaver, Randy
Cole, Phil
Coughenour, Kavin
Coughenour, Kate
Cowan, Ronald
Crafton, Richard D.
Dayhoff, Sam
Daywalt, Stan
Eckert, Angela
Eckert, Larry
Ezell, Richard *Adams County Library*
Field, Howard
Finfrock, Barbara *FNPG*
Frankenfield, Pam
Frealing, Betty Lee
Gargas, George
Greenlee, Vickie *FNPG*
Hagan, Rosie
Hamm, Gail
Harmen, William
Harmon, Buzz
Harrison, Tom, Jr.
Hoffman, Jill
Hoffman John
Horner, John B.
Huggins, Philip
Lambert, Tim *WGET*
Larson, Andy
Laser, Sara
Murphy, Tricia *LBG*
Myers, Laurie C.
Myers, Tammy
Nash, Francis
Nordvall, Bob
Paddock, Jim
Patterson, John *Penn State Harrisburg*
Piavis, Christie
Piper, Tom
Platt, Bobbie
Pollock John
Purdy, Jay
Radcliffe, Dave
Richter, Carole
Ripton, Michael
Rumzo, Rom
Sacks, Harris *Civil War Round Table*
Savage. Bea
Scharon, Betty
Scharon, Lou
Schue, Kathi
Shealer, George
Shettle, Charles
Shettle, Rose
Snyder, Doug
Stanton, Beverly
Starner, Ray
Stevens, Kristen
Stipe, Joe
Stenhouse, Thomas
Tarbox, Charles
Uberman, E.
Vossler, Tom
Wagner, Bob
Weaver, Dave
Wilkinson, Linda L.
Winter, Thomas
Winter, Thomas, Jr.
Wood, Lisa
Woodford, Eileen *NPCA*
Wright, Bob

May 22, 1997 - Working Committee Public Workshop

Ciolino, Sal *Cumberland Township*
Coughenour, Kavin *Association of Licensed Battlefield Guides*
Greenlee, Vickie *Friends of the National Park at Gettysburg*
Heverly, Nancy *Pipe Creek CWRT\Volunteer GNMP*
Housch, Bobbie *Eastern National*
McAndrew, John *Gettysburg College*
Nelson, Hal *Former Army Chief of Military History*
Mowery, Dave *Gettysburg Area School District*
Platt, Bobbie *GNMP Advisory Commission*
Odom, Jean *South Central Community Action*
Powell, Walt *Gettysburg Battlefield Preservation*
Sterner, Charlie *Borough of Gettysburg*
Woodford, Eileen *National Parks & Conservation Assoc.*
Wright, Bob *Gettysburg Tours*

July 9, 1997 - GMP Public Workshop

Atkinson, Albert
Barbour, Dave
Bennett, Gerald R.
Brady, James P.
Bugash, Linda D.
Burns, John P.
Caba, G. Craig
Christ, E. W.
Cook, Thomas
Coughenour, Kavin
Coughenour, Kate
Cowan, Ronald
Crafton, R. D.
Eckert, Angela

Eckert, Larry
Ezell, Richard
Field, Howard A.
Frealing, Betty Lee
Friend, Louise Arnold
Greenlee, Vickie *FNPG*
Hagins, Terry
Harness, William M.
Hawkins, Phyllis
Heinle, A. G.
Hoffman, John O.
Hoffman, Marilyn G.
Horner, John B.
Larson, Andy L.
Laser, Sara
LeVan, Jim
Myers, Tammy
Neybaum, V.
Platt, Bobbie
Paddock, Jim
Pollack, John
Radcliffe, David
Ritchey, Pete
Ritchey, Ruth
Richter, Conrad
Richter, Carole
Ripton, Michael J.
Roach, Ed
Roach, Jim
Rumzo, Rom
Savage, Bea
Schaefer, Tom
Scharon, Betty
Scharon, Lou
Schmidt, Sarah L.
Schmitz, Craig
Schmoyer, Dick
Shealer, George
Shettle, Charles
Shettle, Rosalie
Shultz, Dean
Smoker, Darrell
Snyder, Doug
Snyder, Sara
Stanton, Beverly
Stipe, Joe
Strumello, Susan
Sutphin, Holly *Rep. Stephen Maitland's Ofc.*
Swartz, Jean
Uberman, Eric
Voight, James
Woodford, Eileen *NPCA*
Wright, Bob

July 10, 1997 - Working Committee Public Workshop

Caba, G. Craig *GBPA*
Christ, Elwood W. *Adams Co. Historic Society*
Ciolino, Salvatore *Cumberland Township*
Coughenour, Kavin *Association of Licensed Battlefield Guides*
Greenlee, Vickie *Friends of the National Parks at Gettysburg*
Frenchman, Dennis *ICON*
Heverly, Nancy *Pipe Creak CWRT\Volunteer GNMP*
Horner, John B. *Horner Enterprises*
Housch, Robert E. *Eastern National*
McAndrew, John *Gettysburg College*
Mowery, David *Gettysburg Area School District*
Nelson, Harold *Former Army Chief of Military History*
Norby, Lisa *NPS-Denver Service Center*
Odom, Jean *South Central Community Action*
Platt, Bobbie *GNMP Advisory Commission*
Shaffer, Mark *PA Historical & Museum Commission*
Small, B. J. *Gettysburg Times*
Smith, Timothy H. *GBPA*
Sterner, Charles *Borough of Getttysburg*
Stokes, Harry *Adams CO. Commissioner*
Weaver, Peg *Chamber*
Woodford, Eileen *National Parks & Conservation Assoc.*
Wright, Bob *Gettysburg Tours*

July 17, 1997 - Gettysburg National Military Park Advisory Commission Meeting

Commission Members Present:
Bennett, Gerald - Chairman *Mount Joy Township*
Hoffman, Daniel *Adams County Resident #1*
Latschar, John *Federal Officer*
Patterson, John *Local Historic Preservation Expert*
Platt, Barbara - Vice Chair *Adams County Resident #2*
Schmoyer, Richard *Director of Planning and Development - Adams County*
Troxell, William *Borough of Gettysburg*

Members of the Public Present:
Autry, Sharon
Finfrock, Barb
Greenlee, Vickie *FNPG*
Myers, Tammy
Uberman, Eric
Wright, Bob

August 20, 1997 - GMP Public Workshop

Adamik, Pauline
Adamik, Teresa
Atkinson, Albert *FNPG*
Bennett, Jerry
Book, Richard L.
Brady, James P.
Casteel, Gary
Christ, E. W.
Ciolino, Sal
Coates, Earl J.
Coughenour, Kavin
Drummond, Jack
Eckert, Angela
Eckert, Larry
Finfrock, Barb
Fitts, Deborah *Civil War News*
Friend, Louise Arnold
Geidel, Richard
Greenlee, Vickie *FNPG*

Harness, W. M.
Hawkins, Phyllis *FNPG*
Hoffman, Frank
Horner, John B.
Hughes, J. A.
Hurwitz, Jerry
Kiehl, Bob
Kralik, Jim
Lamb, Bill
Larson, Andy
Laser, Sara
Martin, Bill
Murphy, Tricia
Myers, Tammy
Neil, Pam
Nordvall, Bob
Paresel, John
Platt, Bobbie
Richter, Carole
Richter, Conrad
Roman, Elizabeth
Rumzo, Rom
Savage, Bea
Scharon, Lou & Betty
Schumacher, Lester
Schuler, Nancy
Shealer, George
Smoker, Darrell
Swartz, Jean
Vossler, Tom
Wilkinson, Linda
Winter, Thomas Jr.
Winter, Thomas
Witt, Paul
Wood, Lisa
Wright, Bob *Gettysburg Tours*

August 21, 1997 - Working Committee Public Workshop

Caba. Craig *Gettysburg Battlefield Preservation Assn.*
Coughenour, Kavin *Association of Licensed Battlefield Guilds*
Cresswell, Catherine *Adams County Economic Development Corp.*
Dayhoff, Samuel *Mt. Joy*
Greenlee, Vickie *FNPG*
Heverly, Nancy *VIP/Roundtables*
Horner, John B. *Horner Enterprises*
Housch, Bob *Eastern National*
McAndrew, John *Gettysburg College*
Mowery, David *Gettysburg Area S. D.*
Nelson, Harold *Former Army Chief of Military History*
Norby, Lisa *NPS-Denver Service Center*
Odom, Jean *South Central Community Action*
Penny, Greg *Penn Dot District 8 Office*
Platt, Bobbie *Advisory Commission*
Schmoyer, R. H. *Adams County Planning Office*
Shaffer, Mark *PA Historical & Museum Commission*
Small, B. J. *Gettysburg Times*
Stokes, Harry *County Commissioner*
Sutphin, Holly *Rep. Stephen R. Maitland*
Weaver, Peg *Chamber*
Wright, Bob *Gettysburg Tour Inc.*

October 15, 1997 - GMP Public Workshop

Atkinson, Albert *FNPG*
Barbour, Dave *Gettysburg College*
Boniol, Bill
Barbour, Dave
Bennett, Jerry
Book, Richard
Brady, James P.
Casteel, Gary
Christ, E. W.
Coates, Earl J. *FNPG*
Cole, Phil
Coughenour, Kavin
Eckert, Angela
Eckert, Larry
Ewers, Joe
Feuser, Ray
Finfrock, Barbara
Fox, Terry
Greenlee, Vickie *FNPG*
Gupman, Rick *Mt. Saint Mary's College*
Hawkins, Phyllis
Hawthorne, Fred
Johnson, Jim
Lambert, Tim *WGET AM*
Lebo, Jeff
Lebo, Laurie *York Sunday News*
Little, Robin Knox
Locher, Nancy
Mowery, Barb
Murphy, Tricia
Nordvall, Bob
Paddock, Jim
Paddock, John
Piper, Tom
Platt, Bobbie
Richter, Carole
Richter, Conrad
Rumzo, Rom
Russell, Michael W.
Scharon, Betty
Scharon, Lou
Schlack, Marion
Schlack, Ted
Siefken, Deb
Smoker, Darrell
Steintl, Roger
Storm, Ray
Troxell, Bill
Uberman
Valdiver, L.
Voight, James
Vossler, Barbara
Vossler, Tom
Whitman, Stephen
Winter, Thomas
Winter, Thomas Jr.
Woodford, Eileen *NPCA*
Wright, Bob *Gettysburg Tours*

