Harpers Ferry National Historical Park
West Virginia

National Park Service
U.S. Department of the Interior

Harpers Ferry National Historical Park



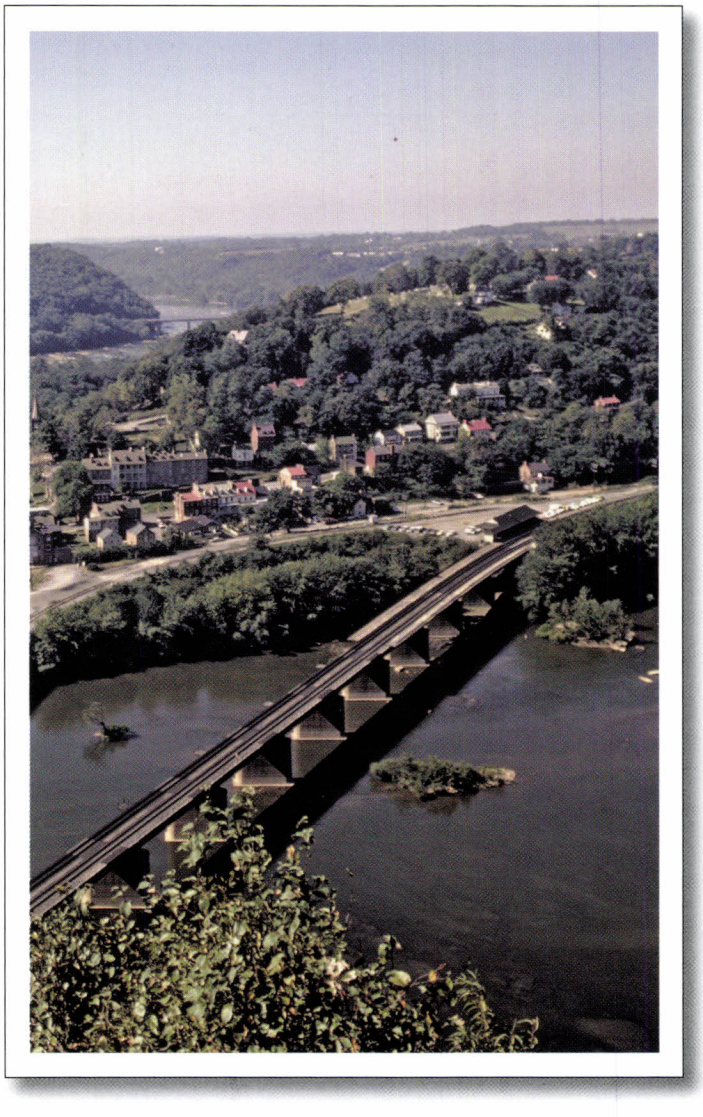
General Management Plan

Summary

Harpers Ferry National Monument was authorized by an act of Congress on June 30, 1944, and became Harpers Ferry National Historical Park on May 29, 1963 (Public Law 78-386) (see appendix A).

The last general management plan for the national historical park was completed in 1980. Much has changed since 1980 — visitor use patterns and types of use have changed, people want to bring new recreational activities to the national historical park, and an additional 1,240 acres was authorized for addition to the national historical park in 2004. Each of these changes has implications for how visitors access and use the national historical park and the facilities needed to support those uses, how resources are managed, and how the National Park Service (NPS) manages its operations. A new plan was needed to:

- Clearly define resource conditions and visitor experience to be achieved in Harpers Ferry National Historical Park.
- Provide a framework for NPS managers to use when making decisions about how to best protect national historical park resources, how to provide a diverse range of visitor experience opportunities, how to manage visitor use, and what kinds of facilities, if any, to develop in the national historical park.
- Ensure that this foundation for decision making has been developed in consultation with interested stakeholders and adopted by the NPS leadership after an adequate analysis of the benefits, impacts, and economic costs of alternative courses of action.



A *Draft General Management Plan / Environmental Impact Statement* was distributed in September 2008. That plan presented three alternatives, including the National Park Service's preferred alternative, for future management of Harpers Ferry National Historical Park. The alternatives, which were based on the national historical park's purpose, significance, and special mandates, present different ways to manage resources and visitor use and improve facilities and infrastructure at the national historical park. Further information on the alternatives and environmental consequences of implementing those alternatives can be found in the NPS *Draft General Management Plan / Environmental Impact Statement*, 2008

After considering public and agency comment, the National Park Service distributed an NPS *Abbreviated Final Management Plan* in November 2009. The "Record of Decision" documenting the National Park Service's section of the preferred alternative (alternative 2) was signed on September 28, 2010 (see appendix B).

This document presents the approved plan for managing Harpers Ferry National Historical Park.

The Plan

The approved plan will provide greater visitor enjoyment, increased access to park locales, more varied interpretation, and new life and excitement to Harpers Ferry National Historical Park.

Under the plan visitors will enter Harpers Ferry National Historical Park at Cavalier Heights where a visitor contact station will be enlarged to function as a visitor center. This facility will provide orientation for park visitors and information on the park's many resources. It will be the starting point for an expanded transportation system that will allow visitors to reach areas of the park such as the Murphy Farm, Schoolhouse Ridge and Camp Hill that were previously difficult to access without a car. It will also be a stop on the new around-the-park trail that will allow visitors to hike to all areas of the park.

Leaving their personal vehicles at Cavalier Heights, visitors can ride the transportation system to Lower Town where visitors will be immersed in a 19th century environment. Preserved historic buildings, period shops, exhibits, and outdoor furnishings will complement the interpretation provided by rangers and possible period artisans/ demonstrators who will bring life to this area. Traveling exhibits will be sought to supplement interpretation provided in the park. A smaller information center and bookstore will remain but possibly in new locations. Park artifact storage will be removed from the historic structures, and the space will be converted to office use or other types of storage.



The Federal Armory will retain its current access. A study of the feasibility of returning John Brown's fort to its original location will be undertaken. The train station will become a secondary portal to the site with proposed excursion trains arriving from Washington several days of the week.

The armory canal will be restored and re-watered, with the turbine also restored for interpretive purposes. The power plant will be rehabilitated for exhibits.

Virginius Island and Halls Island will be preserved as an archeological preserve, with ruins stabilized and outlined and wayside exhibits explaining the history and industrial development that was here.

Camp Hill will be managed with a campus atmosphere reminiscent of the Storer College era. Additional signs and waysides will allow visitors to get the feel of the site. Museum exhibits now in Lower Town will be moved to one or more of the Storer College structures to better explain the importance of Harpers Ferry to the story of the civil rights movement in America. Several historic buildings from the military occupation of Camp Hill will be restored and adaptively used for park headquarters. The historic Shipley School on Camp Hill will be made available for rehabilitation by a proposed public/private partnership to allow its preservation and use.

The historic Grandview School will be rehabilitated and enlarged for use by the park's Protection Division.

The Nash farm will be preserved as a dairy farm of the 1940s, with its structures adapted for use as an environmental education center and outdoor laboratory managed by the National Park Service or an affiliated organization.

Bolivar Heights will be actively managed to maintain a battlefield landscape appearance. Occasional programs will be supplemented by new signs and wayside exhibits. Restrooms, an enlarged parking area, and drinking water will be provided.

At the Murphy farm, the Civil War earthworks and the foundations of John Brown's fort will be stabilized, and the Chambers/Murphy house will be studied to determine the best use for it. A bus stop and trail to the earthworks and foundations will be developed. Restrooms and drinking water will also be developed at the site.

Schoolhouse Ridge will also be managed as a battlefield landscape with agricultural leases helping to maintain the 1862 appearance. The nonhistoric campground will be removed and the Harpers Ferry Caverns restored to a more natural appearance. Nonhistoric structures will be removed. Onsite interpretation and occasional demonstrations with a military focus will be provided. Bus parking and trails will be developed. A possible tunnel under route 340 will be developed in consultation with the state to facilitate the round-the-park trail. Schoolhouse Ridge will also be a likely location for a satellite maintenance facility easing pressure to enlarge the existing facility on Camp Hill.

At the Potoma Wayside upgraded takeout facilities will be developed to facilitate river use. The takeout will be hardened and restroom facilities provided. To the extent possible, parking will also be upgraded. Interpretation will be provided by the concessioner.

On Loudoun Heights the Sherwood House will be removed and the site developed as a Civil War overlook. All Civil War camps and earthworks will be stabilized as necessary. The majority of the site will be maintained for its natural resources. Short Hill will be managed similarly.

Maryland Heights will undergo stabilization of earthworks and fortifications as necessary and line-of-fire vistas will be restored. Historic roads will continue to be used and maintained. A higher level of interpretation will be achieved through wayside exhibits, site brochures, and occasional ranger-guided hikes.

Implementation of the Plan

The approval of this plan does not guarantee that the funding and staffing needed to implement the plan will be forthcoming. The implementation of the approved plan will depend on future funding, and it could also be affected by factors such as changes in NPS staffing, visitor use patterns, and unanticipated environmental changes. Full implementation could be many years in the future. Additional feasibility studies and more detailed planning, environmental documentation, and consultations will be completed, as appropriate, before certain actions in the plan can be carried out.

Future program and implementation plans, describing specific actions that managers intend to undertake and accomplish in the national historical park, will tier from the desired conditions and long-term goals set forth in this general management plan.

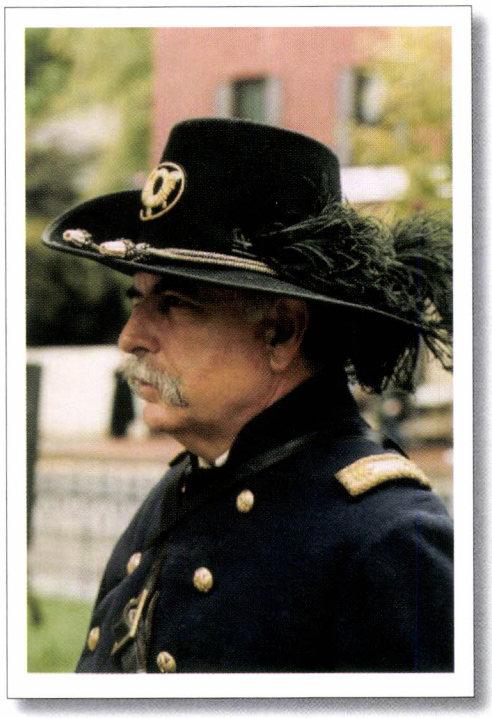

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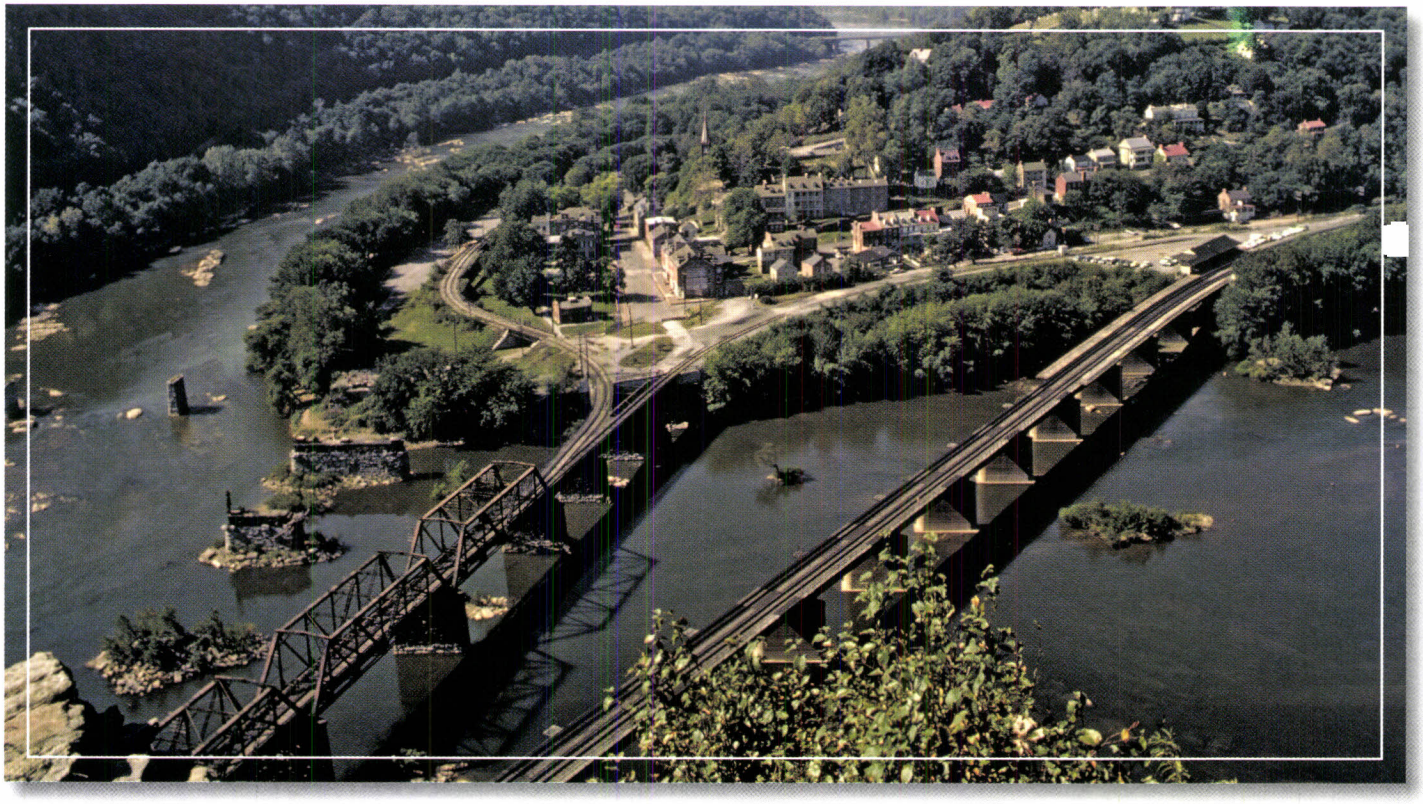
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Chapter 1



Purpose of and Need for the Plan

Introduction

Background and History

Harpers Ferry National Historical Park lies at the confluence of the Potomac and Shenandoah rivers, where the states of West Virginia, Virginia, and Maryland converge (see Region and Park maps). Historic Lower Town is at the point of the peninsula formed by the two rivers (see Lower Town map). The national historical park was established primarily to preserve historic resources and to commemorate for the benefit and enjoyment of all people the historic events that occurred at Harpers Ferry.

Harpers Ferry National Monument was authorized by Congress in 1944 (Public Law 78-386). The name was later changed to national historical park in 1963. Today, the national historical park contains 3,645 acres, with most of it in West Virginia and with other sections in Maryland and Virginia.

During its earliest period the town of Harpers Ferry was an important manufacturing and commercial town, using the two rivers for water power and transportation. The Federal Armory was established on June 15, 1796, by President George Washington. When production began in 1801, it became the nation's second Federal Armory.

By the 1850s Harpers Ferry had become militarily significant because of the U.S. Armory and Arsenal and geographically significant due to the Baltimore & Ohio (B&O) Railroad and Chesapeake and Ohio (C&O) Canal.

In 1859 Harpers Ferry was the scene of the electrifying John Brown Raid, a significant event in the days leading up to the Civil War. Strategically important, because of its location at the gateway into the Shenandoah Valley, Harpers Ferry changed hands officially eight times during the war. The town's capture by Confederate troops under the command of "Stonewall" Jackson in 1862, together with 12,693 surrendered Union soldiers, was a dramatic prelude to the great battle at Antietam Creek that ended the South's first invasion of the North. It was the largest number of Union soldiers surrendered during the Civil War.