October 16, 1997 - Working Committee Public Workshop

Coughenour, Kavin *Association of License Battlefield Guides*
Heverly, Nancy *Pipe Creek CWRT\Volunteer GNMP*
Little, Robin Knox
McAndrew, John *Gettysburg College*
Mowery, David *Gettysburg Area School District*
Platt, Bobbie *GNMP Advisory Commission*
Small, B. J. *Gettysburg Times*
Stokes, Harry *Adams Co. Commissioner*
Vasak, Lucia
Witt, Paul S.
Woodford Eileen *National Parks & Conservation Assoc.*
Wright, Bob *Gettysburg Tours*

October 18, 1997 - GMP Public Workshop

Anderson, Jeff
Bice, Steve
Dayhoff, Sam
Henzel, Hans *GNMP*
Horner, John B.
Laser, Sara
Martin, Leslie
Michener, Bill
Myers, Tammy
Ripton, Michael
Schumacher, Lester
Schwartz, John F.
Storm, Jerry
Swartz, Jean

November 7, 1997 - Press Conference Regarding the Request for Proposals for the Visitor Center & Museum Facilities

Adams, J. *Fox News*
Ayre, Wes *Historic Tours*
Bennett, Jerry *Advisory Commission*
Benton, Barbara *Moon House Media*
Coates, Jerry *FNPG*
Crawford, Alan *ALBG*
Creighton, Rick *Eastern National*
Dart, Bob *Cox Newspapers*
Davidson, Tom *Congressman Goodling's Ofc.*
Desjardin, Tom *Thomas Publication*
Diliania, Ken *Inquirer*
Driver, Dan *Kinsley Equities*
Finfrock, Barbara *FNPG*
Gennett, Tim *Park Visitor*
Gerhart, Tom *McGorrisk Group*
Greenlee, Vickie *FNPG*
Gunz, Tiffany *TV21*
Hoffman, Daniel *Advisory Commission*
Jacoby, Bonnie *National Tower*
Kiehl, Bob *Gettysburg Civil War Round Table*
Kinsley, Anne *Kinsley Equities*
Krempasky, Mike *PA DCNR*
Lyons, Ellen *Patriot News*
Martin, Ron *WGAL TV*
McAndrew, John *Gettysburg College*
Miller, Jerry
Myers, Tammy *Wax Museum*
Platt, Bobbie *Advisory Commission*
Powe, Greg *Zeidler Roberts*
Simmons, James
Strader, Jim *AP Newscenter*
Tristain, David *W HTM*
Uberman, Eric *C. M. Uberman, Ent.*
Vice, Michael *GNMP*
Woodford, Eileen *NPCA*

November 7, 1997 - Meeting Regarding the Request for Proposals for the Visitor Center & Museum Facilities

Barrett, Brenda *PHMC*
Bennett, Jerry *GNMP Advisory Commission*
Berk, Jessica *Hill & Knowlton*
Coates, Earl J. *FNPG*
Coughenour, Kavin *ALBG*
Creighton, Rick *Eastern National*
Davidson, Tom *Congressman Goodling*
Dayhoff, Sam *Permittee*
Deibler, Dan *PHMC*
Finfrock, Barbara *FNPG*
Greenlee, Vickie *FNPG*
Hall, David *Senator Santorum*
Harris, Doug *Portfolio Associates*
Hershey, Mike *Senator Santorum*
Hoffman, Daniel *Advisory Commission*
Hurdie, Kristin *National Trust for Historic Preservation*
Kinsley, Robert *Kinsley Equities*
McAndrew, John *Gettysburg College*
Nelson, Harold U. *S. Army (Retired)*
Platt, Bobbie *Advisory Commission*
Rohrbaugh, Kenneth *Gettysburg Tours*
Shealer, Thomas *Cumberland Township*
Simpson, Jean E. *Gettysburg Borough*
Smith, Ron *Gettysburg-Adams Chamber*
Stokes, Harry *County*
Weaver, Peg *Chamber of Commerce*
Woodford, Eileen *NPCA*

November 20, 1997 - Gettysburg National Military Park Advisory Commission Meeting

Commission Members Present:
Bennett, Gerald *Chairman Mount Joy Township*
Glass, Brent *State Preservation Officer*
Hoffman, Daniel *Adams County Resident #1*
Latschar, John *Federal Officer*
Patterson, John *Local Historic Preservation Expert*
Platt, Barbara *Vice Chair Adams County Resident #2*

Schmoyer, Richard *Director of Planning and Development- Adams County*
Spangler, Robert *Straban Township*

Members of the Public Present:
Alarian, William
Avavon, Joe
Ayres, Wes
Bankert, Alvin
Bice, Martha
Bice, Steve
Chambliss, Laurie
Christ, Elwood
Coates, Earl J. *FNPG*
Craley, Sally
Eckert, Angela
Eckert, Larry
Fallio, Kristen *Fox 43 News at Ten*
Finfrock, Barb
Frealing, Betty Lee
Gerhart, Tom
Glover, Carl
Greenlee, Vickie *FNPG*
Haynes, L. D.
Hummer, Bob
Jahmb, Fred
Jones, Andrea
Jones, Pam
Kelley, Ruth R.
Kinsley, Anne
Kinsley, Robert
Lamb, Bill *Hanover Evening Sun*
Latschar, Aaron
Lebo, Lauri *York Dispatch*
Leedy, Robert G.
LeVan, Jim
Markle, Steve
Metz, Thomas
Miller, Jerry
Minior, Joseph
Monahan, Bob
Myers, Mary M.
Peterson, Dick *The Conflict*
Peterson, Pauline
Petrosky, Nancy
Ponce, Heather
Ponce, Terry
Pore, Art
Pore, Joan
Powe, Greg *Ziedler Roberts*
Powell, Walter
Railing, Jennifer M.
Rebert, Clay A.
Richter, Carole
Richter, Conrad
Rohrbaugh, Kenneth
Rudisill, Sue
Ruth, Frank
Shultz, Dean A.
Smith, P. Daniel
Smith, Donald E.
Spangler, Georgianna *Congressman Bill Goodling Ofc.*
Stanton, Beverly Ann
Stark, Craig
Stringer, Bill
Stringer, Jane
Vossler, Barbara
Vossler, Tom
Wetzel, Ray
Winter, Thomas
Winter, Thomas Jr.
Wright, Bob *Gettysburg Tours*

December 17, 1997 - GMP Public Workshop

Ayre, Wes
Atkinson, Albert
Baker, Walter
Bennett, Jerry *Advisory Commission*
Berg, Sean
Berk, Jessica
Bice, Martha
Bice, Steve
Bise, Philip
Blough, Margaret D.
Brady, James P.
Bringman, Daniel M. *Lutheran Theological Seminary Gettysburg*
Bugash, Linda D.
Burger, Terry *Evening Sun*
Caba, G. Craig
Cain, James
Christ, Elwood W.
Coates, Earl J, *FNPG*
Coughenour, Kavin
Cowan, Ronald
Davidson, Tom *Congressman Goodling's Ofc.*
Decker, Barry
Duncan, Allen
Eckert, Larry
English, Dave
English, Jane
Farinnick, Lorraine
Fenstermacher, John
Finfrock, Barb
Fitts, Deborah
Frealing, Betty Lee
Fuss, John M.
Geidel, Richard
Glover, Carl
Greenlee, Vickie *FNPG*
Harness, William
Harper, Randy
Hemperly, Robin
Herman, Frank
Horner, John B.
Hull, Tod
Hurwitz, Jerald
Jackson, Joyce
Jacoby, Bonnie
Kinsley, Robert
Kohr, Rich
Larson, Andrew
Laser, Sara
Leedy, Robert
LeVan, Jim
LeVan, Mary

Martin, Leslie
Michener, Bill
Miller, Dan
Monahan, Bob
Monahan, Peter
Morey, Elsie D.
Mowery, B
Mowery, David
Murphy, John
Myers, Tammy
O'Toole, Denny
Paddock, Jim
Paris, Vicki *NPCA*
Petrosky, Mark
Piper, Tom
Platt, Bobbie
Powe, Greg *Zeidler Roberts Architects*
Powell, Walter Dr. *GBPA*
Rebert, Clay
Rideout, Dean
Roach, Jim
Rohrbaugh, Ken
Ruth, Frank
Savage, Bea
Scharon, Lou
Schmick, Jim *FNPG*
Shaffer, Mark
Shealer, George
Shettlo, Charles
Shettlo, Rorglie
Siple, Tristen
Smith, P. Daniel *House of Representatives*
Snyder, Doug
Stanton, Beverly
Stewart, Philip
Storm, Jerry
Uberman, Eric
Varish, Richard E.
Vossler, Tom
Ward, David H.
Witt, Paul
Wolf, Charles
Wolf, Mary
Wood, Lisa
Woodford, Eileen *NPCA*

December 18, 1997 - GMP Working Committee Public Workshop

Caba, G. Craig *GBPA*
Ciolino, Sal *Cumberland Township*
Coughenour, Kavin *ALBG*
Cresswell, Cathy *ACEDC*
Darden, Debbie *GNMP*
FitzGerald, Brion *GNMP*
Greenlee, Vickie *FNPG*
McAndrew, John *Gettysburg College*
Nelson, Harold *Former Army Chief of Military History*
Paris, Vicki *NPCA*
Platt, Bobbie *Advisory Commission*
Schmoyer, Richard *Adams Co. Planning*
Sterner, Charlie *Borough of Gettysburg*
Small, B. J. *Gettysburg Times*
Woodford, Eileen *NPCA*

January 31, 1998 - Open House at Gettysburg National Military Park

Aldrich, Bill *Friends*
Avalon, Joe
Bertani, Charles
Bianchini, Joe
Bianchini, Louise
Bice, Steve
Bish, Eileen
Bish, Jim
Brake, Kathy *Friends*
Brake, Terry *Friends*
Brooks, Ray
Brown, Gloria
Brown, Donald
Brownley, Debra
Carper, Denise
Carper, Randy
Chablis, Laurie
Chambliss, Laurie
Felker, Barry
Felker, Sandy
Field-Pickering, Andrew
Field-Pickering, Ben
Garrison, Bob
Gelsand, Kenneth
Gelsand, Ruth
Gladwell, Tom
Greeneltch, Guy
Hadalgo, Lou, Jr.
Harrison, Tom
Hawkins, Phyllis *Friends*
Hawkins, Richard *Friends*
Henzel, Vena
Horner, John
Jones, Claudine
Jones, Dick
Jones, Jill
Jones, Philip
Jones, Whitney
Kelly, Bryon
Kelly, Jason
Kramer, Bruce *Friends*
Krout, Brian
LeVan, James
LeVan, Marybeth
Long, Pete
Macreadie, Don
Maitland, Rep. Steven
Martin, Leslie
Martin, Heather
Mason, Bill
Mason, Cindy *Friends*
McWilliams, Rhonda
Michener, Bill
Miller, Ed
Miller, Elieen
Miller, James
Miller, Lavern
Miller, Paul
Murphy, Paul
Myers, Tammy

Owens, Joe *Friends*
Patterson, Steven
Pickering, Anne
Pieszak, Kathleen
Railing, Jennifer
Rembin, Michael
Richards, Franklin
Richter, Carol
Richter, Conrad
Rooks, Ray
Rosati, Bob
Rosati, Bryan
Ross, Linda
Ross, Stephanie
Rost, Ann *Friends*
Sandern, Vickie
Scharon, Betty *Friends*
Scharon,Lou *Friends*
Scherbik, Jay
Shaw, John *Friends*
Shaw, Karen *Friends*
Siple, Tristan
Smith, Paulette
Smith, Roy
Snyder, Ken
Snyder, Richard *Friends*
Swinn, Pete
Swinn, Phyllis
Thompson, April
Uberman, Eric
Valori, John
Wachsmuth, Kathy *Friends*
Wachsmiuh, Wayne *Friends*
Wagner, Martha
Weikel, Megan
Whitfield, Hank
Whitfield, Mark
Williams, Rhonda
Womack, Jeff *Friends*
Zeigle, Brendar
Zinn, Phil *Friends*

February 14, 1998 - Open House at Gettysburg National Military Park

Angelovich, Bob
Angelovich, Peggy
Barker, Linda
Barker, Jim
Benson, Marge
Benson, Rush
Berenholtz, Carl
Berenholtz, Evan
Bice, Steve
Birkner, Michael
Bohn, Alson
Bohn, Jeanne
Boland, Barbara
Boland, Chris
Bugbee, Graham
Carmen, Chris
Carmen, Glenda
Carper, Denise
Carr, Bob
Carr, Dick
Clark, Fred
Clark, Joan
Clark, Nina
Clark, Richard
Clouse, Jim
Clouse, Rosanna
Corbin, Jeff
Dziekowicz, Paul
Dziekowicz, Sherry
Ecker, Molly
English, David
English, Jane
Felker, Sandy
Forward, Dana
Forward, Robert
Geidel, Richard
Giuffreda, Tony
Glassman, Steve
Grunden, Leslie
Harrison, Tom
Harvey, Daniel
Harvey, David
Heberlig, Nancy
Hentzel, Hans
Heverly, Nancy
House, Dennis
Howard, William
Huber, Betty
Kalkowski, Irma
Kalkowski, Thomas
Kelly, Matt
Kelly, Steve
Kelly, Stevie
Kelly, Tracy
Lamb, Bill
Langville, Chip
Langville, Kathleen
Langville, William
Laser, Sara
Laser, Tom
Lvers, J.
Martin, Gene
McGlaughlin, David
McGregor, Kieth
Miller, Lynn
Miller, Ruban
Monahan, Bob
Mowery, Barb
Myers, Lottie
Myers, Mary
Myers, Stanley
Nelson, Geoff
Nelson, Susan
Pirrung, Maryanne
Price, J.
Raider, Scott
Railing, Jennifer
Reedy, Jack
Reedy, Laurie
Richter, Carol
Richter, Conrad

Roman, Becky
Roman, Elizabeth
Rutherford, Donna
Rutherford, Mac
Schwartz, Robert
Senski, Leah
Svehla, Joe
Shank, Hershel
Shank, Joshua
Shank, Kellyn
Shank, Wanda
Sitterly, Glen
Thomas, Midge
Thomas, Robert
Twig, Art
Twig, Carole
Urich, Dan
Urich, Jean
Wagner, Martha
Wagner, Richard
Weeks, Janet
Weeks, Jim
Weikel, Megan
Welsh, Louis
Wellington
Winter, Thomas, Jr.
Winter, Thomas, Sr

March 2, 1998 - GMP Public Workshop

Aldrich, W.S.
Archer, Darlene M.
Archer, John M.
Atkinson, Albert
Autry, Sharon
Beauregard, Alan
Bell, Clyde *GNMP*
Bennett, Jerry *GNMP Advisory Commission*
Bergeron, Emile
Bergeron, Linda
Berry, Cathyann
Bienstock, Al
Blough, Margaret D.
Brown, Gloria
Brown, J. P.
Bugash, Linda B. *Mammy Ruggles Tent No. 50 Division 5*
Caba, G. Craig *GBPA*
Carper, Denise
Carper, Randy
Christ, E. W. *GBPA*
Clark, David C.
Clark, Dick
Clark, Jean
Clark, Linda
Clouse, James M.
Coates, Jerry *FNPG*
Cochran, Steve
Codori, Richard
Collins, Mary Ruth *The Homestead*
Coughenour, Kavin
Crealey, Ruthe
Davidson, Tom *Congressman Goodling's Ofc.*
Decker, Barry
DeFayette, Helen
Deueteeth, Ed
Diamond, Ralph
Eckert, Angela R.
Eckert, Larry
Eckert, Peggy
Farrow, Kate *Orth Rodger & Associate*
Fenstermacher, John *Gettysburg Battlefield Preservation Association*
Finfrock, Barb *FNPG*
Fitts, D. *Civil War News*
Frealing, Betty Lee
Frey, Steve
Friend, Louise
Fuss, John *LBG*
Gerhart, Tom *Gettysburg Battlefield Coalition*
Gerow, Charlie
Glover, Carl *GBPA*
Golden, Richard R.
Harring, Ruth *MIT*
Hartwig, Scott
Hawthorne, Fred
Herring, Ruth *MIT*
Hershey, Donald Mr. & Mrs.
Hershey, Mike *Senator Rick Santorum*
Heverly, Nancy *TV Carroll Community*
Hoffman, Dan
Hoffman, Jill
Hoffman, John
Hopkins, Irma
Housch, Bobby *EN*
Huffman, Dave
Jacoby, Bonnie
Jones, Pam
Jones, Walton C.
Knierman, Pat *GNMP*
Lambert, Tim *WGET*
Latschar, Aaron
Lellan, Jane
LeVan, Jim
LeVan, Mary
Marinos, Speros
McClain, T. W.
Michener, Bill *2nd MD Inf. Co. A*
Micheal, Selena *Zeidler Roberts*
Miller, Dave
Miller, Jeff
Mitchell, Marc
Monahan, Bob Jr. *Monahan Group*
Monahan, Pete *General Lee's HQ*
Monrean, Vickey *FNPG*
Morey, Elsie D.
Mowery, Barb
Murphy, John
Neil, Bill
Neil, Pam
Nelson, Harold *Army Historical Foundation*
Ordway, Denise
Ordway, Debra
Paddock, Jim
Paull, Marcia *GACWS*
Paull, Ronald *GACWS*
Peterson, Dick *The Conflict*
Peterson, Pauline *The Conflict*

Platt, Bobbie
Rave, William J.
Rebert, Clay A.
Reilly, Robert *Evening Sun*
Richter, Carole E.
Richter, Conrad
Roach, Jim
Robinson, Mike
Roche, Gary *LBG*
Rohrbaugh, Kenneth
Russell, Michael W.
Ruth, Frank
Scharon, Betty
Scharon, Lou
Schmick, James E.
Schmoyer, Dick *County Planning Office*
Schuler, Nancy
Schwartz, Rob
Shealer , George
Shoemaker, Ann
Shoemaker, Sylvia
Shuey, Judy
Smith, Donald E.
Smith, Karlton *GNMP*
Smith, Vickie Karam
Stanchek, Jeffrey
Stevens, Kristen *GNMP*
Spangler, Robert
Stark, Craig *NHA*
Sterner, Bobbie
Sterner, Charles *Gettysburg Borough*
Stevens, Kristen *GNMP*
Stewart, Philip O.
Stigh, Raj
Sutphin, Holly *Rep. Maitland's Ofc.*
Tarbox, Charles
Troxell, William *Gettysburg Borough*
Uberman, Eric
Vossler, Barbara *FNPG*
Vossler, Tom
Wachsmuth, Wayne
Wagner, Dick
Wagner, Martha
Wolf, Charles
Wolf, Mary
Wood, Lisa
Woodford, Eileen *NPCA*
Wright, Bob *Gettysburg Tours*