The Union army quickly reoccupied Harpers Ferry and in 1862-64 converted the position into a fortress with strong field fortifications overlooking the town on the summits of Bolivar Heights, Loudoun Heights, and Maryland Heights. In July 1864 the Union Army repelled an attack here by Lt. General Jubal Early's Confederate army. This four-day operation and the later battle at Monocacy Junction delayed the Confederate army enough to allow the Union to reinforce Washington defenses and stave off its capture.



From August 1864 to December 1864, Harpers Ferry served as the main base of operations and chief supply depot for Major General Philip S. Sheridan's Union army during the final campaign in which Sheridan successfully destroyed Early's army as a fighting force and conquered the Shenandoah Valley in Virginia for the Union.

By the end of the Civil War, Harpers Ferry was a ghost of the former town. Mills on Virginius Island and the U.S. arms manufacturing plants on Lower Hall's Island

and in the Musket Factory yard along the Potomac were largely destroyed. The U. S. government decided not to rebuild the Armory at Harpers Ferry and to dispose of its lands and ruined buildings. In part because of these decisions, the town of Harpers Ferry never fully recovered its industrial importance.

The final events of national significance to take place at Harpers Ferry occurred during the period 1865–1955 and relate to black history and education and the Niagara Movement. These were related to the founding and operation of Storer College.

Established through the efforts of the U.S. Freedman's Bureau, the Freewill Baptist denomination, and a New England philanthropist named John Storer, the school was one of the first to provide education for freed slaves. It was chartered as an integrated institution, a symbol of freedom through education, and a symbol of what John Brown had hoped to achieve. Among the first trustees was Frederick Douglass. It was the location of the second meeting of the Niagara Movement in 1906, an event of great importance in the later establishment of the National Association for the Advancement of Colored People (NAACP).

Today the national historical park consists of portions of the Lower Town, the former Storer College campus, landscapes associated with the national historical park's Civil War significance, and lands preserving the historic viewshed down the Potomac River.

Key Areas in the National Historical Park

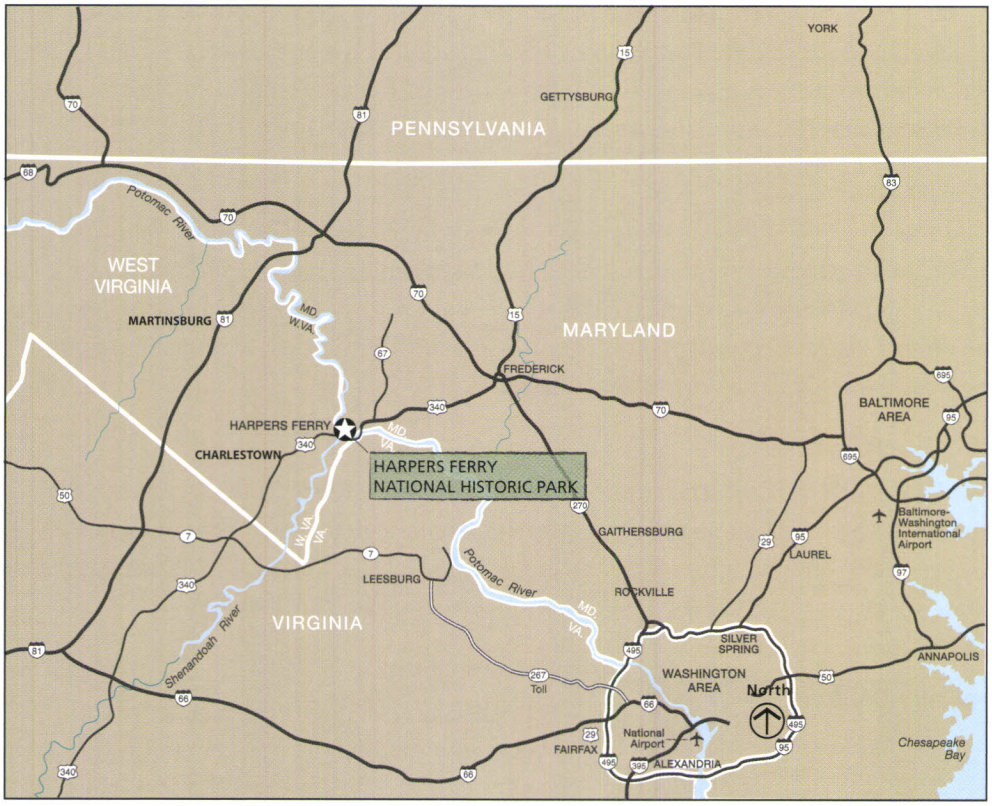
The story of Harpers Ferry National Historical Park can be found in numerous locations throughout the national historical park (see Park map). For purposes of this plan, place names will be used for these areas for discussion of actions specific to each area. They are place names commonly used by NPS staff to identify locales in the national historical park and are based on the region's historic antecedents, natural resources and visitor use. They have been designated for purposes of this plan and are not formal districts of the national historical park.

These areas are static and will not change. They should not be confused with management zoning.

Lower Town

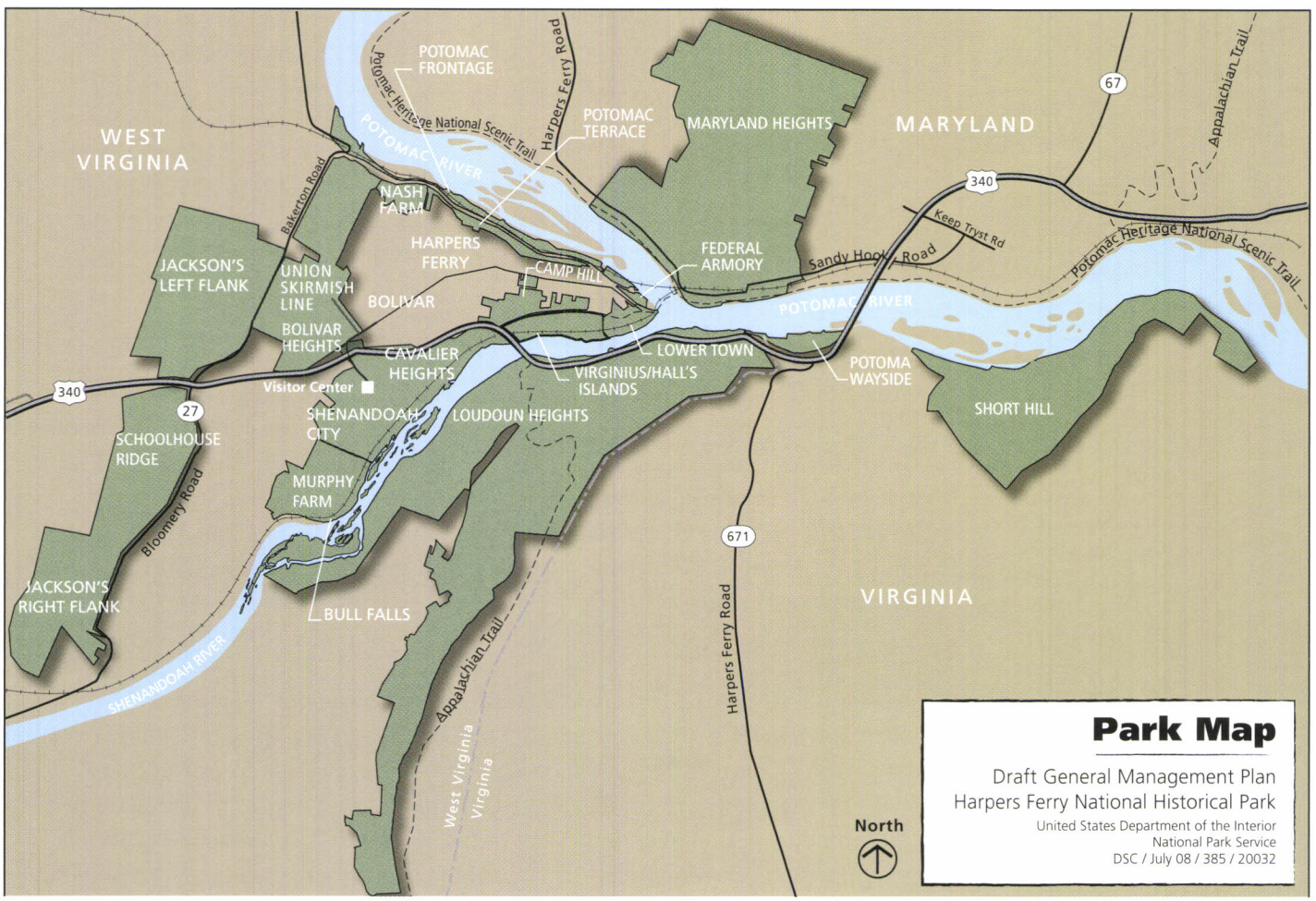
This area extends from the eastern end of Virginius Island on the Shenandoah side, beginning approximately at the Shenandoah Canal east to the confluence with the Potomac extending north to the CSX Railroad line (the historic Winchester and Potomac). The heart of Lower Town is formed by the concentration of historic buildings and landscape features along Shenandoah Street from Potomac Street, west along Hog Alley, to High Street. At High Street the boundary roughly proceeds north to the intersection with Public Way then back south to the stone steps trail to St. Peters Catholic Church at Church Street, then wrapping around the area of Harper Yard. The Lower Town area is closed at the "back" of the hillside as it drops down to Shenandoah Street at the Shenandoah Canal (see Lower Town map).

The hillside is a landscape of resources containing remnant walls, foundation ruins, including the structural ruins of the Episcopal Church, and the trail connecting



Region Map

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Park Map

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Harpers Ferry National Historical Park
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National Park Service
DSC / July 08 / 385 / 20032

Lower Town and Camp Hill through Harper Cemetery. The hill also functions as a buffer and boundary element defining the transition between Lower Town and Camp Hill. Jefferson Rock is on the hill within the Lower Town area along the trail passing St. Peters Catholic Church between Camp Hill and Lower Town.

Federal Armory

This area lies adjacent to the Potomac River reaching up from its banks to Potomac Street, and it extends from the modern CSX Railroad line near the Point upriver to the Potomac Power Hydroelectric Plant. The Baltimore & Ohio train station is within the limits of the Armory area. This is one of the most significant historic areas within the boundaries of the national historical park.

Potomac River Frontage

The Potomac River frontage is adjacent to the Potomac River from its banks to the base of the bluff. This area continues upriver from the power plant at the end of the Armory up to and including the dam and headgate at the west end. The Armory canal, within the limits of the frontage, runs the length of the frontage.



Virginius Island

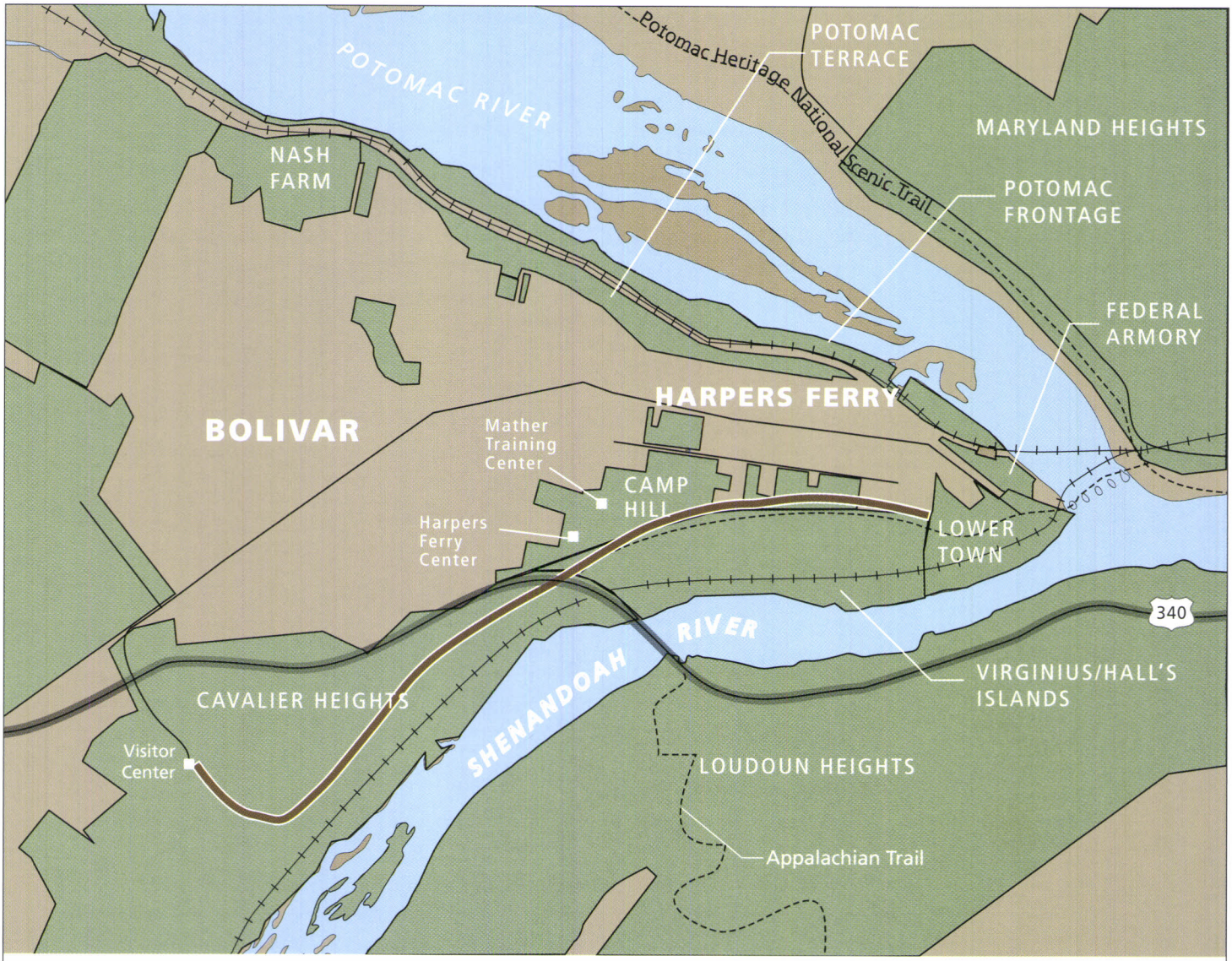
Virginius Island is the historically heavily developed industrial site adjacent to the Shenandoah River on the south side of Harpers Ferry. Although no longer an island, it was created when a canal system was developed to provide water power for the industry on the island. Mostly reclaimed by nature, today the outlines of the island can be traced by the remnants of the Shenandoah Canal on the north and east, where it angles out to the Shenandoah River. In modern times the island continues almost seamlessly as a "unit" to include the historic Hall's Island upriver to approximately the modern-day bridge crossing of U.S. 340.

Hall's Island

At one time Hall's Island (at the west end of Virginius Island) was several islands and primarily two islands — Upper and Lower Hall's Island — separated from Virginius Island by man-made canals. These areas, along the banks of the Shenandoah River, contained the industrial workshops of John Hall and later the U.S. Rifle Factory. Today Hall's Island is identified as beginning at the ruined locks (nos. 4 & 5) in the remnant Shenandoah Canal and extending upriver to approximately the modern-day U.S. 340 bridge crossing.