March 3, 1998 - GMP Public Workshop

Autry, Sharon
Ayre, Wes
Beauregard, Ann
Bennett, Jerry *GNMP Advisory Commission*
Blough, Margaret D.
Bringman, Dan
Bugash, Linda D. *Mammy Ruggles No. 50 Division V*
Burgman, Lucinda
Caba, G. Craig
Carper, Denise
Clark, David C.
Clark, Linda
Coates, Jerry *FNPG*
Coughenour, Kavin
Eckert, Angela
Eckert, Larry
Finfrock, Barb *FNPG*
Hanzel, Hans
Hauck, Susan
Hall, Daniel *Senator Rick Santorum's Ofc.*
Hawthorne, Frederick
Heisey, May *Senator Santorum's Ofc.*
Hershey, Mike *Senator Rick Santorum's Ofc.*
Hill, Lisa *Gettysburg Seminary*
Horner, John B. *Horner Enterprises*
Jones, Pam
Jones, Walton C.
Lambert, Tim *WGET*
Leefer, Herbert
Leonard, Billy C.
Mahon, Emmet
Marinos, Speros G.
Michener, Bill
Monrean, Vickey *FNPG*
Murphy, John
Myers, Tammy
Paddock, Jim
Peterson, Dick *The Conflict*
Peterson, Pauline *The Conflict*
Platt, Barbara
Rebert, Clay
Reilly, Bob *Evening Sun*
Richter, Carole
Richter, Conrad
Russell, Michael
Ryan, Tom
Schuler, Nancy J.
Shealer, George
Shultz, Dean
Spangler, Georgiana *Congressman Bill Goodling*
Spangler, John
Stark, Craig
Stevens, Kris *GNMP*
Sutphin, Holly *Rep. Stephen Maitland's Ofc.*
Tarbox, Florence
Uberman, Eric
Wagner, Martha
Webb, Michael
Wood, Lisa
Woodford, Eileen *NPCA*
Wright, Bob *Gettysburg Tours*

March 4, 1998 - GMP Working Committee Public Workshop

Brown, Gloria
Caba, G. Craig *GBPA*
Ciolino, Sal *Cumberland Township*
Coughenour, Kavin *ALBG*
Davidson, Tom *Congressman Goodling*
Dayhoff, Sam
Heverly, Nancy *Pipe Creek CWRT\Volunteer*
Horner, John B. *Horner Enterprises*

McAndrew, John *Gettysburg College*
Monrean, Vickey *FNPG*
Murphy, John *Mainstreet Gettysburg*
Nelson, Harold *Army Historical Foundation*
Platt, Bobbie *Advisory Commission*
Reilly, Bob *Evening Sun*
Ryan, Thomas
Sayers, Mike
Small, B. J. *Gettysburg Times*
Uberman, Eric *C. M. Uberman Enterprise, Inc*
Witt, Paul *Gettysburg C&VB*
Woodford, Eileen *NPCA*
Wright, Bob *Gettysburg Tours*

March 21, 1998 - Open House Gettysburg National Military Park

Aldrich, William, Dr. *Friends*
Armstrong, Susan
Benson, Marge
Benson, Rush
Caba, Craig
Clay, Bekki *CWI*
Clouse, Jim
Clouse, Rosanna
Compton, Curt
Counts, Maggie *Friends*
DePalma, Dan
Eckert, Angie
Eckert, Larry
Fenstermacher, John
Finfrock, Barbara *Friends*
Fowler, Irvin
Gerow, Charles
Grim, Tina *CWI*
Hankey, Joan *Friends*
Hanson, Gertrude
Hawkins, Dick *Friends*
Hawkins, Phyllis *Friends*
Hixon, Chip
Hockenberry, Dan
Hoffman, Ralph
Hoffman, Rick *CWI*
Hughey, Dick *CWI*
Hutchinson, Paul *CWI*
Isherman, Ian *CWI*
Keener-Farley, Larry
Loski, Diana
Loski, Leonard
Langville, Chip
Langville, Kathleen
Langville, William
Markle, Don *CWI*
Marshall, Linda *CWI*
Metz, David
Metz, Richard
Metz, Robin
Miller, Lynn
Naugle, Patrick
Pirrung, Maryanna
Reedy, Jack
Reedy, Laurie
Ridshall, Harry
Roscoe, Jon *CWI*
Rutheford, Donna
Rutheford, Mac
Schwartz, Robert
Shultz, Judy *CWI*
Smiley, Emily
Smiley, Lena
Smiley, Ray
Spiese, Jay *CWI*
Sprenkle, Larry
Sprenkle, Lloyd
Vossler, Barbara *Friends*
Vossler, Tom *Friends*
Wood, Bobbie

April 15, 1998 - Gettysburg National Military Park Advisory Commission Meeting

Commisssion Members Present:
Bennett, Gerald - Chairman *Mount Joy Township*
Glass, Brent *State Preservation Officer*
Hoffman, Daniel *Adams County Resident #1*
Latschar, John *Federal Officer*
Nelson, Harold *Local Historic Preservation Expert*
Platt, Barbara - Vice Chair *Adams County Resident #2*
Schmoyer, Richard *Director of Planning and Development - Adams County*
Troxell, William *Borough of Gettysburg*

Members of the Public Present:
Atkinson, Albert A.
Atkinson, Sally
Basgard, Scott
Beauregard, Alan *3D/International Environmental*
Bergeson, Linda
Blough, Margaret D.
Bugash, Linda D.
Burger, Terry *Evening Sun*
Caba, G. Craig
Carper, Denise
Cimilluca, Jennifer
Coates, Earl *FNPG*
Cooley, Cami Staub
Crapster, Basil T.
Davidson, Tom *Congressman Goodling's Ofc.*
Day, June
Eckert, Angela
Eckert, Larry
Eline, John
Ewers, Joe
Ewers, Laura
Finfrock, Barb
Fox, Elise Scharf
Fox, Ralph
Frankfort, Dennis R.
Frealing, Betty Lee
Frye, Michael W.
Gargas, George S.
Giles, Holly
Gruhe, Darle

Gruhe, Karl
Hassel, Joseph
Heiser, John
Horner, John B.
Jacoby, Bonnie
Jones, Pam
Jones, Walton C.
Kelly, Steve
Kime, Ken
Kinsley, Robert
LaDouceur, Bunny
Lebo, L. *York Dispatch*
Leedy, Robert M.
LeVan, Jane
LeVan, Jim
LeVan, Paige
McCloskey, Michael C.
McGlaughlin, Margaret
McGlaughlin, Robert
Monahan, Bob Jr.
Monahan, M. F.
Murphy, John
Myers, Tammy
Nesbitt, Mark
Oingl, David
Paddock, Jim
Parone, Polly
Pate, George
Patterson, Emmett
Paull, Ronald
Peterson, Dick *The Conflict*
Pitney, Peyt
Pitney, Tricia
Pore, Art
Pore, Joan
Railing, Jennifer
Rebert, Clay
Richter, Carole
Richter, Conrad
Rideout, Dean
Rimness, Theodore
Sanders, Daniel S.
Schuler, Nancy
Shealer, George
Shultz, Dean A.
Smith, Don
Snyder, Doug
Snyder, Ken II
Stanton, Beverly
Stokes, H. *ACC*
Streeter, Ted
Sullivan, Denis
Uberman, Eric
Vasek, Jim
Vasek, Lucia
Vossler, Barbara
Vossler, Tom
Whitfield, Henry J.
Wiley, John
Witt, Paul
Wood, Elizabeth
Wood, Richard
Woodford, Eileen *National Parks & Conservation Assoc.*
Woodward, C. *Gettysburg Borough Council*
Wright, Bob *Gettysburg Tours*
Yingling, Harold "Red"
Zidalges, Lau Sr.
Phil & Diane

July 16, 1998 - Gettysburg National Military Park Advisory Commission Meeting

Commission Members Present:
Bennett, Gerald - Chairman *Mount Joy Township*
Glass, Brent *State Preservation Officer*
Hoffman, Daniel *Adams County Resident #1*
Latschar, John *Federal Officer*
Nelson, Harold *Local Historic Preservation Expert*
Platt, Barbara - Vice Chair *Adams County Resident #2*
Schmoyer, Richard *Director of Planning and Development - Adams County*
Troxell, William *Borough of Gettysburg*

Members of the Public Present:
Atkinson, Albert *FNPG*
Blough, Margaret D. *FNPG*
Bugash, Linda
Carper, Denise
Coates, Earl J. *FNPG*
Cole, Phil
Davidson, Tom *Cong. Goodling*
Eckert, Angela
Eckert, Larry
Finfrock, Barb
Giles, Holly
Jacoby, Bonnie
Kneirman, Patrick C. *GNMP*
Lebo, Laurie *York Dispatch*
LeVan, Marybeth
Monahan, Bob
Monahan, L.
Monrean, Vickey
Murphy, John
Myers, Tammy
Patterson, Emmitt G.
Peterson, Dick
Pore, Art
Pore, Joan
Shultz Dean A.
Stark, Craig
Uberman, Eric
Vossler, Barbara
Vossler, Tom
Woodward, Charles *Town Council*
Wright, Bob

September 9, 1998 at 2:00 p.m.- GMP Public Workshop

Ayre, Wes
Bennett, Jerry
Blough, Margaret D.
Boyer, Keith *Evening Sun*

Calhoun, Norma
Coates, Earl J.
Craig, Bruce
Davidson, Tom *Cong. Goodling*
Driver, Dan
Eckert, Angela C.
Eckert, Larry
Elliott, Rachel
Elliott, Rebecca
Finfrock, Barbara
Giles, Holly
Goulet, Neal *York Daily Record*
Gruin, Mark
Herbert, Bert *GNMP*
Kneirman, Pat *GNMP*
Kralik, Jim
Mahon, Emmet
Michener, Bill
Monahan, Bob
Monahan, M. F.
Murphy, John
Myers, Tammy
Patterson, Emmett
Platt, Bobbie
Reilly, Robert *Evening Sun*
Richter, Carole S.
Richter, Conrad B.
Sardella, Barbara
Savage, Bea
Severance, COL Paul (USA) *National Defense University*
Sinacori, Joseph
Smith, Donald E.
Soderberg, Liz
Stevens, Kris
Streeter, Ted
Sutphin, Holly *Rep. Stephen R. Maitland's Ofc*
Troxell, William *Borough of Gettysburg*
Uberman, Eric
Wetze, Misti
Witt, Paul
Wright, Bob *Gettysburg Tours*

September 9, 1998 at 7:00 p.m. GMP Public Workshop

Bell, Clyde
Belt, Wayne
Bowden, Bil
Bowersox, Judy
Bowersox, Todd
Butterfield, John
Calhoun, Norma
Campbell, Gordon
Christ, Elwood W.
Coates, Earl J. *FNPG*
Darnell, Ann
Davidson, Tom *Cong. Bill Goodling*
Eckert, Angela C.
Eckert, Larry
Elliott, Rebecca
Friend, Louise Arnold
Hershey, Mike *Sen. Rick Santorum*
Kinsley, Rob
Kinsley, Robert D.
Knierman, Patrick *GNMP*
Kralik, Jim
Michener, Bill
Mohr, Linda
Monahan, M. F.
Murphy, John
Peterson, Winona *GNMP*
Platt, Bobbie
Radcliffe, David
Richter, Carole S.
Richter, Conrad B.
Sanders, Barbara J.
Sardella, Barbara
Savage, Bea
Schmoyer, Dick
Shealer, George
Shetter, Rosalie
Shettlo, Charles
Sinacori, Joe
Stark, Craig
Starner, Ray
Streeter, Ted
Sutphin, Holly *Rep. Stephen Maitland's Ofc.*
Toth, COL S. E. USMC (Ret) *National Defense University*
Troxell, William E. *Gettysburg Borough*

September 10, 1998 at 2:00 p.m. GMP Public Workshop

Barnett, Bert *GNMP*
Bennett, Jerry *GNMP Advisory Commission*
Blough, Margaret
Calhoun, Norma
Coates, Earl *FNPG*
Davidson, Tom
Eckert, Angela
Eckert, Larry
Eline, John
Elliott, Rachel
Elliott, Rebecca
Finfrock, Barb
Giles, Holly
Hull, David
Marinos, Speros
Michener, Bill
Mohr, Linda
Murphy, John
Nelson, Harold
O'Connor, Christine *Goodling's Ofc*
Platt, Bobbie
Powell, Walter Dr. *GBPA*
Reilly, Bob *Evening Sun*
Richter, Conrad
Sanders, Barb
Sardella, Barbara
Savage, Bea
Schmoyer, Dick *Adams Co. Planning*
Smith, Donald E.
Streeter, Ted
Sutphin, H. *Rep. Stephen Maitland's Ofc*
Trostle, K.

Troxell, William *Gettysburg Borough*
Vice, Michael *GNMP*
Woodford, Eileen *Nat'l Parks & Cons. Assoc.*
Wright, Bob *Gettysburg Tours*

September 10, 1998 at 7:00 p.m. - GMP Public Workshop

Belt, Wayne
Bennett, Jerry Advisory Commission
Calhoun, Norma
Coates, Earl J. *FNPG*
Crocase, Marie
Davidson, Tom *Congressman Goodling*
Eckert, Angela
Eckert, Larry
Finfrock, Barb
Friend, Dave
Friend, Louise Arnold
Frost, Bert *GNMP*
Hammett, James
Hammett, Nancy Jean
Jones, Pam
Kanagy, Beth *Gettysburg Times*
Knierman, Patrick C. *GNMP*
Mahon, Emmet *Senator Santorum's Ofc.*
Michener, Bill
Mohr, Linda
Murphy, John
Peterson, Winona *GNMP*
Platt, Bobbie
Richter, Carole
Richter, Conrad
Rohrbaugh, Ken
Rose, Kitty
Sardella, Barbara
Savage, Bea
Schmoyer, Dick *ACOPP*
Smith, Don
Streeter, Ted
Sutphin, Holly *Rep. Stephen Maitland's Ofc.*
Troxell, Bill *Gettysburg Borough*
Woodford, Eileen *NPCA*
Woodward, Charles E. *Council 3rd Ward*
Wright, Bob *Gettysburg Tours*

September 11, 1998 - GMP Public Workshop

Adams, John
Adams, Maureen N.
Allison, Dave
Allison, Diane
Atkinson, Albert *FNPG*
Ayre, Wes
Belt, Wayne
Birnbaum, Jim
Blough, Margaret D.
Calhoun, Norma
Cecchini, Darren
Christ, Elwood W.
Deutsew, George
Eckert, Angie
Eckert, Larry
Eline, John
Finfrock, Barb
Frealing, Betty Lee
Gilmarrin, Bill
Harrington, Joli *York Daily Record*
Hayden, Jeffrey
Leedy, Robert
LeVan, Paige
Maroun, Virginia
McConnell, Marge
Michener, Bill
Miller, Herbert C. Jr.
Murphy, John
Paddock, James
Platt, Bobbie
Robbins, Jerry
Savage, Bea
Schumacher, Lester
Schafer, Bob
Schneider, Gary
Shealer, George
Shultz, Dean A.
Smith, Robert G.
Soderberg, Liz
Stanton, Beverly H.
Stark, Craig
Streeter, Ted
Stull, John Paul
Sutphin, Holly *Rep. Stephen Maitland's Ofc.*
Thompson, Fred
Troxell, Bill
Woodford, Eileen *National Parks & Cons. Assoc*
Wright, Bob *Gettysburg Tours*

September 24, 1998 - GMP Public Workshop

Abel, Darlane
Augustine, Gary
Baira, Weslie A.
Booth, Evelyn
Bridgan, Kenneth
Broman, Russ
Brosey, Bethany
Campbell, John
Carpenter, Jim *Homestead*
Carper, Denise
Chemel, J. L.
Connolly, Dick
Conti, Chris
Coyne, Michael
Dilla, Barb
Dilla, Ronald
Domenick, Jeff *Tribune Review*
Dorman, George Mr. & Mrs
Dorman, Keith
Drexler, J.
Drexler, Linda
Fair, James W.
Fellers, Richard R.

Fritz, Charles J.
Fisher, Dave
Fritz, Judith
Gockley, Heather
Graham, Mary Jo
Griffin, Stuart
Hartman, Jack
Hartman, Laureen
Hawkins, W. R.
Heasley, Ron
Hickey, Judy
Hogue, Lon
Hohmann, Richard
Jaror, Camille
Johnson, Stan
Kaval, Sara
Kennedy, Brian *Rick Santorum's Office*
Kernisky, Fred G.
Kinlan, B. J.
Knupsky, Charles Jr.
Konechy, Gregory C.
Korbett, Chuck
Korbett, Nancy
Lambert, Tim
Lewis, Gary
Lewis, Jeanne K.
McCosby, Mary Alice
McMillan, Seth
McMillan, Tom
Milheim, Will
Minton, Sue
Moran, Bob
Mullen, Hugh
Negak, Karl
O'Brien, Kay
Overby, Dwayne
Patton, Nancy
Pekor, Ed
Pellegrini, Michael
Platt, Barbara
Polek, Joe
Polloch, John
Pretrone, Janice
Reiser, Betsy
Reiser, Tim
Rovman, Dennis
Sedlak, Chris
Shiner, Bill Dr. *Dept. of Parks & Rec/EI, SRU*
Shull, Amy
Sievers, Jeannette
Stiles, Kenneth
Turner, Kenneth
Underhill, Tod *Slippery Rock University*
Veto, Joe
Veverka, Dave
Walters, Pam
Watson, Vic-Jaye *Slippery Rock University*
West, Maria

October 1, 1998 at 7:00 p.m. - GMP Public Hearing

Albright, Gene M.
Atkinson, Albert A.
Baumgardner, L.
Bennett, Gerald
Blough, Margaret D.
Borock, Donald
Borock, Margy
Bostek, John C.
Brady, Maria
Branen, Carol
Bugash, Linda D.
Caba, G. Craig
Caldwell, Chuck
Carper, Denise
Coates, Earl J. *FNPG*
Cole, Bill
Counts, Margaret
Christ, Elwood W.
Daniels, Elizabeth
Davidson, Tom *Congressman Goodling's Ofc.*
DeCusah, Andy
Eckert, Angela
Eckert, Larry
Eline, John
Fenstermacher, John
Fox, Elise Scharf
Fox, Ralph
Frealing, Betty Lee
Fuss, John M.
Gall, Frank
Gargus, George
Giles, Holly
Goulet, Neal G. *York Daily Record*
Gruin, Mark
Gudmestad, Nancie
Hagan, Rosie *GEHS*
Hamilton, Edwin
Hathaway, Vera
Heiney, Madolyne
Hoffman, Alice
Hoffman, Dan
Howard, Catherine
Hull, David
Jones, Andrea S.
Jones, Elaine
Jones, Pam
Jones, Walton C.
Jones, William
Keller, John M.
Kessel, Alex
Knierman, P. *GNMP*
Kolodziej, Ellen *WHTM*
Kunkel, Barry E.
Lebo, Lauri *York Dispatch*
Leedy, Robert G.
Leonard, Bill
LeVan, Paige
Lyons, Michael
Madrid, Chris
Matthews, Dennis
McClay, Cathy

McCloskey, Michael C.
Michener, Bill
Miller, Karin
Monahan, Bob
Monahan, Laurie
Monahan, M. F.
Monrean, Vickey
Moran, Robert
Murphy, John
Myers, Betty L.
Myers, Tammy
Newman, Dean
Parone, Polly
Patterson, Emmett
Peterson, Pauline *The Conflict*
Pitney, Peg T.
Pitney, Tricia
Platt, Bobbie
Powell, Walter Dr. *GBPA*
Prezioso, Sal
Radcliffe, David
Ray, Floss
Rebert, Clay
Redding, Michael V.
Reilly, Robert *The Evening Sun*
Richter, Carole
Richter, Conrad
Roche, Gary
Sardella, Barbara
Savage, Bea
Schmick, Jim
Shelley, Jessica
Shelley, Shonna
Shultz, Dean A.
Sinacori, Joseph
Sites, Amy
Sites, David L.
Smith, Donald E.
Smith, Mary
Smith, R. Byron
Smoker, Darrell L.
Sneeringer, Marian
Snyder, Ken II
Stanton, Beverly
Stark, Craig
Steele, Roger
Stephens, Bill
Stewart, Philip D.
Swartz, Jean
Tilberg, Cedric
Troxell, William E. *Gettysburg Borough*
Typatuel, John
Uberman, Eric
Whitfield, Hank
Williams, Sue
Witt, Paul
Uberman, Reaven
Waricher, Michael J.
Wolf, Charles
Wolf, Greg
Wolf, Mary
Wolf, Tom
Wood, Elizabeth
Wood, Richard K.