Camp Hill

Camp Hill is so-named because U.S. Army regiments camped on this hill above Lower Town in 1798–99. It is primarily a residential area bordered by Union Street to the west, Fillmore Street on the north, and the 4-acre Harper's Graveyard to the east. It maintains a historic quality with many historic structures dating from the antebellum period to after the turn of the century. It is in this area that Storer College, with several buildings used first by the military and later for various college



North

Legend

- Park Boundary
- Rail Road
- Road
- Trail
- Bus Route

Lower Town

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functions, is located. It also consists of the wooded slope containing a stretch of the Appalachian Trail. In general the area today has a mixed residential ambiance with several buildings used for NPS administrative purposes.

Loudoun Heights

The mountainous and forested land lies along the south side of the Shenandoah River, extending from its banks to the top of the ridge, across from the town, and stepping down to the river as it proceeds upstream. Loudoun Heights was logged by the Harpers Ferry Armory personnel during the first half of the 19th century, virtually clearing away the forest. Loudon Heights was fortified, and encampments occurred there during the Civil War.

Maryland Heights

Maryland Heights is north of the Potomac River overlooking Harpers Ferry and providing the most picturesque views of the town. At its base is the C&O Canal. The mountain includes numerous Union fortifications used during the Civil War, and the ridgetop was part of the 1862 Battle of Harpers Ferry. With its rock outcroppings and steep wooded slopes, it is the highest of the three ridges surrounding the town.

Short Hill

Short Hill is the easternmost area of the national historical park. It is on the south side of the Potomac River and downstream from Harpers Ferry. It is primarily an area of wooded slopes, shoreline, trails, and historic ruins, including the Peachers Mill complex adjacent to the river.

Cavalier Heights

Cavalier Heights is an area of relatively undeveloped land southwest of the town of Bolivar, extending down the bluff to Shoreline Drive and the banks of the Shenandoah River. The area was considered suitable land for development of a visitor center and was acquired to possibly consolidate the scattered functions of the Harpers Ferry Center, as well as visitor parking and possible maintenance functions.

Bolivar Heights (including Elk Run Natural Area)

This linear ridge, 1 mile west of Harpers Ferry, witnessed more Civil War battlefield action than any other area within the national historical park. It constituted the principal Union battle line during the September 1862 Battle of Harpers Ferry. It was also the site of actions in October 1861, May 1862, June 1863, and July 1864. Bolivar Heights also was the site of Union and Confederate encampments. Artillery redoubts and infantry entrenchments still remain across the crest of the ridge.

Union Skirmish Line

The Skirmish line, more recently known as the Hillside Fruit Farm, is along State Secondary Route 27 (also known as Bloomery/Bakerton Road). Fronting on the west side of the road, the area sits on the west-facing slope of Bolivar Heights, facing the Schoolhouse Ridge to the west.

Schoolhouse Ridge

Schoolhouse Ridge was Stonewall Jackson's main battle line during the 1862 Battle of Harpers Ferry. It parallels Bolivar Heights, located approximately 1,000 yards west, and it fronts along State Secondary Route 27 (Bloomery/Bakerton Road). Its north and south sections are separated by U.S. 340.

Murphy Farm

The Murphy Farm (Chambers Farm 1848–69) sits on a bluff overlooking Bull Falls on the Shenandoah River. The land was first developed as a farm in 1848 and later, during the Civil War, became an important position for the Confederates, whose success forced the Union to surrender on Bolivar Heights. Earthworks associated with the Civil War are preserved on the farm. The farm also marks one of the former locations of the John Brown fort. The fort was relocated to the Murphy Farm in 1895 after having been displayed at the 1893 World's Columbian Exposition in Chicago.

Nash Farm

The Nash Farm consists of approximately five contiguous town lots in a relatively undeveloped section in the northwest corner of the town of Harpers Ferry. Surrounded by wooded lots, the Nash Farm was developed during the first quarter of the 20th century. The property is on a grassy hill overlooking the Potomac River.

Potomac Terrace

Potomac Terrace is a natural area of steep contours rising from the river frontage to the top of the bluff to the towns of Harpers Ferry and Bolivar. The area is one of dense understory vegetation with a relatively open timbered upper story of second- and third-growth hardwood trees.

Shenandoah City

This area contains numerous but undetermined numbers of structural foundations, including the Strider Mill complex and undisturbed natural areas. It is primarily in the bottomland environment on the bank of the Shenandoah River at the base of a ravine formed between the bluff underlying Cavalier Heights and the Murphy Farm.

Potoma Wayside

This area is a moderately developed highway pulloff on U.S. 340 at the eastern base of Loudoun Heights. The area is mostly used as a takeout access for whitewater rafters and canoeists on the Potomac River. It is a heavily wooded natural wetland area subject to seasonal flooding.

Bull Falls Area

This area is situated below the Murphy Farm on the Shenandoah River Terrace but also extends into the river falls that gives the area its name. It is an area of densely overgrown vegetation occasionally used for canoe and fishing access.



Schoolhouse Ridge

Purpose and Need

Purpose and Significance

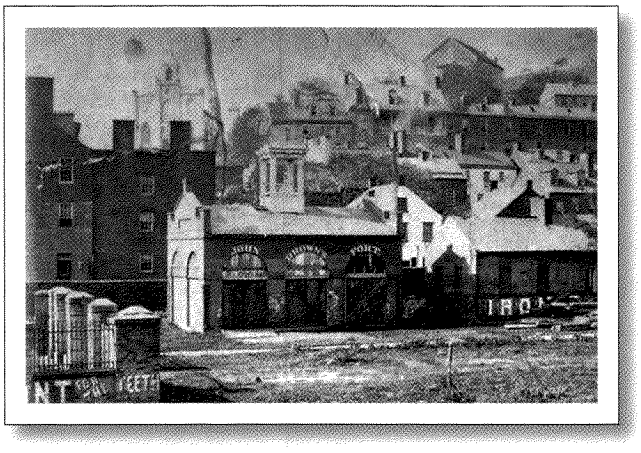
Purpose

Purpose statements are based on the national historical park's establishing legislation and legislative history and NPS policies. The statements reaffirm the reasons for which the national historical park was set aside as a unit of the national park system. Such statements help to guide management decisions. The purpose is as follows.

- To preserve Harpers Ferry National Historical Park for the benefit and enjoyment of the people of the United States as a public national memorial commemorating historical events that occurred at or near Harpers Ferry.

Significance

Significance statements capture the essence of the national historical park's importance to the country's natural and cultural heritage. Significance statements are not an inventory of national historical park resources; rather, they describe the national historical park's distinctiveness and help to place the national historical park within its regional, national, and international contexts. Significance statements answer questions such as why are Harpers Ferry National Historical Park's resources distinctive? What contribution do they make to the nation's natural/cultural heritage?



Defining the national historical park's significance helps managers make decisions that preserve the resources and values necessary to accomplish the national historical park's purpose.

The significance of Harpers Ferry National Historical Park was defined by NPS staff and planning team as follows.

1. The geography of the Harpers Ferry area has made this a key travel, trade, and communications crossroads from the times of the earliest human habitation by American Indians to the present.
2. George Washington designated Harpers Ferry as the second Federal Armory in 1796 because of its geography and natural resources. It became a center for technological innovation, such as interchangeable parts and a model of the American System of Manufacturing. The Federal Armory provided arms and supplies for the Lewis and Clark expedition.
3. Harpers Ferry preserves the site of John Brown's raid of 1859, an epic event occurring in opposition to slavery, which helped precipitate the Civil War.
4. Harpers Ferry's location 61 miles northwest of Washington, D.C., made it a strategic target for both North and South during the American Civil War. The biggest battle in present-day West Virginia occurred here in September 1862, when Stonewall Jackson forced the largest surrender of Union troops during the Civil War. Union forces occupied the town during much of the war, establishing extensive fortifications and enforcing martial law on a civilian population. Due to the Baltimore & Ohio Railroad, Harpers Ferry served as the principal supply base for Union military operations in Shenandoah Valley during campaigns in 1862, 1863, and 1864.

5. Harpers Ferry hosted a broad range of African Americans, including slaves, freed blacks, and Civil War refugees. Storer College, which was established in 1867, was one of the first institutions of higher learning for former slaves. It was the site of the second Niagara Movement Convention in 1906, where W. E. B. DuBois devised the first modern philosophy and strategy for civil rights. This led to the formation of the National Association for the Advancement of Colored People.
6. The view of the confluence of the Shenandoah and Potomac, which inspired Thomas Jefferson to say it is "worth a voyage across the Atlantic," continues to inspire visitors today.

Primary Interpretive Themes

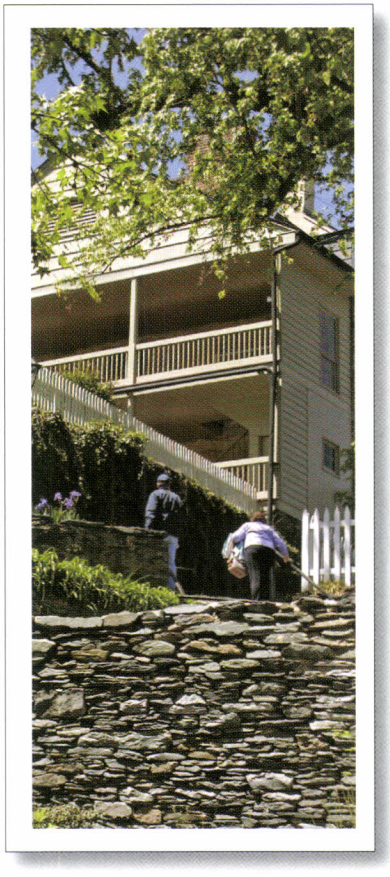
Based on the national historical park's purpose, significance, and resources, the following interpretive themes have been developed. Interpretive themes are the key stories, concepts, and ideas of a park. They are the groundwork that NPS staff will use to educate visitors about the national historical park and to inspire visitors to care for and about its resources. With these themes, visitors can form intellectual and emotional connections with national historical park resources and experiences. Subsequent interpretive planning may elaborate on these primary themes.

- The physical and historical geography of the Harpers Ferry area demonstrate how landscapes shape human history and how human endeavors profoundly affect natural landscapes — a powerful reminder that the actions of today determine the opportunities of tomorrow.
- The invention of interchangeable parts in arms manufacturing at the Harpers Ferry Armory provided unprecedented momentum to the Industrial Revolution, forever changing the human experience and intensifying the ongoing dialogue concerning the costs and benefits of technological innovation.
- The story of the cataclysmic impact of John Brown's raid, followed by the intense and pervasive effects of the Civil War on the community of Harpers Ferry and the nation, can provide myriad insights into the violent, transformative reality of war.
- The history of Harpers Ferry chronicles critical milestones and issues in the continuing struggle to achieve the evolving American ideals of freedom, education, and equality for African Americans.
- The history of Harpers Ferry weaves together common threads in the tapestry of 18th, 19th, and 20th century America, offering a deeper understanding into the great American experiment and providing important contexts for the challenges and opportunities facing us today.



Servicewide Laws and Policies

This section identifies what must be done at Harpers Ferry National Historical Park to comply with federal laws and policies of the National Park Service. Many park management directives are specified in laws and policies guiding the National Park Service and are therefore not subject to alternative approaches. A general



management plan is not needed to decide, for instance, that it is appropriate to protect endangered species, control nonnative species, protect archeological sites, or provide access for visitors with disabilities. Laws and policies already direct such decisions. Although attaining some of the conditions set forth in these laws and policies may depend on available funding or staffing limitations, the National Park Service will continue to strive to implement these requirements with or without a new general management plan.

Some of these laws and executive orders are applicable solely or primarily to units of the national park system. These include the 1916 Organic Act that created the National Park Service; the General Authorities Act of 1970; the act of March 27, 1978, relating to the management of the national park system; and the National Parks Omnibus Management Act (1998). Other laws and executive orders have much broader application, such as the Endangered Species Act, the National Historic Preservation Act of 1966 as amended, and Executive Order 11990 addressing the protection of wetlands.

The NPS Organic Act (16 USC Section 1) provides the fundamental management direction for all units of the national park system:

> [P]romote and regulate the use of the Federal areas known as national parks, monuments, and reservations. . .by such means and measure as conform to the fundamental purpose of said parks, monuments and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.

The National Park System General Authorities Act (16 USC section 1a-1 et seq.) affirms that while all national park system units remain "distinct in character," they are "united through their interrelated purposes and resources into one national park system as cumulative expressions of a single national heritage." The act makes it clear that the NPS Organic Act and other protective mandates apply equally to all units of the system. Further, amendments state that NPS management of park units should not "derogat[e] . . . the purposes and values for which these various areas have been established."

The National Park Service also has established policies for all units under its stewardship. These are identified and explained in the NPS Management Policies 2006. The approved plan incorporates and complies with the provisions of these mandates and policies as funding and staffing allow.

Table 1 shows some of the most pertinent servicewide mandates and policy topics related to planning and managing Harpers Ferry National Historical Park; across from each topic are the desired conditions that the staff is striving to achieve for that topic and thus the table is written in the present tense.

It should be noted that although Harpers Ferry National Historical Park does not have overall responsibility for the two major trails that pass through the park, the National Park Service administers the Appalachian and Potomac Heritage national scenic trails and is subject to certain sections of the National Trails System Act of 1968 (as amended).

TABLE 1.
SERVICEWIDE MANDATES AND POLICIES PERTAINING TO HARPERS FERRY NATIONAL HISTORICAL PARK

CULTURAL RESOURCES MANAGEMENT

ARCHEOLOGICAL RESOURCES	
Archeological resources are the physical evidences of past human activity representing both historic and prehistoric time periods. They can be found above or below ground and submerged under water. Current laws and policies require that the following conditions be achieved in the parks:	
Desired Condition	**Source**
Archeological sites are identified and inventoried, and their eligibility is determined and documented. Archeological sites are protected in an undisturbed condition unless it is determined through formal processes that disturbance or natural deterioration is unavoidable. When disturbance is unavoidable, the site is professionally excavated and documented in consultation with the appropriate state historic preservation office and/or American Indian tribes and the resulting artifacts, materials, and records are curated and conserved. Some archeological sites that can be adequately protected may be interpreted to the visitor.	National Historic Preservation Act of 1966, as amended Advisory Council on Historic Preservation's implementing regulations regarding the "Protection of Historic Properties" (36 CFR 800) American Indian Religious Freedom Act Archeological and Historic Preservation Act Archeological Resources Protection Act Native American Graves Protection and Repatriation Act NPS *Management Policies 2006* DO 28 and accompanying "Cultural Resource Management Guideline" (2001) DO 28A "Archeology" (2004)

Compliance Actions

- Inventory and document parkwide archeological sites and make National Register of Historic Places eligibility evaluations to provide the state historic preservation office recommendations for making a consensus determination of eligibility.
- Initiate a program of nomination to the National Register of Historic Places those individual properties believed to be eligible for inclusion in and/or have had a consensus determination of eligibility already made.
- Treat all archeological resources as eligible for listing on the National Register of Historic Places pending a formal determination of their eligibility.
- Monitor and assess the condition of known archeological sites; develop and implement stabilization strategies or data recovery for sites being threatened or destroyed.
- Protect all archeological resources eligible for inclusion in or that are listed in the national register.
- Design facilities to avoid known or suspected archeological resources. If disturbance to such resources is unavoidable, conduct formal consultation with the applicable state historic preservation office, the Advisory Council on Historic Preservation, as appropriate, and Indian tribes in accordance with the National Historic Preservation Act and the current NPS Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers.
- Conduct data recovery excavations at archeological sites only where protection or site avoidance during design and construction is not feasible.
- Educate visitors on regulations governing archeological resources; encourage visitors through the interpretive programs to respect archeological resources and leave them undisturbed.
- Limit archeological research to those sites that are in imminent or identifiable danger of destruction through natural causes or as the result of development actions.
- Allow archeological research activities when identified as a national historical park research need and in conformance with an approved research design.
- Complete an archeological overview and assessment, including archeological identification/evaluation studies.
- Enter cultural resource data into a secure GIS database.

HISTORIC STRUCTURES

A historic structure is "a constructed work consciously created to serve some human activity." Historic structures are usually immovable, although some have been relocated and others are mobile by design. They include buildings and monuments, dams, millraces and canals, bridges, tunnels and roads, fences, defensive works, ruins of all structural types, and outdoor sculpture.

Current laws and policies require that the following conditions be achieved for historic structures:

Desired Condition	Source
Historic structures are inventoried and their significance and integrity are evaluated under National Register of Historic Places criteria. The qualities that contribute to the listing or eligibility for listing of historic structures on the national register are protected in accordance with the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation.*	National Historic Preservation Act of 1966, as amended Advisory Council on Historic Preservation's implementing regulations regarding the "Protection of Historic Properties" (36 CFR 800) Archeological and Historic Preservation Act *Secretary of the Interior's Standards for the Treatment of Historic Properties, with Guidelines for the Treatment of Cultural Landscapes* Programmatic memorandum of agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Council of State Historic Preservation Officers (2008) NPS *Management Policies 2006* DO 28 and accompanying "Cultural Resource Management Guideline"

Compliance Actions

- Update/certify the list of classified structures as needed.
- Update the National Register of Historic Places nomination for Harpers Ferry National Historical Park as necessary.
- Develop and initiate a program of identification and evaluation and begin the process of reaching a consensus determination of eligibility with the state historic preservation officer for buildings and structures believed to be eligible for inclusion in the National Register of Historic Places.
- Treat all structures as eligible for listing in the National Register of Historic Places pending a formal determination of eligibility.
- Subject to the *Secretary of the Interior's Standards*, programmatically monitor and assess the condition of historic structures and develop and implement a program for the appropriate level of preservation for each historic structure determined or considered eligible for inclusion in the National Register of Historic Places.
- Before modifying any historic structure on the National Register of Historic Places, the National Park Service will consult with the West Virginia, Virginia, or Maryland state historic preservation office(s) as appropriate, and as required.
- Complete historic resource study for all areas of the national historical park.
- Import cultural resource data into a secure GIS database.

CULTURAL LANDSCAPES

A cultural landscape is a reflection of human adaptation and use of natural resources and is often expressed in the way land is organized and divided, patterns of settlement, land use, systems of circulation, and the types of structures that are built. The character of a cultural landscape is defined both by physical materials, such as roads, buildings, walls, and vegetation, and by use that reflects cultural values and traditions.

Current laws and policies require that the following conditions be achieved in the parks for historic properties including historic cultural landscapes:

Desired Condition	Source
Cultural landscape inventories are conducted to identify landscapes potentially eligible for listing in the National Register of Historic Places and to assist in future management decisions for landscapes and associated resources, both cultural and natural. The management of cultural landscapes focuses on preserving the landscape's physical attributes, biotic systems, and use, when that use contributes to its historical significance. The preservation, rehabilitation, restoration, or reconstruction of cultural landscapes is undertaken in accordance with the Secretary of the Interior's *Standards for the Treatment of Historic Properties with Guideline's for the Treatment of Cultural Landscapes.*	National Historic Preservation Act of 1966, as amended Advisory Council on Historic Preservation's implementing regulations regarding the "Protection of Historic Properties" (36 CFR 800) Secretary of the Interior's *Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes* (1996) NPS *Management Policies 2006* DO 28 and accompanying "Cultural Resource Management Guideline"

Compliance Actions

- Complete a survey, inventory, and evaluation of cultural landscapes for areas of the national historical park not already surveyed.
- Submit the inventory and evaluation results to the appropriate state historic preservation office for review and comment
- Prepare nominations for those areas believed to be eligible for inclusion in the National Register of Historic Places for review by the state historic preservation officers or a formal determination by the keeper of the national register as to their eligibility.
- Treat potential cultural landscapes as eligible for inclusion in the national register pending agreement of eligibility with the appropriate state historic preservation office or a formal determination by the keeper of the national register.
- Determine, implement, and maintain the appropriate level of preservation for each landscape formally listed on the national register or determined to be eligible for listing subject to the *Secretary of the Interior's Standards*.

MUSEUM COLLECTIONS	
Museum collections (objects, specimens, and archival and manuscript collections) provide information about processes, events, and interactions among people and the environment. All resource management records are managed as museum property. Current laws and policies require that the following conditions be achieved in the parks for museum collections:	
Desired Condition	**Source**
All museum collections (objects, specimens, and archival collections) are identified and inventoried, cataloged, documented, preserved, and protected, and provision is made for access to and use of these items for exhibits, research, and interpretation.	Archeological and Historic Preservation Act Archeological Resources Protection Act Native American Graves Protection and Repatriation Act NPS *Management Policies 2006* DO 24 "Museum Collections Management" DO 28 and accompanying "Cultural Resource Management Guideline" 36 CFR Part 79
Compliance Actions • Inventory and catalog all national historical park museum collections in accordance with standards outlined in the *NPS Museum Handbook*. Develop and implement a collection management program according to NPS standards to guide the protection, conservation, documentation, and use of museum collections. • Plan for storage and exhibit area facilities sufficient to meet current curation standards consistent with DO 24 and 36 CFR 79, to be implemented by the national historical park staff. • Use NPS standards and guidelines on the display and care of artifacts, including artifacts used in exhibits. • Do not display or store irreplaceable items at Harpers Ferry National Historical Park within the 500-year floodplain. • Update the Scope of Collection Statement when warranted.	

Natural Resources Management

SOILS	
Desired Condition	**Source**
The National Park Service actively seeks to understand and preserve the soil resources, and to prevent, to the extent possible, the unnatural erosion, physical removal, or contamination of the soil, or its contamination of other resources. Natural soil resources and processes function in as natural a condition as possible, except where special considerations are allowable under policy.	NPS *Management Policies 2006*
When soil excavation is an unavoidable part of an approved facility development project, the National Park Service will minimize soil excavation, erosion, and offsite soil migration during and after the development activity.	NPS *Management Policies 2006*
Compliance Actions • Update soil GIS data. • Apply soil conservation measures to any surface-disturbing project.	

WATER RESOURCES	
Desired Condition	**Source**
Surface water and groundwater are protected, and water quality meets or exceeds all applicable water quality standards.	Clean Water Act, Executive Order 11514 NPS *Management Policies 2006*
NPS and NPS-permitted programs and facilities are maintained and operated to avoid pollution of surface water and groundwater.	Clean Water Act Executive Order 12088 Rivers and Harbors Act NPS *Management Policies 2006*
Compliance Actions • Investigate and monitor water flows and quality including trace elements. When poor readings occur, attempt to locate and mitigate source. • When appropriate, NPS staff will educate visitors about the water resources.	

NATIVE VEGETATION AND ANIMALS	
Desired Condition	**Source**
The National Park Service maintains, as part of the natural ecosystem, all native plants and animals in the parks. Populations of native plant and animal species function in as natural condition as possible except where special considerations are warranted. Native species populations that have been severely reduced in or extirpated from the parks are restored where feasible and sustainable.	NPS *Management Policies 2006*
The management of nonnative plant and animal species, up to and including eradication, is conducted wherever such species threaten parks' resources or public health and when control is prudent and feasible.	NPS *Management Policies 2006* Executive Order 13112 "Invasive Species"
Healthy native ecosystems are maintained that are free from nonnative pests and diseases that alter the composition of health of the native communities.	NPS *Management Policies 2006*
Compliance Actions • Locate and inventory areas of native vegetative communities. • Continue upgrading wildlife inventory of all national historical park sections. • Implement an exotic species management plan. • Develop a resource stewardship strategy, including management of the gypsy moth, white-tailed deer surveys, monitoring of the impacts caused by white-tailed deer on vegetation, and other resource management strategies.	

THREATENED, ENDANGERED, AND SPECIAL STATUS SPECIES	
Desired Condition	**Source**
Federal and state listed threatened and endangered species and their habitats are protected and sustained.	Endangered Species Act NPS *Management Policies 2006*
Native threatened and endangered species populations that have been severely reduced in or extirpated from the parks are restored where feasible and sustainable.	NPS *Management Policies 2006*

Compliance Actions

- Conduct periodic inventories for special status species.
- Prepare and implement a resources management plan that includes a monitoring and protection program for listed species.

NATURAL SOUNDS	
Desired Condition	**Source**
The National Park Service preserves the natural ambient soundscapes, restores degraded soundscapes to the natural ambient condition wherever possible, and protects natural soundscapes from degradation due to human-caused noise. Disruptions from recreational uses are managed to provide a high-quality visitor experience in an effort to preserve or restore the natural quiet and natural sounds.	NPS *Management Policies 2006* Director's Order 47 "Sound Preservation and Noise Management"

Compliance Actions

- In undeveloped areas of the parks, identify and take actions to prevent or minimize unnatural sounds that adversely affect natural soundscapes or visitors' enjoyment of them.
- Regulate the use of motorized equipment during visitor hours to minimize noise generated by NPS management activities.

LIGHTSCAPE MANAGEMENT/NIGHT SKY	
Desired Condition	**Source**
Excellent opportunities to see the night sky are available. Artificial light sources both within and outside the parks do not unacceptably adversely affect opportunities to see the night sky.	NPS *Management Policies 2006*

Compliance Actions

- Identify and take actions to prevent or minimize outdoor lighting in the national historical park and surrounding communities of Harpers Ferry, Bolivar, Neersville, and Sandy Hook that adversely affects natural lightscapes or visitor enjoyment.

CLIMATE CHANGE	
Desired Conditions	**Sources**
The National Park Service recognizes that long-term global climate change will have effects on the resources of Harpers Ferry National Historical Park. These effects are expected to include weather, vegetation, river shorelines, fish, wildlife, historic structures, and visitation (e.g., use seasons, recreational activities). Although climate change will affect the park during the life of this plan, many of the specific effects, the rate of changes, and the severity of impacts are not known. The desired condition is to have Harpers Ferry become a local leader in efforts to address climate change by showing a reduction in greenhouse gas emissions and increasing its use of renewable energy and other sustainable practices.	While there are no laws or policies that provide direct guidance to the National Park Service on addressing climate change, there is indirect guidance including the NPS Organic Act, Executive Order 13423 (requirements for reduction of greenhouse gases and other conservation measures), Interior Secretarial Order 3226 (ensures climate change impacts be taken into account in departmental planning and decision making), and NPS Management Policies sections that deal with environmental leadership (1.8), sustainable energy design (9.1.1.6), and energy management (9.1.7).
Compliance Actions	
• Harpers Ferry National Historical Park could become a member of the Climate Friendly Parks program, measuring park-based greenhouse gas emissions, developing sustainable strategies to mitigate these emissions, and applying adaptive management to address the impacts of climate change.	

VISITOR USE AND EXPERIENCE	
Desired Condition	**Source**
Natural and cultural resources are conserved "unimpaired" for the enjoyment of future generations. Visitors have opportunities for forms of enjoyment that are uniquely suited and appropriate to the superlative natural and cultural resources found in the parks. No activities occur that would cause derogation of the values and purposes for which the parks have been established. For all zones, districts, or other logical management divisions within a park system unit, the types and levels of visitor use are consistent with the desired resource and visitor experience conditions prescribed for those areas. Visitors have opportunities to understand and appreciate the significance of the parks and their resources, and to develop a personal stewardship ethic.	NPS Organic Act NPS *Management Policies 2006*
To the extent feasible, programs, services, and facilities are accessible to and usable by all people, including those with disabilities.	Architectural Barriers Act Accessibility Standards Director's Order 42 "Accessibility for Visitors with Disabilities in NPS Programs, Facilities, and Services"
NPS staff will identify implementation commitments for visitor carrying capacities for all areas of the parks.	National Parks and Recreation Act (PL 95-625) NPS *Management Policies 2006*
Compliance Actions	
• Give visitors the opportunity to understand, appreciate, and enjoy all areas of the national historical park. • Continue to monitor visitor comments on issues such as crowding, parking access, and other experience-related topics.	

SUSTAINABLE DESIGN	
Desired Condition	**Source**
NPS visitor management facilities are harmonious with parks' resources, compatible with natural processes, aesthetically pleasing, functional, as accessible as possible to all segments of the population, energy-efficient, and cost-effective. All decisions regarding NPS operations, facilities management, and development in the parks — from the initial concept through design and construction — reflect principles of resource conservation. Thus, all NPS developments and operations are sustainable to the maximum degree possible and practical. New developments and existing facilities are located, built, and modified according to the Guiding Principles of Sustainable Design or other similar guidelines. Management decision-making and activities throughout the national park system should use value analysis, which is mandatory for all Department of the Interior bureaus, to help achieve this goal.	NPS *Management Policies 2006* Executive Order 13123 "Greening the Government through Efficient Energy Management" NPS 1993 *Guiding Principles of Sustainable Design* Director's Order 13 "Environmental Leadership"
Compliance Actions	
• NPS staff will work with experts to make national historical park facilities and programs sustainable.	

Planning Issues and Concerns

The general public; NPS staff; representatives from other county, state, and federal agencies; and representatives from various organizations identified issues and concerns during scoping (early information gathering) for the general management plan. (An issue, for the purposes of this plan, is defined as an opportunity, conflict, or problem regarding the use or management of public lands). Comments were solicited at public meetings and through planning newsletters (see the "Consultation and Coordination" chapter).

The approved general management plan provides strategies for addressing the issues within the context of the national historical park's purpose, significance, and special mandates.

Not all issues identified during scoping were dealt with within the general management plan because they are already governed by law or policy, may be beyond the scope of the plan, may be better dealt with in another type of document, may be corrected as a part of another action, or are not feasible.

The planning team analyzed all the comments received from national historical park neighbors, interest groups, community members, and the public during the scoping period to identify important issues that NPS management should address. Comments received indicated that the most important issue that should be addressed is the threat from outside development encroaching on the national historical park. Related to that was the need to expand the boundary to protect additional Civil War sites. Other priorities mentioned included cooperation with local communities, more or better access to national historical park sites, protection of resources, and more interpretation of Civil War sites.

Trespass

Trespass refers to the unauthorized entry onto NPS lands of people or animals often resulting in damage to national historical park property and resources. Although a serious concern, it is more a matter of staffing and law enforcement than an issue that can be dealt with in the general management plan.

Boundary Adjustment

This issue came up frequently during the scoping process. Harpers Ferry National Historical Park has been involved in a process of land acquisition resulting in the addition of several properties containing significant resources relating to the history of Harpers Ferry. Legislation in 2004 did not address lands in the viewshed of Jefferson Rock in Virginia and Maryland. This remains a serious concern of the public and may need to be addressed through legislation allowing NPS purchase in fee or scenic easement from willing sellers.

Cooperation with Local Communities

Cooperation with neighbors and with the communities of Harpers Ferry and Bolivar is an important concern of Harpers Ferry National Historical Park. National historical park staff and the planning team have sought the comments of all affected neighbors and the local communities during scoping and continued to consult with them during the preparation of this plan. Continued cooperation and coordination needs to be ongoing following the planning process, during implementation, and into the future.

Better Access to NPS Sites

Some areas of the national historical park are not open to the public. Other areas are difficult to get to, do not have designated parking, or lack appropriate directional/interpretive signs. In an effort to provide better way-finding, two studies dealing with signs and access have been undertaken by the National Park Service. The plan incorporates the information from these studies and looks at other improvements that can be made to improve access around the national historical park.