October 3, 1998 at 2:00 p.m. - GMP Public Hearing

Anderson, Jeff
Ayre, Wes
Belt, Wayne
Caba, G. Craig
Calhoun, Norma
Coleman, Janet
Counts, Maggie
Davidson, Tom *Congressman Goodling's Ofc.*
Day, Richard
Dayhoff, Sam
Defuge, Larry
Defuge, Ruth
Eckert, Angela
Eckert, Larry
Finfrock, Barb
Frankfort, Dennis R.
Frealing, Betty Lee
Frost, Tiina
Gargus, George S.
Gruin, Mark
Hankey, Joan
Harnish, Robert F.
Hershey, Mike *Senator Rick Santorum*
Holt, Robert
Horner, John B.
Hotler, Cindy
Hotler, Dave
Jones, Benton
Jones, Mary Rhea
Kasper, Jenny
Kessel , Alex
Knierman, P. *GNMP*
Kuhn, Mary Margaret
Kunkel, Barry
Larson, Andrew
Larson, Betty
Latschar, Anna
Lebo, Jeff
Lebo, Lauri *York Dispatch*
Leonard, Bill
LeVan, Paige A.
Matthews, Dennis
McConnell, Marge
Meistrich, Barbara
Meistrich, Ira
Michener, Bill
Monahan, Bob
Monahan, Peter
Monrean, Vickey
Montgomery, John
Murphy, John
Myers, Tammy
Parone, Polly
Peterson, Dick
Platt, Bobbie
Reilly, Bob *Evening Sun*
Roulette, C. K. "Kib"
Shultz, Dean
Schmidt, Dave
Stark, Craig
Streeter, Ted

Trillgeetes, Julie
Troxell, Bill *Gettysburg Borough*
Uberman, Eric
Vossler, Tom
Witt, Paul
Woodward, C.
Wright, Robert

October 15, 1998 - Gettysburg National Military Park Advisory Commission Meeting

Commission Members Present:
Bennett, Gerald - Chairman *Mount Joy Township*
Glass, Brent *State Preservation Officer*
Hoffman, Daniel *Adams County Resident #1*
Latschar, John *Federal Officer*
Nelson, Harold *Local Historic Preservation Expert*
Platt, Barbara - Vice Chair *Adams County Resident #2*
Schmoyer, Richard *Director of Planning and Development - Adams County*
Troxell, William *Borough of Gettysburg*

Members of the Public Present:
Aikin, Kathryn
Anglevich, Bob
Anglevich, Peggy
Armstrong, Mary V.
Ayre, Wes
Biesecker, Harry F.
Blough, Margaret D.
Brady, Maria
Brown, Gloria
Browning, Gary
Carper, Denise
Coates, Earl *FNPG*
Cole, Phil
Counts, Margaret
Davidson, Tom *Congressman Goodling's Ofc.*
Eckert, Angela
Eckert Larry
Eline, John
Finfrock, Barb
Fitts, Deborah *Civil War News*
Friend, David
Friend, Louise
Fox, Elise
Gross, Dan
Gruin, Mark
Harnish, Robert
Hershey, Mike
Johnson, Jim
Jones, Pam
Kessel, Alex
Knierman, Pat *GNMP*
Leedy, Robert M.
Leonard, Bill
Gloria Linsay
Miller, Jerome H.
Monahan, Bob
Monrean, Vickey
Murphy, John
Myers, Tammy
Peterson, Dick *The Conflict*
Peterson, Pauline *The Conflict*
Pitney, Tricia
Pitney, Perry T.
Pore, Art
Pore, Joan
Rebert, Clay
Reilly, Robert *Evening Sun*
Richter, Carole
Richter, Conrad
Roulette, C.K. "Kib"
Sinarori, Joseph
Stanton, Beverly
Stark, Craig
Stevens, Kristen
Streeter, Ted
Trostle, Susan
Uberman, Eric
Vossler, Tom
Warren, Harold
Warren, Scot W.
Wright, Bob *Gettysburg Tours*

January 21, 1999 - Gettysburg National Military Park Advisory Commission Meeting

Commission Members Present:
Bennett, Gerald - Chairman *Mount Joy Township*
Glass, Brent *State Preservation Officer*
Hoffman, Daniel *Adams County Resident #1*
Latschar, John *Federal Officer*
Nelson, Harold *Local Historic Preservation Expert*
Platt, Barbara - Vice Chair *Adams County Resident #2*
Schmoyer, Richard *Director of Planning and Development - Adams County*
Troxell, William *Borough of Gettysburg*

Members of the Public Present:
Armstrong, Susan C.
Arnold-Friend, Louise
Blough, Margaret D.
Brady, Maria C.
Bugash, Linda D.
Caba, Craig
Carper, Denise
Coates, Earl J.
Eckert, Angela
Eckert, Larry
Finfrock, Barb *FNPG*
Gruin, Mark
Kneirman, Pat *GNMP*
Monahan, Bob
Monrean, Vickie
Murphy, John
Myers, Tammy
Naugle, Patrick L.
Peterson, Dick
Richter, Carole
Richter, Conrad
Shultz, Dean
Stark, Craig

Streeter, Ted
Uberman, Eric
Vossler, Tom
Woodward, Charles E.

April 14, 1999 - Gettysburg National Military Park Advisory Commission Meeting

Commissiom Members Present:
Bennett, Gerald - Chairman *Mount Joy Township*
Glass, Brent *State Preservation Officer*
Latschar, John *Federal Officer*
Nelson, Harold *Local Historic Preservation Expert*
Platt, Barbara - Vice Chair *Adams County Resident #2*
Schmoyer, Richard *Director of Planning and Development - Adams County*
Troxell, William *Borough of Gettysburg*

Members of the Public Present:
Ayre, Wes
Benton, Barbara
Burger, Terry
Carper, Denise
Coates, Earl J.
Davidson, Tom *Congressman Goodling*
Eckert, Angela
Eckert, Larry
Fenstermacher, John
Martz, Jason
Meistrich, Ira
Monahan, Bob
Monrean, Vickey
Myers, Tammy
Reilly, Bob *Evening Sun*
Shultz, Dean A.
Stark, Craig
Streeter, Ted
Uberman, Eric

April 20, 1999 - Gettysburg National Military Park Meeting with PHMC on Cyclorama Building

Bennett, Gerald *GNMP Advisory Commission*
Barrett, Brenda *PHMC*
Blough, Margaret D.
Brown, Gloria
Bugash, Linda D.
Caba, G. Craig *GBPA*
Carper, Denise
Coates, Earl J. *FNPG*
Codori, Richard
Darden Deborah *GNMP*
Davidson, Tom *Congressman Goodling's Office*
Deibler, Dan *PH&MC*
Edmondson, Paul *National Trust*
Fowler, John *ACHP*
Franklin, Herbert M.
Gibson, Deirdre *NPS - Philadelphia*
Glass, Brent
Harrison, Kathy *GNMP*
Heckman, Donald A.
Hellely, Dot *NPS - Philadelphia*
Kanagy, Beth *Gettysburg Times*
Kennell, Arlene
Kise, James *Kise, Straw, & Kolodmen*
Larson, Andrew
Larson, Betty
Latschar, John *GNMP*
Lawhon, Katie *GNMP*
Lopez, Brigid Sullivan *NPS - Boston*
Longsrefront, R.
Madrid, Chris *Dion Neutra AIA*
Mahon, Emmet *Sen. Rick Santorum*
Marques, Jarvier *ACHP*
Monrean, Vickey
Morrison, David *AIA Pennsylvania*
Peterson, Winona *GNMP*
Platt, Bobbie *Advisory Commission*
Reilly, Bob *Evening Sun*
Sardella, Barbara *GNBMF*
Saxon, Benjamin Y.
Segars, Richard *GNMP*
Shultz, Judith A.
Uberman
Woodford, Eileen *NPCA*

APPENDIX 11: ADVISORY COUNCIL FINDING

Advisory Council On Historic Preservation

The Old Post Office Building
1100 Pennsylvania Avenue, NW, #809
Washington, DC 20004

A PROBLEM OF COMMON GROUND

A. Introduction

The influential political philosopher, the late Isaiah Berlin (1909-97), believed that "all serious political choice involved loss, not merely trade-offs or compromises but genuine sacrifice of desirable ends: so much liberty sacrificed for so much equality or justice sacrificed for the sake of mercy and so on."[1] Whatever the general validity of this theory, we are confronted in Gettysburg with an example of its specific salience.

The Gettysburg Section106 consultation will need to be premised on a resolution among three competing historical resources. Such a resolution will depend on a difficult choice that will inevitably sacrifice an otherwise deserving historical resource in furtherance of the treatment of other paramount historical objectives. This sacrifice results from the fact that all the resources in question occupy the same site — common ground literally — a fact that frustrates any effort to seek a metaphorical common ground among the competing values in regard to the basic choice that must be made.

That basic choice will be dictated by establishing priorities among the competing historic resources, and these priorities will in turn result from weighing, at the highest policy or philosophical level, the historical values represented by each resource. In the context of the Gettysburg issues the assessment of each resource cannot be done in isolation but must be done comparatively, for they exist in relation to each other and not independently.

B. The Historic Resources Involved

1. The Gettysburg National Military Park (GNMP) is the site of the Battle of Gettysburg, the Soldiers' National Cemetery and the commemoration of the battle by its survivors, both of the North and South. The Cemetery is the site of Lincoln's

[1] Isaiah Berlin, A Life by Michael Ignatieff, p.228 (H. Holt and Co. 1998)

Gettysburg Address. As a national military park, the GNMP is a cultural landscape automatically listed on the National Register of Historic Places. The GNMP, specifically its cultural landscape, is both the foundation and context for the other two historic resources.

2. The Cyclorama Painting is the largest of the historic artifacts in the GNMP collection of materials primarily relating to the battle. The painting is huge and was designated as a National Historic object under the Historic Sites Act of 1935 and, in the opinion of the Office of the Solicitor, Department of the Interior, should by virtue of that action be considered as eligible for listing on the National Register of Historic Places.