Protection of National Historical Park Resources

Protection of national historical park resources is an ongoing issue that is dealt with generally in the plan. It encompasses law enforcement, visitor education, and preservation/maintenance rather than a set of actions that can be fully described in the plan.

More Interpretation of Civil War Sites

During scoping, the public expressed frustration that there was little or no interpretation by rangers at many sites. Most of the sites have interpretive panels, but much of the interpretation occurs without benefit of NPS staff. With increasing budgetary concerns systemwide, the likelihood of additional staff is small. The plan notes this concern and identifies some of the ways to provide more efficient interpretation. A later interpretive plan will be necessary to specifically identify ways to address the need for additional interpretation, perhaps through increased or updated signs, site-specific brochures, and self-guided audio tours. However, as noted elsewhere in this plan, there is no guarantee that funding will be provided to make this happen.

Staff Housing

Staff housing for seasonal employees and volunteers is very difficult to find in the Harpers Ferry area. Seasonal employees and volunteers often cannot afford to pay the rental rates, even if the housing is available locally.



Lack of Staff

The national historical park's "Business Plan" (2003) has identified a need for additional personnel to maintain facilities, provide interpretation, protect resources and visitors, and to otherwise administer the needs of the national historical park. The plan notes this need. However, as noted elsewhere in this plan, there is no guarantee that funding for additional staff will be provided.

Nonnative Species

Nonnative species of plants and animals have become established within Harpers Ferry National Historical Park. Some are so established that they likely cannot feasibly be removed, such as the dandelion. Others out-compete the native species

and cause widespread disruption of the environment. The gypsy moth has been a major issue on Loudon Heights and Maryland Heights as well as Short Hill. The plan notes this is a concern. However, such species are covered by NPS policy and are not discussed in detail.

Maintenance Yard Location

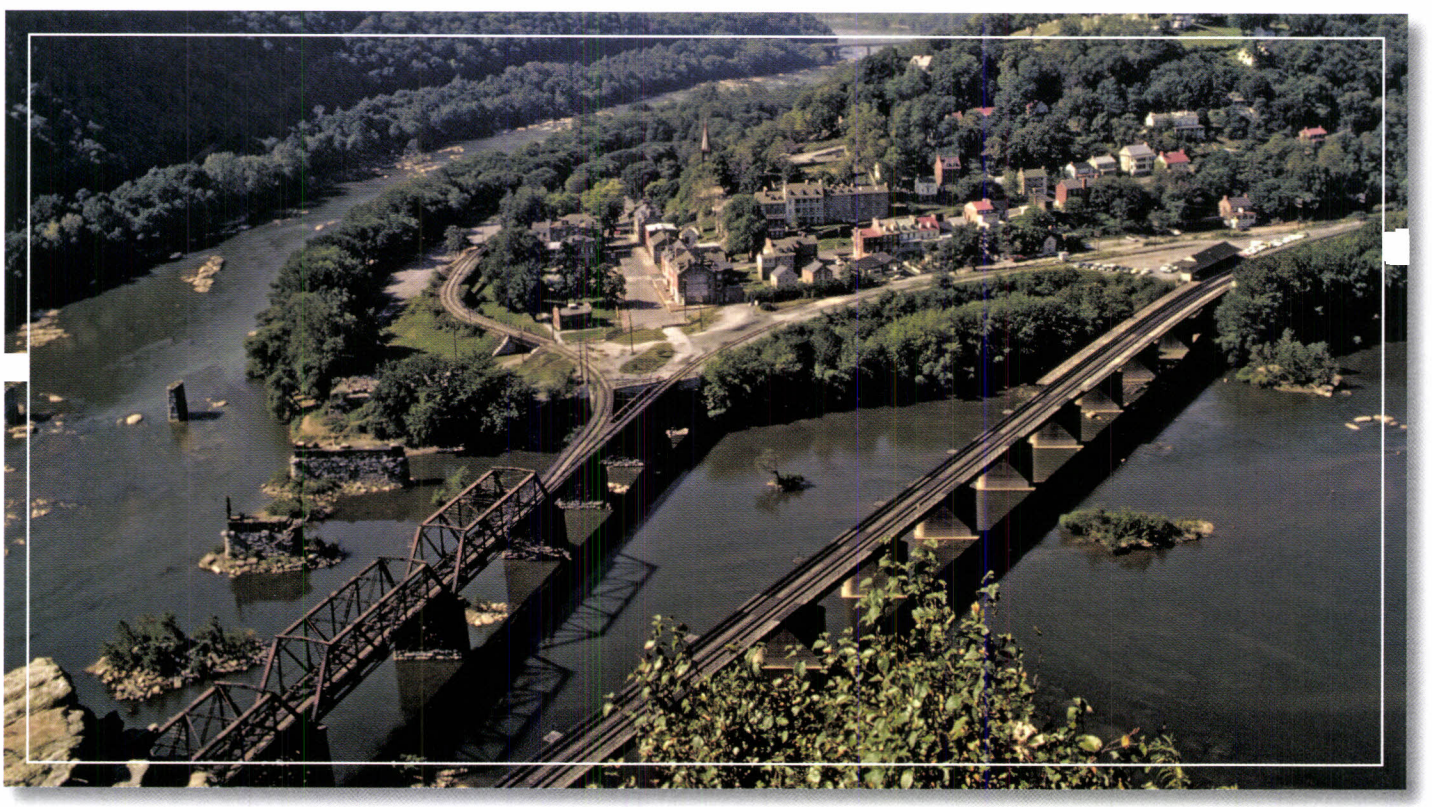
The location of the maintenance yard requires that NPS and commercial delivery trucks drive on narrow side streets not ideal for such use. Additionally, noise from these vehicles can disturb neighbors. The plan does look at alternative locations for the maintenance facility.

Static Visitation

This issue was mentioned by NPS staff as a concern. Many parks have experienced static or declining visitation as post 9/11 travel fears, gasoline prices, and visitor interests have diversified. This is also related to the staffing concern identified above. Implementation of the plan could help to improve visitation.



Chapter 2



The Plan

Introduction

Many aspects of the desired future condition of Harpers Ferry National Historical Park are defined in the establishing legislation, the national historical park's purpose and significance statements, and the servicewide mandates and policies that were described earlier. The National Park Service solicited input from the public, NPS staff, government agencies, and other organizations regarding issues and desired conditions for the national historical park. Planning team members gathered information about existing visitor use and the condition of the national historical park's facilities and resources. They considered which areas of the national historical park attract visitors and which areas have sensitive resources.

Using the above information, the planning team developed a set of seven management prescriptions to reflect the range of ideas proposed by the NPS staff and the public.

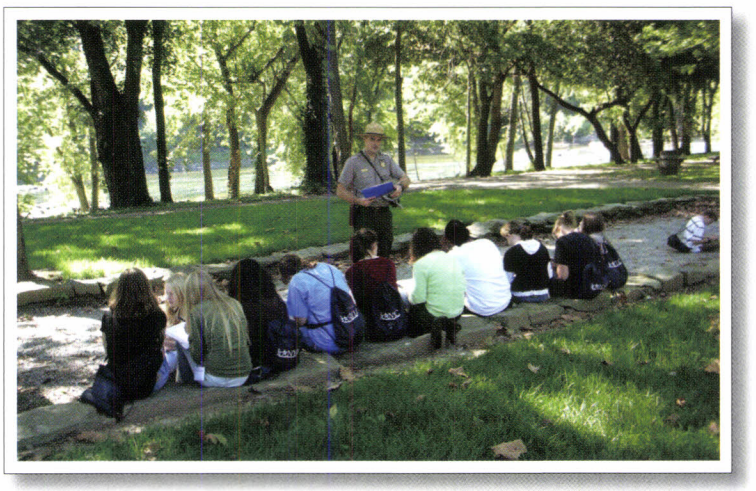
In addition to developing the management prescriptions, the team determined a user carrying capacity for the national historical park, which sets parameters for maintaining desired resource conditions and visitor experience. Three preservation treatments for the historic properties in this plan were also defined.

This chapter describes the user capacities, preservation treatments of historic properties, management prescriptions, and the approved plan for managing the national historical park for the next 15 to 20 years. Tables in this chapter summarize the management prescriptions and the plan actions. This chapter also describes mitigation measures that will be used to lessen or avoid impacts, and additional studies that will be needed.

User Capacities

The General Authorities Act for the National Park Service, section 604, amended section 12(b), requires that general management plans establish a user carrying capacity for a unit of the national park system, saying, among other things, that there must be "identification of an implementation commitment for visitor carrying capacity for all areas of the [national park system] unit . . . ." In addition, there also is a requirement in NPS Management Policies 2006 that general management plans address the issue of visitor carrying capacity. The use of the concept of carrying capacity in planning infrastructure and visitor management programs is expected to result in effective and efficient management.

User carrying capacity is defined as the type and level of visitor use that can be accommodated while sustaining the quality of national historical park resources and visitor opportunities consistent with the purposes of the national historical park. Research has shown that user capacity cannot be measured simply as a number of people because impacts to desired resource conditions and visitor experience are often related to a variety of factors, including the number of people, the types of activities people engage in, where they go, what type of resources are in the area, and the level of management presence. At the GMP level of decision making, management



zones address user capacity because they include qualitative descriptions of desired resource conditions and visitor opportunities (see later "Management Prescriptions" section for a description of zones used in this plan). The strategy of addressing user carrying capacity at Harpers Ferry National Historical Park is a tiered approach that will keep a general eye on broad trends while focusing more specific monitoring and management on areas where action is most likely needed to achieve desired conditions.

Implementation-level park planning may address specific indicators, standards, and actions to implement the general strategy prescribed in this document. An identification of the types of indicators that may be monitored and a range of actions that may be taken when indicators are not showing progress towards meeting the desired condition follows.

Facility Management Zone

This zone is not for use by visitors, so user capacities are not applicable.

Historic Structure Zone

Levels of use within the high-use Historic Structure Zone will be primarily controlled by the physical capacity of facilities, such as structures, parking areas, and visitor centers (see table 2). For example, the Provost Marshal's living history exhibit can handle about one dozen people at one time. On the other hand, the John Brown Museum (which is the first floors of three different buildings, all connected) can handle 60 people at one time. Visitor numbers shown in table 2 cause no damaging consequences to the historic structures. In almost every case, floor boards are not original. In most every other instance, floors have been reinforced during building rehabilitations.



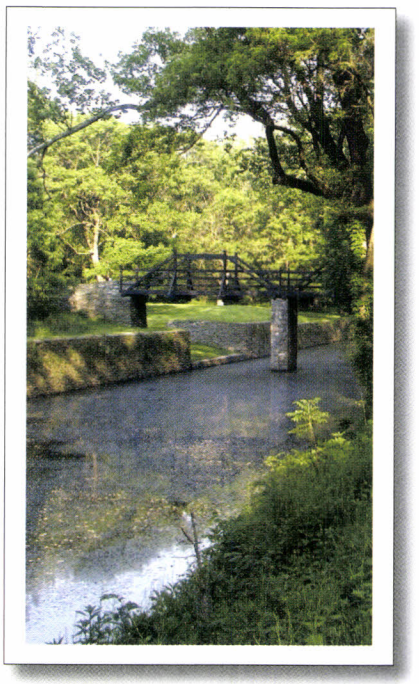
High-use levels may become more typical throughout the years as regional population growth continues. General use information will be collected, such as visitation trends, visitor complaints, parking problems, crowding in the visitor centers, vandalism, increases in law enforcement incidents, waste quantity, and requests for special uses. This information will be systematically analyzed to watch for trends. If trends indicate substantial change, the range of management actions that might be undertaken may include the following:

- providing additional seasonal transit access to popular destinations to reduce traffic and crowding and to help disperse use at peak times
- encouraging visitors to walk between transit stops to disperse use and improve visitor experiences
- using various orientation and information approaches to encourage visitors to come during less crowded times (daily and seasonally) or to visit less popular areas in the national historical park

More specific indicators and standards will be established by NPS staff to monitor wear and tear in historic structures.

Table 2. List of Exhibits and User Capacity

Exhibit or Structure	Visitor/Staff Capacity
John Brown Museum	60
Dry Goods Store living history exhibit	35
Machine Shop living history exhibit	20
Blacksmith Shop living history exhibit	20
Tavern living history exhibit	10
Confectionary living history exhibit	10
Provost Marshal's House living history exhibit	12
Master Armorer's House exhibits (Information Center)	40
Reading an Old Building exhibit	15
John Brown fort	25
Cavalier Heights visitor contact station	15
Harpers Ferry place in history exhibit	20
Black Voices exhibit	15
Storer College exhibit	15
Civil War exhibit (Bldg. 3)	12
Civil War exhibit (Bldg. 15)	15
Lewis & Clark exhibit	12
Natural history exhibit	10
Burton Jewelry store furnished exhibit	4
James Taylor furnished exhibit	4
Officers' Quarters furnished exhibit	4
Harper House 1st floor furnished exhibit	4
Harper House 2nd floor furnished exhibit	4
Harper House basement furnished exhibit	4



Visitor Portal Zone

All visitors are encouraged to enter the national historical park through the relatively small Visitor Portal Zone; therefore, it has the highest density of visitors. Levels of use will be primarily controlled by the physical capacity of facilities, such as the restrooms, parking lot, and visitor contact station.

The parking lot on Cavalier Heights has spaces for 900 vehicles and is rarely filled except for special events. General information will continue to be collected, such as visitation trends, visitor complaints, parking problems, crowding in the contact station, vandalism, increases in law enforcement incidents, accidents, waste quantity, and requests for special uses. If trends indicate substantial change, the range of management actions that may be undertaken could include additional transportation studies and possible modifications of facilities.

Adaptive Use Zone

At destinations and features within the moderate-use Adaptive Use Zone, levels of use are expected to rise because of changes that will attract more visitors. General information will continue to be collected, such as visitation trends, visitor complaints, crowding in the exhibit rooms, and vandalism. This information will be systematically analyzed to watch for trends. If trends indicate substantial change, the range of management actions that may be undertaken could include additional transportation studies and possible modifications of facilities or structure interiors. More specific indicators and standards will be established to monitor wear and tear in historic structures.

Cultural Landscape Zone

Areas in the Cultural Landscape Zone generally have the physical capacity to absorb visitor use and still maintain less crowded experiences for visitors while meeting desired conditions. Some trailheads will be provided, and trails may connect this zone with other zones. Parking will not be allowed in undesignated areas.

Indicators in this zone may include the condition of natural soundscapes and visible impacts, such as the presence of visitor-created trails, trash, and noxious plants. Indicators will be monitored to ensure that desired resource prescription standards are met. Resource management plans will contain details for monitoring. Types of management actions that may be undertaken in this zone to address changes in resource conditions, and possibly affecting visitor distribution and behavior, include

- defining road and parking area edges so that parking is limited to designated locations
- improving trail delineation or hardening trails
- providing restrooms
- removing invasive plants

Archeological Preservation Zone

The Archeological Preservation Zone will be applied to mostly low-use areas where some self-sustaining natural processes are allowed to continue. Indicators monitored in this zone may include the number of visitors at one time at popular destinations, the condition of resources, visible impacts such as the presence of visitor-created trails, unplanned widening of trails, the presence of invasive plants, and visitor experiences. A combination of indicators will be monitored in specific popular or resource-sensitive areas to ensure that desired resource conditions are maintained.