3. The Cyclorama Building, designed by the firm of Neutra and Alexander, and opened in 1962 as part of the National Park Service "Mission 66" program intended to accommodate dramatically increased park visitation following World War II. The Keeper of the National Register has determined that the Cyclorama Building is eligible for the National Register of Historic Places because it is "associated with events [the Mission 66 program] that have made a significant contribution to the broad patterns of our history" and is the "work of a master architect," Richard Neutra. This 1998 determination reversed the finding by the National Park Service (NPS) in December 1995, concurred in by the Pennsylvania State Historic Preservation Officer, that the Building was not eligible. The Building is located on the most significant historic landscape at GNMP, just east of the highest point on Cemetery Ridge, a primary defensive position of the Union Army, and was constructed almost 100 years after the battle.

C. Proposed Undertakings by National Park Service

As a critical portion of its implementation of its draft General Management Plan/ Environmental Impact Statement (GMP), the park proposes to remove the Cyclorama Building in order to restore the historic landscapes of the Union battle lines of July 2 and 3, 1863, to provide better public understanding of the course of the battle. This proposal to create an adverse — indeed, a fatal — effect on a National Register eligible structure is based on the park's legislative purpose, a statement of significance, historic documentation, and substantial public involvement in the park's planning processes (see Section D below). The park also proposes to relocate the Cyclorama Painting to a gallery in a new visitor center in order to provide for its long term preservation and care and to assure its availability for public viewing in an environment that is in compliance with current life safety and accessibility standards. The park has also determined that the major design purpose of the Cyclorama Building — the display and preservation of the Cyclorama Painting — can no longer be adequately served by the Building. NPS contends that the Building's size does not permit the painting to be mounted properly and returned to the painting's original parabolic shape, does not permit adequate access to the back of the painting for preservation

maintenance under current standards, and does not provide adequate insulating space between the painting and the exterior wall of the concrete drum of the structure. These conclusions, however, have been disputed by proponents of the Cyclorama Building.

D. Public Consultation by the GNMP

As part of its planning process, the National Park Service (NPS) has consulted extensively with the public, which overwhelmingly supports the philosophy and proposals contained in the GMP. Public involvement has recently shifted to the dispute regarding the fate of the Cyclorama Building. Views of the public and those of organizations and groups, including the Society of Architectural Historians, AIA Pennsylvania, Preservation Pennsylvania, Gettysburg National Military Park Advisory Commission, Friends of the National Parks at Gettysburg, the National Parks and Conservation Association, and the National Trust for Historic Preservation, have been split. This difference of opinion was apparent in the consultation meeting among the consulting and interested parties held on April 20, 1999. The Council Member Working Group has reviewed all of the pertinent NPS case materials, public comments and related correspondence, and two Members attended the consultation meeting of April 20 and have attended on-site briefings by NPS staff.

E. The Basic Choice to be Made

To many Americans the GNMP is the Civil War. Without question it is the war's most celebrated and hallowed battlefield. The grand reunion of Civil War veterans, North and South, held at Gettysburg in 1913 on the occasion of the 50th anniversary of the battle, reflected a spirit that makes America's experience with fratricidal conflict unique in world history. Those who lost the war were not hunted down, prosecuted and executed as traitors; Confederate leaders are represented among statues in the U. S. Capitol. The battlefield's memorials to both sides thus symbolize the healing of deep wounds and the continuation of the Union.

This bloody battle of a most bloody war was a seminal event in U. S. history not only for military reasons but for the battlefield's association with Lincoln's Gettysburg Address, itself a document in American history that rivals original documents like the Declaration of Independence and the Constitution and is probably much more familiar to the American people. Indeed, many historians regard the Gettysburg Address as signaling a second American Revolution — a correction, as it were, of the American spirit. Few have expressed this more profoundly, and with more scholarly foundation, than Professor Garry Wills:

> "The Gettysburg Address has become an authoritative expression of the American spirit — as authoritative as the Declaration itself, and perhaps even more influential, since it determines how we read the Constitution itself without overthrowing it. ... By accepting the Gettysburg Address, its concept of a single people dedicated to a

> proposition, we have been changed. Because of it, we live in a different America."[2]

Gettysburg, as a site, thus represents a post-Independence turning point in national history — our development politically — that has few if any rivals. It is of paramount importance historically. The rehabilitation of this key battlefield site so that the battlefield can properly be interpreted must be regarded as a historic mission of the highest order.

This imperative transcends the reality that cumulative policies of NPS have compromised this historic landscape in some areas of the battlefield and that any landscape as a natural environment will inevitably change over time. The exact replication of the 1863 battlefield, with its carnage and devastation, and devoid of its commemorative markers, would be impossible and undesirable even if possible. The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes recognizes that restoration standards allow for the depiction of a landscape at a particular time in U. S. history by preserving materials from the period of significance and removing materials from other periods. The period of significance selected by the park substantially predates the Cyclorama Building.

The Cyclorama Building, constructed in 1960 in the southern portion of Ziegler's Grove, caused substantial changes to the topography and features of this critical portion of the battlefield. It is located just east of the highest point on Cemetery Ridge, the object of repeated Confederate attacks on July 2 and 3 to gain the heights of Cemetery Hill. It was sited at the focal point chosen by the artist of the Cyclorama Painting and provides an observation deck from which can be seen Seminary Ridge, the terrain of the six-mile long Confederate line.

The siting of the building was based on an approach to visitor orientation that, by today's standards, would be rejected out of hand; indeed, it is clear that such a location would violate the NPS's Management Policies, its basic service-wide policy document. These policies provide, among others, that "development will not compete with or dominate park features" (Chapter 9:2); and that "to minimize visual intrusion and harm to major park features, visitor centers will generally not be located near such features" (Chapter 9:11). The Advisory Council itself in a June 1977 publication entitled A Plan to Preserve the Historic Resources of the Gettysburg Area of the Commonwealth of Pennsylvania, called for the relocation of the Cyclorama Building and the nearby visitor center because they were "intrusions near the cemetery and the climactic scene of the battle..." (p.6-7) No more dramatic demonstration of this intrusiveness can be seen than to move along Confederate Avenue on Seminary Ridge and view the Union's defensive line from this vantage point. The bulk and scale of the drum

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[2]Garry Wills, Lincoln at Gettysburg: The Words That Remade America, p.147 (NY, 1992)

of the Cyclorama Building is prominent in the viewshed, and from certain points this and the long office wing with its ramp and observation deck introduce a discordant and disturbing note in an otherwise pastoral landscape dotted with memorials that are themselves testimony to the emotions stirred directly by the events that took place.

The Council should not reverse its 1977 recommendation in the absence of compelling reasons to do so. The Keeper's determination of the building's eligibility (even accepting the premise that the Mission 66 program made a "significant contribution to the broad patterns of our history") does not rise to this level of persuasiveness because it is focused on the building in isolation from, and not on its relationship to, a paramount historical objective: the rehabilitation of this key battlefield area. Those who would question the historic value of such rehabilitation appear to believe that the Building does not diminish or intrude upon visitors' understanding of the battlefield events or, even if so, future generations may not focus on the military as distinguished from the political significance of Gettysburg, and that the re-creation of the conditions of 1863 is unrealistic in any event. To accept this view would open the door conceptually to further construction in the future that substantially changes the topography and viewshed. Public and scholarly interest with battlefield events has continued unabated for long after the survivors have died. There is no basis to suggest that this would change in the future, and this kind of speculation could undermine historic preservation objectives generally.

It is no criticism of Neutra to give priority to this rehabilitation objective. The architect was responding to the client's directive. The massive drum was a direct expression of the function that was to be served by the Building. In other hands the work would doubtless have been done less admirably but just as intrusively because of the massing required to achieve its purpose. With rare exceptions, the millions of people who have visited the GNMP since 1962 have come to see the battlefield and not Neutra's architecture. Neutra has a secure place in the pantheon of American architectural history. There are other Neutra buildings; there is only one Gettysburg Battlefield. The proper treatment of the Building would be considered under quite different criteria, of course, were it on some other site without superior historical competition.

The continued existence of the Building is consequently pre-empted by another controlling historic preservation objective. In such circumstances it is not necessary to enter upon any examination of whether the building can be adapted to another use or can feasibly be altered to accommodate the Cyclorama Painting or whether the Painting can be accommodated without any such alteration. To engage in this examination is to presuppose that the Building can trump the objective of battlefield restoration and rehabilitation. It is also not necessary to evaluate, accept, or reject the asserted defects of the Building in either design, construction or maintenance. For the purpose of the unpleasant choice posed by its unfortunate siting, it should be assumed that the building is completely functional in all these respects. The result is the same. The Building must yield.

F. Conclusion

Accordingly, it is our recommendation that the Council endorse the GNMP General Management Plan in regard to the treatment of the three historic resources in question. It is not necessary, in our view, for the Council at this time to concern itself with the controversy regarding certain aspects of the new proposed Visitor Center other than to endorse the plan to house within it the Cyclorama Painting under conditions suitable for its proper preservation and display. This should be the focus of future Section106 consultations, along with other mitigation policies as suggested by the National Trust for Historic Preservation, to include review of the landscape restoration plans.

Submitted by:

Council Member Working Group

Herbert M. Franklin
Bruce D. Judd
Parker Westbrook

Date: May 10, 1999

APPENDIX 12: COMPLIANCE WITH FEDERAL AND STATE LAWS AND REGULATIONS

Appendix 12.1 Introduction

In implementing the Gettysburg National Military Park general management plan, NPS will comply with all applicable laws and executive orders, including those listed below. Consultation and coordination with appropriate federal, state, and local agencies has been conducted during the preparation of this document.

Appendix 12.2 Natural Resources

National Environmental Policy Act of 1969: The Draft General Management Plan / Environmental Impact Statement was on public review from August 14, 1998 through October 17, 1998. This Final General Management Plan / Environmental Impact Statement response to or incorporates public comments on the draft GMP/EIS. After a 30-day no action period, a record of decision will document the selected alternative and set forth any stipulations for implementation of the selected alternative.