The range of management actions that may be undertaken to address changes in resource conditions include

- defining trails
- removing trail and closing areas to use to allow rehabilitation of damaged areas
- removing invasive plants
- expanding educational programs (especially those emphasizing leave-no-trace practices).

Scenic/Natural Preservation Zone



Management of this low-use zone will emphasize preservation of resources while allowing visitor use and enjoyment. NPS staff will monitor resource conditions, visitor use, and trends in this zone. Specific resource and visitor experience monitoring will be conducted.

Indicators in this zone may include the condition of important resources (meadow condition, riparian communities, indicator species, soil erosion, vegetation cover, historic sites, water quality, and natural soundscape), visible impacts (presence of social trails,trash, invasive or illegal plants), and visitor experience, values (such as encounter rates, human or stock excrement, and aesthetics). A combination of indicators will be monitored in specific popular or resource-sensitive areas to ensure that desired resource conditions are maintained and desired visitor experiences are achieved.

The range of management actions that may be undertaken to address changes in resource conditions or visitor experiences include:

- redesigning trails
- restoring areas of soil and vegetation damage
- removing invasive plants
- expanding educational programs (especially those emphasizing leave-no-trace practices)
- instituting a permit system to reduce or shift use

Preservation Treatments

Many of the buildings and structures, archeological resources, and landscapes identified require specific preservation treatments. The terms used to describe these actions have specific definitions and are described in *The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation*. That document defines the principles that federal agencies must follow when they stabilize or alter historic buildings, landscapes, or sites. The secretary's *Treatment Standards with Guidelines for Historic Properties and Guidelines for Cultural Landscapes* are also useful for determining preservation treatments. Of the four levels of treatment, preservation, rehabilitation, and restoration are proposed in this plan.

Preservation is the process of applying measures necessary to sustain existing form, integrity, and materials of a historic property. Work includes stabilizing the property and focuses on ongoing maintenance and repair of historic materials and features. Preservation maintains the character of the resource. Most of the activity that takes place on the battlefields today is preservation; buildings, monuments, and landscapes are stabilized and repaired to maintain their existing character. Preservation is the only treatment appropriate for archeological resources.

Rehabilitation makes possible compatible uses for properties through repair, alteration, and addition while preserving significant historic features that convey historical values. Rehabilitation identifies, protects, retains, and preserves historic features. Changes that have acquired significance in their own right are generally retained and preserved. Historic features that have been changed or have

deteriorated may be repaired. Rehabilitation could also allow for the replacement of missing historic features like fences. Finally, rehabilitation permits alterations and additions for new use as long as the historic appearance and character are retained.

Restoration is the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code required work to make properties functional is appropriate within a restoration project.

Management Prescriptions

The building blocks for reaching an approved plan for managing a national park system unit are the management prescriptions. All are developed within the scope of the national historical park's purpose, significance, mandates, and legislation.

Management prescriptions are descriptions of desired future conditions for national historical park resources and visitor experiences in different areas of the park. The management prescriptions identify the widest range of potential appropriate resource conditions, visitor experiences, and facilities that fall within the scope of the national historical park's purpose, significance, and special mandates. Seven sets of management prescriptions have been identified for the national historical park.

The management prescriptions are presented in table 3. Visitor experiences, resource conditions, and appropriate activities and facilities are described for each. The management prescriptions are in different locations or configurations on a map of the national historical park according to the overall intent (concept) of the plan.

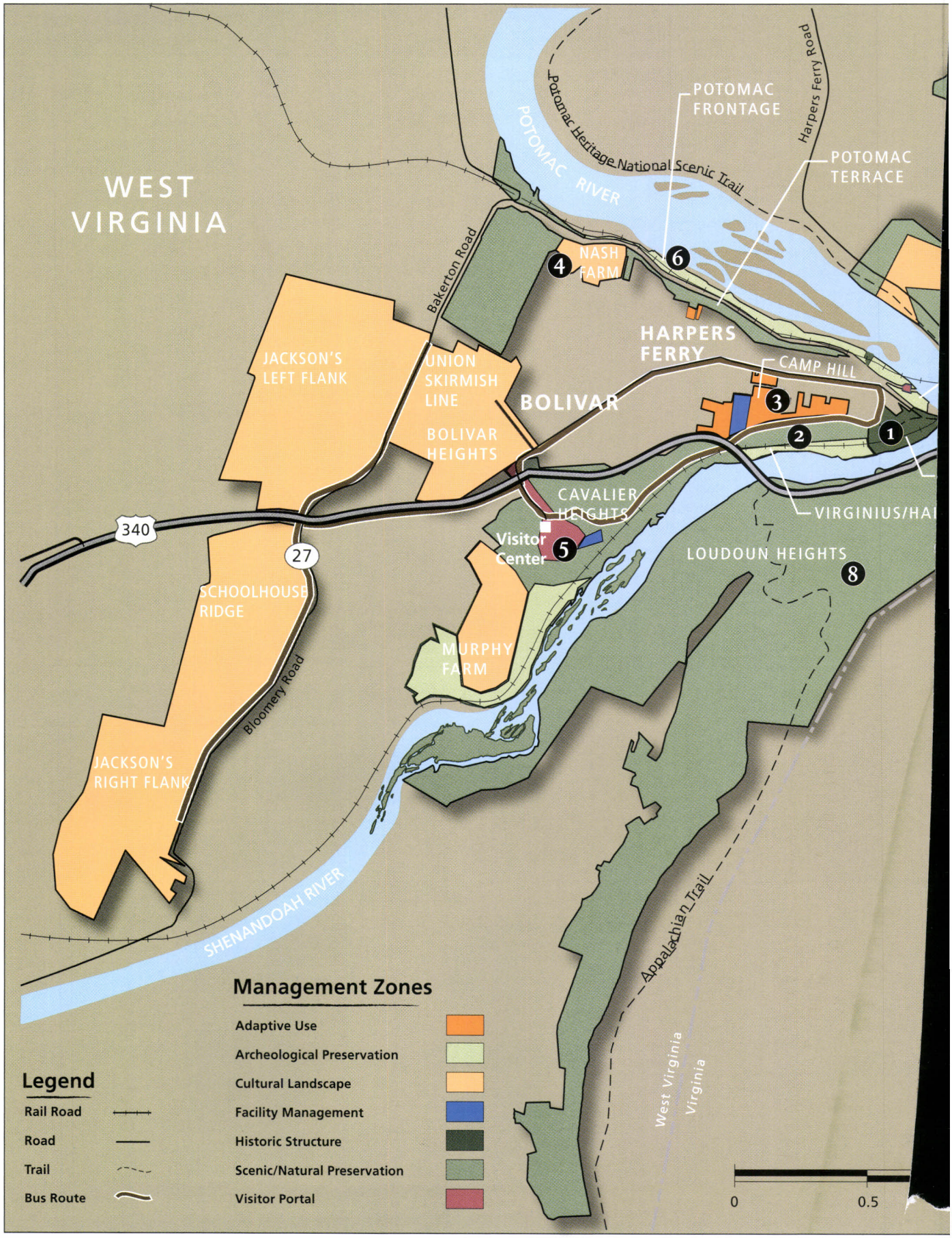


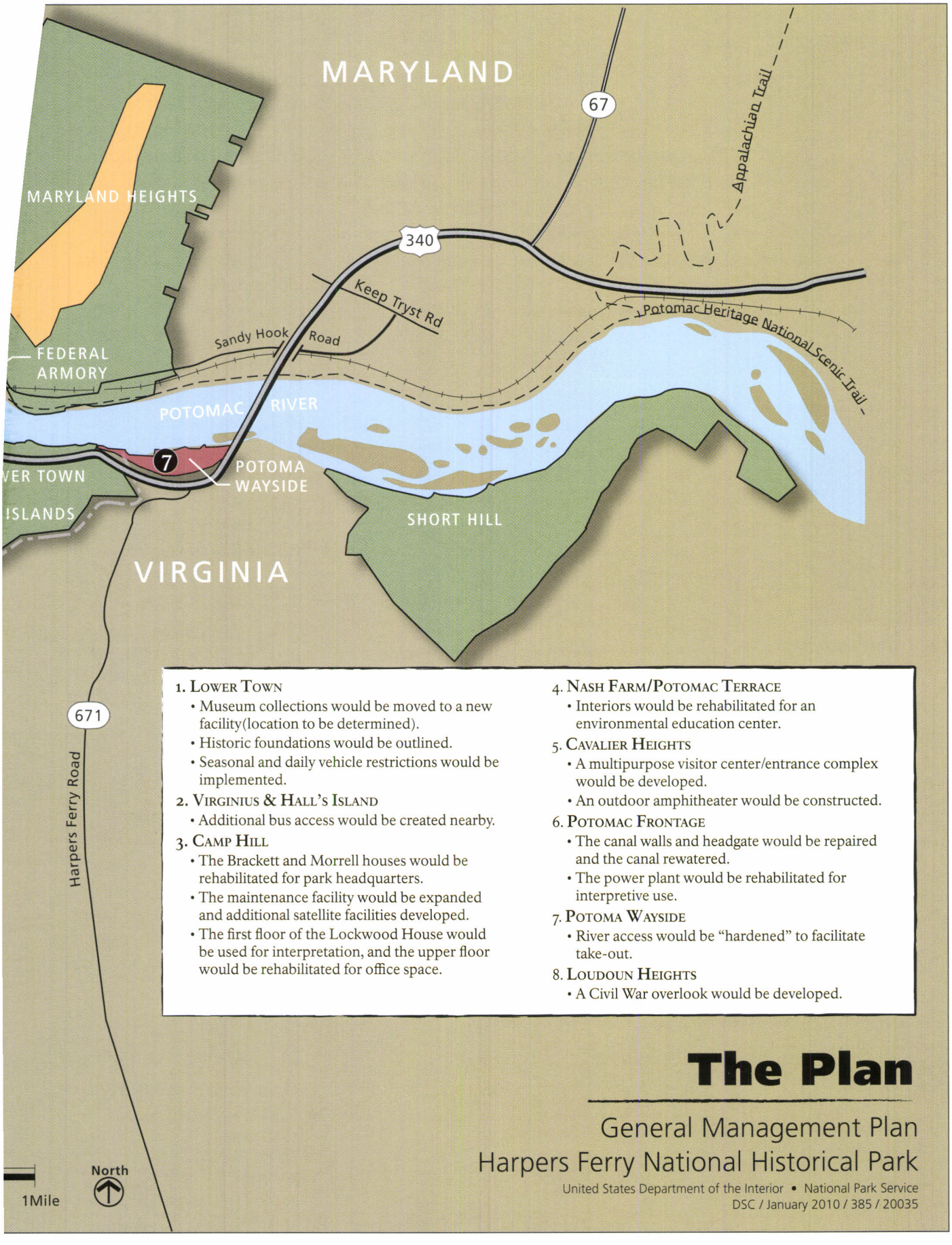
Table 3. Management Prescriptions

	Desired Resource Conditions	Desired Visitor Conditions/ Experiences	Appropriate Facilities
SCENIC/NATURAL PRESERVATION ZONE	Natural conditions will be maintained and disturbed areas will be restored. Scenic viewsheds will be maintained. Existing modern roads will be eliminated where appropriate. Cultural resources will receive appropriate preservation treatment. Nonnative species will be removed. Views to and from Harpers Ferry will be maintained.	Visitors will have opportunities for guided and self-guided activities such as hiking, fishing, and nature viewing. Visitors will be able to experience the natural soundscape surrounding them with little or no man-made sound intrusions. Encounters with other visitors or NPS staff will likely be few in this zone, allowing a more solitary experience of the natural resource. Hiking in this zone will be moderate to difficult, providing the visitor a satisfying challenge.	Primitive trails and historic road traces will remain (convert traces to trails or allow administrative use only). New trails are allowed where there is a demonstrated need and where scenic values are not affected. There is limited parking at trailheads. There is minimal interpretive media (unobtrusive waysides, exhibits). Restrooms are appropriate. No utility towers are allowed unless adequately mitigated (utilities are rerouted underground or out of national historical park where feasible).
CULTURAL LANDSCAPE ZONE	Wooded and open character such as woodlots, farms, battlefields will be retained. As a whole, areas in the zone will be reminiscent of the Civil War era or 19th century. Natural resources may be modified to emphasize historic landscapes and views or to prevent damage to cultural resources. Viewsheds will offer appropriate historical context.	The experience of this zone will be mostly self-guided with occasional interpretive signs. Occasional range-led tours will be provided. The zone will be managed to provide visitors with a setting in which an understanding of the historic events can be visualized. Visitors will be able to experience the natural soundscape surrounding them with little or no man-made sound intrusions. Encounters with other visitors or NPS staff will likely be few in this zone, allowing a more solitary experience of the cultural landscape. Occasional special events may be held here but would be designed to protect the cultural landscape.	Trails appropriate to the setting (hardened to prevent resource impacts, if necessary, but with an unobtrusive appearance) are allowed. Wayside exhibits are allowed. Farm roads are allowed. Parking at trailheads are allowed. Self-contained/low impact toilets are allowed. Leasing of historic structures and lands is permitted in this zone. Adaptively used historic structures are appropriate in this zone.

	Desired Resource Conditions	Desired Visitor Conditions/ Experiences	Appropriate Facilities
HISTORIC STRUCTURE ZONE	Areas in this zone will have the appearance of a 19th century community. Modern intrusions will be removed to the extent possible. The activity of an "alive" town will be re-created. Natural resources may be modified to reflect the 19th century. Yards and landscaping will be appropriate to the period of the structures and/or the neighboring town. Vehicle access will be minimized. Adaptive use of interiors will be appropriate.	The visitor experience will be one of immersion into a 19th century town with its attendant sights, sounds, and smells. The area will be relatively active, with occasional crowds of visitors, activities, demonstrations, and noise. Ranger-led tours and self-guided exploration will both be appropriate.	New structures are developed only where there is a demonstrated need (built with sympathetic architecture). Utilities are hidden or placed underground. Leasing and adaptive reuse of historic structures is appropriate. Contemporary and period exhibits are appropriate. Alternative transportation sites (e.g., bus stops) are appropriate. Regulated parking is appropriate.
ARCHEOLOGICAL PRESERVATION ZONE	Archeological resources will be stabilized and preserved. Landscapes will be managed to limit disturbance of archeological features.	This will be a place for visitor reflection, quiet, and contemplation. There will be both guided tours and self-guided exploration of this zone with a high level of interpretation needed to explain the importance of this zone. Encounters with other visitors or guided tours at the site will likely be infrequent. The natural quiet will prevail except during large group visits.	Waysides are appropriate. Low-impact, natural-appearing trails are appropriate. New roads are not appropriate. Trailhead (with restrooms, parking, fee box, brochures) is appropriate.
VISITOR PORTAL ZONE	Natural resources will be modified for visitor use and services. Historic structures/properties can be reused.	This zone will ideally be where visitors receive a welcome to the park and have ready access to information/ orientation. There will be a high level of NPS presence to assist visitors, and there would be large crowds at times in the zone. This zone will have easy access to transportation corridors (roads, trains, and trails).	Fee collection is appropriate. Compatible new construction is allowed. Facilities (e.g., parking) are allowed. Restrooms, picnic tables / shelters, information / regulatory signs / bulletin boards, roads, sidewalks, amphitheater, visitor contact / visitor center) are allowed. Transportation hub facilities are allowed.

	Desired Resource Conditions	Desired Visitor Conditions/ Experiences	Appropriate Facilities
ADAPTIVE USE ZONE	Historic structures will be preserved and interpreted. The reuse of existing historic structures and empty buildings is preferred. Development will be located away from sensitive sites. Low-key development will have a low impact on the community Natural resources may be modified. New construction is appropriately scaled to surroundings.	This zone will provide a quiet, slow-paced, visitor interpretive experience. Both guided tours and self-guided exploration will occur. Interpretive signs and brochures will help visitors to understand the importance of the preserved structures to the story of Harpers Ferry. Visitors will be able to enter several structures with exhibits focusing on aspects of site history. Occasional encounters with other visitors or guided tours at the site will occur.	New structures allowed are compatible with the existing setting. Parking, pathways, and access roads are compatible with the existing setting. Landscaping is appropriate for location. Interpretive signs provide most interpretation. Staff housing is in historic structures. NPS offices and leased space is appropriate.
FACILITY MANAGEMENT ZONE	Landscape may be highly modified to support zone activities — vegetation will be used for screening. Few natural resources will remain in this zone. There will be occasional high noise levels. There will be no cultural or sensitive natural resources. This zone allows some facility expansion. Facility expansion will be sensitive to surroundings, especially to residential areas.	Visitors will rarely access this zone.	Appropriate facilities to the operation of the national historical park (e.g., access roads, fences, shops, lighting, materials storage, "boneyard," parking, offices, emergency services cache, vehicle storage, recycling facility, fuel storage) are appropriate. Delivery access must be easy. Adequate utility access must be available.


WEST VIRGINIA
POTOMAC RIVER
Potomac Heritage National Scenic Trail
Harpers Ferry Road
POTOMAC FRONTAGE
POTOMAC TERRACE
Bakerton Road
NASH FARM
HARPERS FERRY
CAMP HILL
JACKSON'S LEFT FLANK
UNION SKIRMISH LINE
BOLIVAR
BOLIVAR HEIGHTS
CAVALIER HEIGHTS
VIRGINIUS/HA
340
27
Visitor Center
LOUDOUN HEIGHTS
SCHOOLHOUSE RIDGE
MURPHY FARM
Bloomery Road
JACKSON'S RIGHT FLANK
SHENANDOAH RIVER
Appalachian Trail
West Virginia
Virginia
Management Zones
Adaptive Use
Archeological Preservation
Cultural Landscape
Facility Management
Historic Structure
Scenic/Natural Preservation
Visitor Portal
Legend
Rail Road
Road
Trail
Bus Route
0
0.5


MARYLAND
67
Appalachian Trail
MARYLAND HEIGHTS
340
Keep Tryst Rd
Sandy Hook Road
Potomac Heritage National Scenic Trail
FEDERAL ARMORY
POTOMAC RIVER
7
POTOMA WAYSIDE
VER TOWN
ISLANDS
SHORT HILL
VIRGINIA
671
Harpers Ferry Road
1. Lower Town
• Museum collections would be moved to a new facility(location to be determined).
• Historic foundations would be outlined.
• Seasonal and daily vehicle restrictions would be implemented.
2. Virginius & Hall's Island
• Additional bus access would be created nearby.
3. Camp Hill
• The Brackett and Morrell houses would be rehabilitated for park headquarters.
• The maintenance facility would be expanded and additional satellite facilities developed.
• The first floor of the Lockwood House would be used for interpretation, and the upper floor would be rehabilitated for office space.
4. Nash Farm/Potomac Terrace
• Interiors would be rehabilitated for an environmental education center.
5. Cavalier Heights
• A multipurpose visitor center/entrance complex would be developed.
• An outdoor amphitheater would be constructed.
6. Potomac Frontage
• The canal walls and headgate would be repaired and the canal rewatered.
• The power plant would be rehabilitated for interpretive use.
7. Potoma Wayside
• River access would be "hardened" to facilitate take-out.
8. Loudoun Heights
• A Civil War overlook would be developed.
The Plan
General Management Plan
Harpers Ferry National Historical Park
United States Department of the Interior • National Park Service
DSC / January 2010 / 385 / 20035
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The Plan

General

Harpers Ferry National Historical Park will present 250 years of history at the site through exhibits at a new visitor center that provides an orientation to the site and encourages visitors to explore areas of the park that illustrate themes in park history. The park will be more easily accessible by the round-the-park trail and an expanded transportation system that reaches most park locales in West Virginia. Park staff will bring life to the park by scheduling more festivals, events, and tours, and by increasing the visibility of national historical park staff. Park offices will remain on Camp Hill in rehabilitated historic structures, and a satellite maintenance facility will be constructed somewhere near the Murphy Farm or Schoolhouse Ridge to obviate the need for enlarging the existing facility. A public/private consortium will be sought to rehabilitate and manage the historic Shipley School.

Under the plan, each location in the national historical park will be managed and interpreted to reflect the most significant period associated with it. For example, Schoolhouse Ridge will be managed to appear much as it did at the time of the Civil War; the Storer College area will be managed to appear as it did during its days as an educational institution, and Nash Farm will reflect a 1940s dairy farm appearance. Management activities will focus on the preservation of the resources as well as the presentation of the interpretive themes appropriate to each location. Visitors will receive a better understanding of certain events such as the Civil War at Harpers Ferry through a comprehensive Civil War auto tour and/or a trail system developed to connect outlying portions of the national historical park. Likewise, African American history in the national historical park will be elevated to its proper place by prominently exhibiting this history in buildings on Camp Hill. The Storer College and Niagara exhibits in Lower Town will be moved to Camp Hill. The NPS staff will work with partners throughout the tri-state area to promote protection of and visitation to the rich diversity of local history sites associated with Harpers Ferry in West Virginia, Maryland, and Virginia.

The route of the NPS transportation system (the Park Explorer) will be expanded and shuttle visitors from the visitor center directly to the NPS site(s) they wish to visit, including parts of the Civil War battlefield and Camp Hill. NPS staff will work with the community to promote solutions to difficult parking and traffic circulation issues in Lower Town that will enhance the visitor experience while respecting the needs of downtown businesses. A round-the-park trail will be developed to connect all outlying portions of the national historical park.

No boundary adjustments will be made.

Management Zoning

Historic Structure Zone

This zone will be applied to Lower Town, including the pier remains of a historic bridge across the Potomac River and the retired Potomac Edison Hydroelectric Plant.

Lower Town. Presenting the historic atmosphere and vitality of a living 19th century community in Lower Town will be accomplished through restored structures, authentic landscaping, restored interiors, period shops, and costumed



interpreters. Additional venues, such as backyards, will be used for interpretation, living history demonstrations, and display of animals such as a horse and carriage or mules. The section of the Appalachian National Scenic Trail that passes through the national historical park will be maintained to Appalachian Trail Conservancy standards. Improved trailside interpretive signs to the Appalachian Trail Conservancy headquarters on Washington Street will be added north and south of the trail intersection. The Appalachian National Scenic Trail, Potomac Heritage National Scenic Trail, and The Lewis and Clark National Historical Trail will be interpreted in wayside exhibits in the Lower Town to promote greater public awareness of these resources.

The information center and bookstore will move to Cavalier Heights to better serve visitors and evoke a more accurate presentation of the 19th century historic town. A smaller bookstore outlet will be developed elsewhere in Lower Town.

Historic building exteriors will remain unchanged from their current restored appearance. Unused first-floor interior spaces will be used for displays, exhibits, or the presentation of historic conditions such as former business establishments and offices. Changes to existing uses will also be expected. Second- and third-floor spaces will be used for exhibits or for seasonal staff housing.

Increased accessibility and use of historic structures for interpretive purposes will provide additional opportunities for the display of museum collections.

In the Green and Arsenal Square, the location of former prominent building foundations, may be capped with stone or other interpretive methods can be used to show the arrangement of former buildings.

An enhanced interpretation and education program will be delivered by park staff and volunteers. Visitors will access Lower Town using the NPS transportation system. During large special events conducted by the National Park Service, town of Harpers Ferry, and Main Street Harpers Ferry, vehicles in the event area will be regulated by a traffic control plan. Emergency vehicles will have access at all times.

The retired Potomac Edison Hydroelectric Plant will be maintained and used for interpretation and other NPS purposes such as maintenance and preservation training. Additional work in the area of the upper and lower armory yards could include burying utility lines, stabilizing walls and foundations, and providing for visitor safety.

Adaptive Use Zone

This zone will be applied to Grandview School and Camp Hill, except for the NPS maintenance facility.

The interior of the Grandview school building will be adaptively reused by the NPS Resources Protection and Public Use Management Division. Vehicle bays and a small storage area will be added at this site, complementing the building's appearance.

Camp Hill. Management focus on Camp Hill will be to preserve and use the structures while increasing visitation and promoting, understanding of African American history that occurred on Camp Hill.

The Lockwood House and immediate environs will be developed as a portal to attract pedestrian traffic from the Lower Town and Jefferson Rock. Trails will be improved, and interpretive waysides and a picnic area will be added. Public restrooms and first-floor interpretive exhibits will be built in the Lockwood House. These improvements to Camp Hill will make this part of the national historical park a destination area and support the presentation of African America history.

Pedestrian circulation between the Lockwood House and Anthony Hall will be promoted. Buildings on the Storer campus, where possible, will be opened to expanded public interpretation in addition to ongoing NPS administrative functions.

A study will be undertaken to determine the future office space needs of the Harpers Ferry National Historical Park, Harpers Ferry Center, Mather Training Center, Appalachian Trail Park Office, and the Potomac Heritage National Scenic Trail Office.

The Shipley School will be rehabilitated and managed through a public/private partnership. Although the structure will no longer serve a park function, it will continue to be a historically significant local structure on the landscape.

The National Park Service will restore Storer College buildings where sufficient information is available to determine the extent and configuration of the structure.



The Morrell and Bracket houses will be rehabilitated for administrative space. Additional office space will be available in the Lockwood House.

Building exteriors will be stabilized or restored to the earliest period of documentable appearance within the national historical park's period of significance.

Visitors could access Camp Hill by an expanded route of the NPS transportation system (Park Explorer) or on hiking trails from the Lower Town.

National Historical Park museum collections will be moved into a new planned regional museum collection curatorial facility to be located somewhere in the Harpers Ferry vicinity.

A period lighting plan will be developed and implemented. The plan will be integrated into and be compatible with the historic campus and preserving the night sky.

Cultural Landscape Zone

This zone will be applied to sites of Civil War importance and African American and local settlement history.

Bolivar Heights. This Civil War battlefield site will be maintained as part of the Harpers Ferry battlefield. Visitors will access the entrance to Bolivar Heights by an expanded route of the NPS transportation system (Park Explorer) or by a self-guided auto tour. Seasonal ranger-led interpretive walks or demonstrations will be held here. Wayside interpretive exhibits will provide understanding of the historic significance of the area from 1861 to 1865 and to reflect battle actions at this site.

Line-of-fire clearings to Schoolhouse Ridge (avoiding development in the viewshed to the west) will be maintained to convey understanding of historic events.

Civil War earthworks, camps, and remnant structures will be stabilized and protected. The current program of preservation and protection will continue.

Schoolhouse Ridge. Civil War sites here will be managed as part of the Harpers Ferry battlefield. Through the continued use of NPS-managed agricultural leases and removal of nonnative vegetation, a semblance of the historic landscape will be restored.

After a program of evaluation of need and National Register of Historic Places eligibility, some buildings could be removed to enhance the historic setting and improve safety conditions. Impacts on any such buildings meeting national register criteria will be mitigated through consultation with the state historic preservation office and the Advisory Council on Historic Preservation.

Foot trails will be established to important points of interest, and a pedestrian bridge or tunnel will be constructed to connect the north and south sections of Schoolhouse Ridge battlefield, ensuring safe passage of visitors wishing to cross U.S. 340. Wayside exhibits will be installed to interpret the Civil War history of the Schoolhouse Ridge battlefield sites. Seasonal ranger-led interpretive walks and living history programs will be held onsite. Visitors will access Schoolhouse Ridge battlefield by an expanded route of the NPS transportation system (Park Explorer) or from trailhead parking areas. A line of field artillery pieces could be strategically placed on the battlefield.

Facilities at the dilapidated former Jellystone campground will be removed, and the land will be restored to a natural contour and managed under an agricultural lease. A small part of this area will be available as a primitive campsite for group camping.

Harpers Ferry Caverns will be restored to natural conditions by removing man-made intrusions and restoring natural airflow. After a risk management assessment is completed, access to the cave for recreation and research may be allowed through the NPS permit system.



Murphy Farm. The historic landscape of the Murphy Farm will be maintained through an NPS-managed agricultural lease. Visitors will access the Murphy Farm via an expanded route of the NPS transportation system (Park Explorer), a self-guided auto tour, or a walking trail. The trail on the farm will lead visitors to Civil War earthworks, an overlook of the Shenandoah River, and the former location of John Brown's fort, a prominent site

during the 1906 Niagara Movement Convention. Native American history will be interpreted on the farm. A paved parking area and restrooms will be provided at the farm. A small grouping of field artillery pieces could be strategically placed on the farm.

The Chambers/Murphy farmhouse will be stabilized and preserved in its present condition and evaluated for adaptive reuse.

The entire property will be inventoried for archeological and historic resources to identify all possible cultural resources.

A preservation and protection program for the Civil War earthworks will be developed and implemented. The remnant foundation of John Brown's fort will be stabilized and preserved.

The Nash Farm. The Nash Farm will be restored as a mid-20th century farmscape and function as a small-scale resource education center with an outdoor laboratory used for day use and evening programs.

The center will be operated by the National Park Service or a private nonprofit education partner. Group access to the farm will be by small bus with limited vehicle parking provided. The farm will primarily serve schoolchildren; however, the public will have opportunities to participate in formal and informal program offerings.

Trails will be developed to connect the Nash Farm with Bolivar Heights and Lower Town.

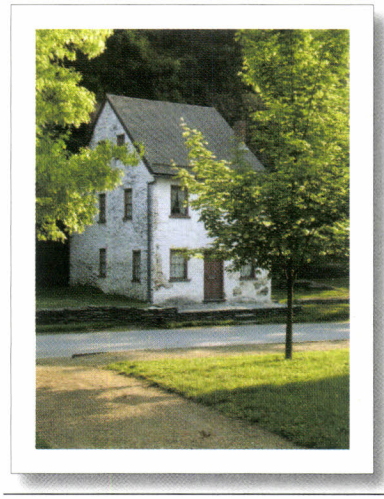
Archeological Preservation Zone

This zone will preserve archeological resources in place. It is applied to Virginius Island, Hall's Island, the Armory grounds, and the Potomac Frontage (Armory canal).

Virginius and Hall's Islands. An active program of stabilization and preservation of remnant structures will be conducted on the islands. Some structure foundations will be located and exposed through archeological testing. Excavation on Hall's Island will be limited to exposing building foundations or other ruins providing interpretive and educational opportunities at this important historic site.

NPS staff could mark foundations of buildings where sufficient information exists to determine the extent and configuration of the structures.

Visitors will access the site from the Lower Town bus pavilion. Trails with wayside interpretation will guide visitors through the islands.



The wetland along Shenandoah Street and Shoreline Drive will be protected and interpreted. Natural vegetation will be preserved, except where it is causing damage to cultural resources and needs to be removed.

A pedestrian bridge to finish the Cavalier Heights to Lower Town trail will be constructed adjacent to the Shoreline Drive Bridge.

Federal Armory. The Federal Armory grounds will be maintained as an archeological preserve. Vegetative growth will be removed, and the expanse of open space linking the town to the river will be once again established. The lower armory grounds will be linked to the upper armory grounds by means of a crossing beneath the railroad tracks to ensure safe visitor access.