This document is essentially a programmatic statement, presenting an overview of the potential impacts relating to the proposed management prescriptions that constitute each alternative. When needed, more detailed environmental assessment would be completed for actions in the approved plan that require further analysis. That analysis would be tiered to this programmatic statement.

Analysis of Impacts on Prime and Unique Agricultural Lands in Implementing the National Environmental Policy Act (45 CFR 59189): Federal agencies are required to analyze the impacts of federal actions on agricultural lands, in accordance with the National Environmental Policy Act. This policy was developed to minimize the effect of federal programs in converting prime, unique or locally important farmland to nonagricultural uses. The development of new visitor facilities at Gettysburg National Military Park would impact prime or unique agricultural lands. Prior to such development, a Farm Conversion Impact Rating and Land Evaluation System Report, as well as other required compliance, would be completed.

Clean Air Act, as amended (42 USC 7401 et seq.): Section 118 of the act requires all federal facilities to comply with existing federal, state and local air pollution control laws and regulations. Gettysburg National Military Park would work with the Pennsylvania Department of Environmental Protection to ensure that all activities in the park meet the requirements of the state air quality implementation plan.

Endangered Species Act of 1973, as amended (16 USC 1531 et seq.): Section 7 of the act requires all federal agencies to consult with the U.S. Fish and Wildlife Service to ensure that any action authorized, funded, or carried out by the agency does not jeopardize the continued existence of listed species and critical habitat. The park is within the historic range of one federally threatened specie, the bog turtle (Clemmys muhlenbergii). The park is undertaking a multiple-year survey that will be completed in 2000. If it occurs, NPS would work with the U.S. Fish and Wildlife Service to initiate a monitoring program and would manage it habitats. If other species were identified, NPS would work with the U.S. Fish and Wildlife Service to develop protection strategies as needed.

Executive Order 11988, "Floodplain Management:" All federal agencies are required to avoid construction within the 100-year floodplain unless no other practical alternative exists. None of the facilities discussed in this plan are located within the 100-year floodplain.

Executive Order 11990, "Protection of Wetlands:" This order requires that all federal agencies must avoid, where possible, impacts on wetlands. The action alternatives in this final GMP/EIS recommends the reinstatement of about 100 acres of historic wetlands that have been drained for farming. NPS would work with U.S. Environmental Protection Agency, the U.S. Army Corps of Engineers and the U.S. Fish and Wildlife Service to prepare plans for reinstatement of wetlands within the historic areas of the park. The action alternatives also call for the development of new visitor facilities where they may impact jurisdictional wetlands. These wetlands would be protected if possible. If the wetlands must be impacted, NPS and the Foundation would comply with the permit and other requirements of Section 404 of the Clean Water Act and other applicable federal, state and local regulation. NPS would also prepare a "Statement of Findings" (SOF) as required by Director's Order 77-1, for any areas of affected wetlands. The SOF would describe, among other elements, proposed compensation for the loss of wetlands.

Executive Order 11987, "Exotic Organisms:" This executive order requires federal agencies to restrict the introduction of exotic species into natural ecosystems on land and waters that they own, lease or hold for purposes of administration and into any natural ecosystem of the United States and to encourage the states, local governments and private citizens to prevent the introduction of exotics into natural ecosystems of the United States. The proposals in this GMP/EIS conform to the intent of this executive order.

Executive Order 12898, "Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations:" Under this executive order, the National Park Service must consider the impacts of its actions on minority and low-income populations and communities, as well as the equity of the distribution of benefits and risks of those decisions. For all alternatives in the documents, based on the equity of benefit and risk distribution, there are no significant impacts on minority or low-income populations.

Federal Water Pollution Control Act, as amended, Clean Water Act of 1977, and Water Quality Act of 1987 (33 USC 1251-1376): Proposed actions would have little if any negative effect on water quality. Some actions, such as removing antiquated surface parking lots without detention facilities and replacing them with those that do, would have a minor positive impact. All construction would comply with the requirements of sections 401 and 404 of the Clean Water Act and other applicable federal, state and local regulations. A dredge and fill Section 404 permit would be prepared if necessary for construction of new museum facilities. State and local review of any projects with potential wetland impacts would continue.

Pennsylvania Natural Diversity Inventory: As a result of consultation with the Pennsylvania Natural Diversity Inventory, 16 species of concern were identified within Gettysburg National Military Park. Of these, 2 have not been seen in the park for more than 40 years; one reptile has been documented near, but not in, the park; 2 butterflies have not been seen for 25 years; and one plan was present in a pond that was drained has not been reported since that time. One butterfly and a freshwater invertebrate are currently present in the park and would not be affected by these alternatives. Seven plant species would be positively impacted by the action alternatives. One plant species might be impacted by management of some wooded areas as woodlots under Alternatives C and D, although best management practices would be used to protect individual plants during maintenance, when they might be affected. A final species, the black vulture, may be negatively affected by the alternatives. However, tree removal would be mitigated by use of best management practices, leaving clumps of mature trees around known and potential breeding sites, and leaving coniferous trees. As required by NPS Management Policies, NPS will cooperate with the Commonwealth of Pennsylvania to ensure that state-listed species with the park are protected.

Appendix 12.3 Cultural Resources

NPS is mandated to preserve and protect its resources through the establishing legislation of August 25, 1916 (USC title 16). Cultural resources within Gettysburg National Military Park will be managed in accordance with that act and the Antiquities Act of 1906 (16 USA 431), the National Historic Preservation Act of 1966, as amended (16 USC 470), the National Environmental Policy Act of 1969, as amended (42 USC 4321, 4331, 4332), the Archeological Resources Protection Act of 1979 (16 USC 470), and the Native American Graves Protection and Repatriation Act of 1990 (25 USC 3001). In addition, cultural resource management will be guided by NPS Management Policies (1988) and Director's Order 28, Cultural Resource Management, and other relevant policy directives.

The October 1995 Servicewide Programmatic Agreement among the National Conference of State Historic Preservation Officers, the Advisory Council on Historic Preservation, and the National Park Service provides specific stipulations and guidance for NPS to follow in meeting the requirements of section 106 of the National Historic Preservation Act of 1966, as amended. Section VI of that agreement identifies procedures for early consultation with the State Historic Preservation Officer and the Advisory Council on Historic Preservation when the NPS initiates a planning process for a park. Through this consultation, the NPS requests comments regarding preservation concerns relevant to the plan, identification and evaluation of historic properties, and the potential effects of individual undertakings and alternatives on historic properties.

The NPS initiated this consultation in February 1995, when the park requested consultation with the Pennsylvania State Historic Preservation Officer concerning the proposed Development Concept Plan/ Environmental Assessment for the Gettysburg Museum of the Civil War. The State Historic Preservation Officer provided comments to the NPS upon that draft plan. In September 1995, the State Historic Preservation Officer attended scoping meetings with the NPS concerning a proposed revised plan. In December 1995 the NPS requested consultation with the State Historic Preservation Officer regarding the proposed Development Concept Plan/Environmental Assessment for the Collections Storage, Visitor and Museum Facilities, and representatives of the State Historic Preservation Officer attended additional scoping meetings. In December 1995, the NPS also requested the State Historic Preservation Officer's comment upon the Determination of Eligibility for the Cyclorama Building. In April 1996, the NPS requested formal comments from the State Historic Preservation Officer on the draft Development Concept Plan/Environmental Assessment.

In August 1997, the NPS requested formal consultation with the State Historic Preservation Officer and the Advisory Council on Historic Preservation, for the proposed draft General Management Plan/ Environmental Impact Statement. Over the following year, representatives of the State Historic Preservation Office attended many of the public scoping and planning meetings. In March 1998, the NPS requested early consultation concerning potential adverse effects upon the Cyclorama Building, if that building was declared eligible to the National Register of Historic Places by the Keeper of the National Register. In August 1998, the NPS requested formal comments from the State Historic Preservation Officer and the Advisory Council on Historic Preservation, on the draft General Management Plan/ Environmental Impact Statement.

In December 1998, following the determination of the Keeper of the National Register that the Cyclorama Building was eligible to the National Register of Historic Places, the NPS submitted a Section 106 Case Report to the State Historic Preservation Officer, the Advisory Council on Historic Preservation, and interested public parties, in accordance with the requirements of the Advisory Council's regulations

(36 CFR Part 800). In February 1999, the NPS submitted a revised Section 106 Case Report to all the above parties, and in April 1999, the NPS hosted an on-site meeting to discuss comments and concerns regarding that case report. In May 1999, the Advisory Council submitted its report and findings to the NPS.

In implementing the approved general management plan, NPS will work with the Pennsylvania State Historic Preservation Officer and the Advisory Council on Historic Preservation to meet the requirements of section 106 of the National Historic Preservation Act, 36 CFR 800. In particular, following the advice of the State Historic Preservation Officer, the NPS will negotiate a programmatic agreement with the State Historic Preservation Officer and the Advisory Council on Historic Preservation, to define and describe NPS Section 106 responsibilities in the implementation of the plan. Based on determinations of how undertakings are addressed by the 1995 programmatic agreement, undertakings proposed in the Final General Management Plan / Environmental Impact Statement are categorized as either (a) programmatic exclusions or (b) undertakings requiring consultation with the state historic preservation officer and possibly the Advisory Council during project design stages. Appendix 8 lists actions that require further compliance.

In addition, the NPS will enter into a Memorandum of Agreement with the State Historic Preservation Officer and the Advisory Council on Historic Preservation, to agree upon specific measures to mitigate the adverse effect of the removal of the Cyclorama Building, a structure determined to be eligible to the National Register of Historic Places.

Appendix 12.4 Other Federal Acts

Americans with Disabilities Act of 1990: Federal guidelines published in accordance with the Americans with Disabilities Act define specific requirements for disabled access to parking facilities, pathways and buildings. The accessibility requirements apply to government facilities (title II) and to private entities that provide public accommodations (title III). Management guidance and cost estimates provided in this document include full compliance with the act.

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