Where possible, building foundations will be located through archeological testing. Stabilization and preservation activities will occur on exposed ruins. If

original foundations are exposed for interpretation, appropriate measures will be implemented to protect archeological resources. NPS staff will mark foundations of buildings with stones or other means of interpretation where sufficient information existed to determine the configuration of prominent structures.

A variety of studies will be undertaken to investigate the suitability/feasibility of moving the John Brown's fort to its original location by breaching or removing a portion of the railroad embankment. If feasible, this could also provide for pedestrian access to the Armory grounds.

Potomac Frontage. An archeological survey and assessment of the Armory Canal will be conducted. A program of evaluation and long-term stabilization of the Armory canal walls and headgate structure will be initiated. The purpose of this program will be to re-water the canal to appear as it did during the historic industrial period. This could include actions such as removing vegetation from the canal prism, repointing, and replacing stone work and/or iron parts.

Visitor Portal Zone

This zone will be applied to the area around the visitor center on Cavalier Heights, the train station, and Potoma Wayside.

Cavalier Heights. The undersized information center and associated facilities will be remodeled and expanded. The new facility will serve as the hub for future visitor orientation, information, and transportation. An enlarged visitor center, additional parking, prominent bookstore, theater, and restrooms will be provided. National historical park visitors will plan and begin their visit here. Picnicking space will be provided.

The transportation system (Park Explorer) will originate at the hub, the geographic center of the national historical park, and provide service to popular places or attractions. A pedestrian bridge will be built over Shoreline Drive to directly link Cavalier Heights with a trail to the Murphy Farm.

Train Station. The train station will be restored to its 1931 appearance and be used as a MARC commuter station and Amtrak stop for visitor information and interpretation. The station parking lot will continue to serve multiple purposes — as parking for Amtrak/ MARC commuters, NPS visitors, and business district patrons. The national historical park will expand its interpretation of the transportation history in the vicinity of the train station, possibly acquiring and displaying a Civil War period locomotive. NPS staff will work with the town and Main Street Harpers Ferry to underground utilities and to provide adequate parking to improve the ambiance of Potomac Street and coordination of special events. The National Park Service will continue to encourage employees and local businesses to park at Cavalier Heights and use the NPS shuttle system to Lower Town to maximize parking spaces for visitors, patrons, and local residents at the train station and on Potomac Street.

Potoma Wayside. The river takeout will continue to be maintained and provide for public access. The access trail will be improved for safety and resource protection. A hardened take-out point will be built along the Potomac. Restrooms will be provided.

Facility Management Zone

This zone will be applied to the maintenance facility in its current location on Camp Hill and to an area on Cavalier Heights around the bus maintenance garage.

Scenic/Natural Preservation Zone

The purpose of this zone will be to maintain existing natural conditions and restore disturbed areas. Scenic viewsheds throughout the national historical park will be preserved. The gypsy moth will continue to be managed to protect the scenic vistas of Loudon Heights and Maryland Heights and Short Hill. This zone will be applied to the outlying heights, parts of riverfronts, and other areas comprising about 63% of the national historical park.

Potomac Terrace. Existing natural areas on the terrace will be preserved. The Old Furnace Road bed will be incorporated into the national historical park's trail system. John Brown's Cave will be restored to its natural condition by removing the steel plate at the entrance to the cave and installing a bat-friendly gate.

Maryland Heights. Historic roads will be maintained for hikers and NPS vehicles required for maintenance, resource protection, and rescue activities.

Historic military line-of-fire clearings around the batteries and fortification on Maryland Heights will be maintained. The deer herd will be studied to determine its part in a healthy ecosystem and whether population control is an issue.

Visitors will have access to trails, historic sites, and on-site interpretation. Wayside exhibits will convey the Civil War and iron-industry stories that occurred here.

Historic properties will be evaluated. Properties such as Civil War earthworks, camps, and remnant structures will be stabilized and protected from human and natural impacts. A preservation and protection program for the Civil War earthworks will be developed and implemented.

Loudoun Heights. NPS staff will work with the utility companies to mitigate the impacts of overhead utility lines in natural areas. The National Park Service will continue to work with the states of Virginia, Maryland, and West Virginia on the consideration of a highway bypass around Harpers Ferry. The nonhistoric Sherwood house will be removed. A Civil War overlook with wayside interpretation will be constructed in its place. This site will include a vista opened on the Loudoun plateau overlooking the Shenandoah River and battlefield positions on Bolivar Heights, Camp Hill, and the Murphy Farm. Visitors will access the vista by vehicle from Chestnut Hill Road or a side trail from the Appalachian National Scenic Trail. A small parking area will be installed for visitors following a self-guided Civil War auto tour.



Historic properties will be further identified and evaluated. A preservation and protection program for Civil War earthworks, camps, and remnant structures will be developed and implemented.

Short Hill. Like all outlying natural areas, Short Hill will be actively managed to maintain or enhance natural processes for nonnative species control and protection of rare native species. Historic roads will continue to be used and maintained at a minimal level by park staff for maintenance and resource protection activities.

An archeological survey and inventory of the Short Hill property will be conducted. This study will assist in the protection and preservation of cultural resources on Short Hill.

TABLE 4. SUMMARY OF THE PLAN

AREA	TOPIC	THE PLAN
LOWER TOWN	**Cultural Resources**	• Building exteriors will remain unchanged • Backyards may be modified to support interpretive stories • Archives and collections moved to new regional curatorial storage facility • Assess all buildings for NRHP eligibility and nominate if eligible • Conduct Section 106 review for all activities potentially affecting historic properties
	Natural Resources	• Managed to create more period authentic landscaping • Allow use of nonnative vegetation only where necessary and appropriate to create a historic setting
	Interpretation	• Restored to mid-1800s (prewar, prosperous appearance) • Numerous NPS ranger-led tours/activities • Create living period community using costumed personnel, period shops, period exhibits, exterior furnishings, and backyard vignettes • Many museum type exhibits moved to new visitor center • Some interpretation and special demonstrations may be fee based
	Visitor Experience	• Visitors are immersed in 19th century environment • Pedestrian-only environment on weekends/seasonally • "Time-out" areas provided • Most of experience is self-guided • Encourage use of visitor surveys to assess visitor satisfaction • Improve Appalachian National Scenic Trail marking within the national historical park • Provide pedestrian access to all national historical park areas • Retain transit facility (turnaround, shelter) • Maintain NPS control and oversight of all interpretive activities • Provide interpretive panels throughout national historical park ("Books on Wall") • The Potomac Heritage National Scenic Trail along the river may become a link between Short Hill, Potoma Wayside, and Harpers Ferry.
	Transportation	• Bus system operates between Cavalier Heights and other areas of the national historical park ("petal system") • Work with town to restrict NPS and personal vehicles on Shenandoah Street. during high visitation periods (daily/seasonally)
	Administrative/ NPS Operations/ General	• NPS offices, residences, or exhibits on upper floors • Smaller bookstore operation ((Harpers Ferry History Association) • Reduced/relocated satellite information center. • Use of artisans, crafters and period shops controlled by NPS; more use of volunteers • Greater visibility of NPS staff • Maintain control and oversight of how buildings are used and changed • Continue to upgrade facilities and structures to meet ADA accessibility guidelines
FEDERAL ARMORY	**Cultural Resources**	• Study feasibility of moving John Brown's fort back to original location • Restore train station to 1931appearance and adaptively use as train/commuter station with town visitor information and collection point for entrance fees
	Natural Resources	• Remove hazardous and nonnative trees
	Interpretation	• Armory interpreted through wayside exhibits
	Visitor Experience	• Visitor access includes development of trails • Connect to national historical park trail system • Provide conditions to bring people to the area with some limited archeological work and use area as interpretation (clear trees, open vistas, manage vegetation) • Provide primarily self-guided tours with occasional ranger-led activities • Include activities such as hiking, observing nature, quiet contemplation, etc.
	Transportation	• Define traffic circulation (in and out of train station parking) • Railroad station as transportation link/portal • Excursion trains from DC via Amtrak or MARC
	Administrative/ NPS Operations/ General	• Area maintained as an archeological preserve • Fee collections in drop safe or in train station ticket office • Possible access from river wall

AREA	TOPIC	THE PLAN
VIRGINIUS & HALL'S ISLAND	Cultural Resources	• Managed for preservation of archeological resources • Expose and/or "ghost-In" structures
	Natural Resources	• Some natural resources manipulated for cultural purposes • Protect wetlands and state species of concern • Remove hazard and nonnative trees
	Interpretation	• Story of battle between man and natural forces (nature reclaiming the land) • Hall's Island will be interpreted • Interpretation of stabilized/exposed ruins with signs
	Visitor Experience	• Primarily self-guided and occasional ranger-led tours • Include activities such as hiking, observing nature, etc. • Provide quiet contemplative experience • Provide nearby bus access
	Administrative/ NPS Operations/ General	• Managed as an archeological preserve & natural area
LOUDOUN HEIGHTS	Cultural Resources	• Stabilize and preserve Civil War era camps and fortifications • Remove nonhistoric Sherwood house and location developed as Civil War overlook with interpretation, parking and vista clearing
	Natural Resources	• Actively managed to maintain natural resources • Identify and eradicate invasive species: implement IPM (integrated pest management). Manipulate vegetation to maintain trails and remove hazard trees on Appalachian Trail segments
	Interpretation	• Interpretive signs and overlook developed
	Visitor Experience.	• Recreational activities (hiking, fishing, observing nature etc.); additional hiking around new overlook • No restroom/drinking water • Becomes part of comprehensive battlefield tour • Opportunities for solitude • Maintain existing trails • Provide only private vehicle access
	Transportation	• No bus access, parking at former Sherwood House location • Work with States regarding issue of Highway 340 to minimize impact on park and public safety
	Administrative/ NPS Operations/ General	• Manage for resource protection • Assess feasibility of burying or relocating power line • Continue cooperation with Appalachian Trail entities • Maintain existing trails
MARYLAND HEIGHTS	Cultural Resources	• Stabilize and preserve earthworks and fortifications • Historic roads continue to be used and maintained
	Natural Resources	• Restore historic military line-of-fire vistas for interpretive purposes • Actively managed to maintain natural processes • Study and conduct deer population control on Maryland Heights if feasible • Identify and eradicate invasive species; implement Integrated Pest Management Plan (IPM)
	Interpretation	• Provide higher level of interpretation through waysides and site brochures • Occasional ranger-guided hikes
	Visitor Experience	• Recreational activities; viewing historic sites, observing nature, hiking etc. • Opportunities for solitude • No restroom or drinking water • Part of comprehensive battlefield tour • Provide pedestrian access only; maintain trails and historic roads • Maintain directional and interpretive signs • No private vehicle access allowed
	Transportation	• Maintain current parking levels
	Administrative/ NPS Operations/ General	• Maintain existing trails and evaluate need for new trails

AREA	TOPIC	THE PLAN
SHORT HILL	**Cultural Resources**	• Stabilize and preserve earthworks and structures
	Natural Resources	• Actively managed to maintain natural processes • Identify and eradicate invasive species, implement Integrated Pest Management Plan
	Interpretation	• No on-site interpretation
	Visitor Experience	• Hiking, observing nature, etc. • No new trails constructed • Opportunities for solitude • No vehicles allowed, pedestrian-only access • Maintain directional and interpretive signs • No on-site interpretation • No toilets/drinking water • The Potomac Heritage National Scenic Trail along the river may become a link between Short Hill, Potoma Wayside, and Harpers Ferry.
	Transportation	• No vehicle access allowed
	Administrative/ NPS Operations/ General	• Managed for resource protection • Preserved as natural area, including viewshed (backdrop for view from Jefferson Rock) • Visitation discouraged
BOLIVAR HEIGHTS	**Cultural Resources**	• Maintained as a battlefield landscape • Resource actively managed
	Natural Resources	• Maintain battlefield landscape through agricultural lease and vista clearing
	Interpretation	• Occasional integrative demonstrations • Wayside interpretive signs
	Visitor Experience	• Visitors primarily experience site on foot trails • Connect trail from Elk Run/Bolivar heights with Nash Farm and Lower Town • Restrooms /drinking water • Limited Americans with Disabilities Act (ADA) access • Becomes part of comprehensive battlefield tour • Maintain parking and trails • Provide wayside interpretive signs
	Transportation	• Enlarged parking • Visitors reach site by bus when in operation or by personal vehicle
	Administrative/ NPS Operations/ General	• Field managed to maintain cultural landscape

AREA	TOPIC	THE PLAN
CAMP HILL	Cultural Resources	• Interiors of historic houses will be adaptively reused — lower floors for interpretation, upper floors for NPS purposes or lease • Development and implementation of period lighting plan • Shipley School rehabilitated by a private/public partnership • Archives and collections move to new regional curatorial storage facility • Assess all buildings for national register eligibility and nominate if eligible • Conduct Section 106 review for all activities potentially affecting historic properties
	Natural Resources	• Modified to represent college campus landscape • Some historically important and period trees will be planted • Allow use of nonnative vegetation only where necessary and appropriate to create a historic setting
	Interpretation	• Main interpretation focus is on Storer College history • Archives moved out of Lockwood House. Lockwood House first floor restored for increased interpretation • Room in Mather Hall open to public • Building exterior interpretation will mainly be through signs
	Visitor Experience	• Self-guided walking tour with occasional guided tours • Encourage use of visitor surveys to assess visitor satisfaction • Improve Appalachian Trail marking through town • Provide pedestrian access to all national historical park areas • Possible connections to regional bike path • Maintain NPS control and oversight of all interpretive activities, regardless of who is conducting them • Move Appalachian Trail and Potomac Heritage National Scenic Trail offices to Camp Hill
	Transportation	• Visitor parking will be allowed when shuttle not operating • Visitors and NPS employees will use shuttle system to access Camp Hill • Construct bus shelter
	Administrative/ NPS Operations/ General	• Structures reflect 1867 – 1955 period • Brackett and Morrell houses rehabilitated for park offices. Archives moved out of Lockwood into new facility. Upper floors of Lockwood rehabilitated for office space. • Maintain campus environment but not a return to period landscapes • Move Protection Division to Grandview School • Maintenance facility will remain in its current location. Satellite maintenance facilities in outlying locations • Move Potomac National Scenic Heritage Trail and Appalachian Trail offices to Camp Hill. • Continue to make public facilities compliant with ADA Accessibility guidelines • Maintain NPS control and oversight of how buildings are used and changed
NASH FARM/ POTOMAC TERRACE	Cultural Resources	• Maintain exteriors as dairy farm for original appearance • Adaptive reuse of interiors at Nash Farm • Grandview School adaptively reused for Protection Division offices
	Natural Resources	• Field/meadow is maintained • Natural conditions maintained in undeveloped areas
	Interpretation	• Interpretation done though environmental education programs at Nash Farm • Exterior wayside panel at Grandview for interpretation as segregated school
	Visitor Experience	• Trail connections to Lower Town • Opportunities to experience formal and informal education activities • General visitation not encouraged
	Transportation	• Unpaved parking provided at Nash Farm • Access via private vehicles or by round-the-park trail
	Administrative/ NPS Operations/ General	• Mid-20th century farmscape • Environmental education center and outdoor laboratory operated by NPS or affiliated organization • Majority of terrace managed for natural resources

AREA	TOPIC	THE PLAN
CAVALIER HEIGHTS	**Cultural Resources**	• N/A
	Natural Resources	• Heavily modified for visitor and NPS use • Modern landscape but unobtrusive
	Interpretation	• Expanded/high level of interpretation • Main orientation center
	Visitor Experience	• Trail connection to national historical park trail system (Lower Town, Murphy Farm) • Occasional special events • Public restrooms and drinking water • Main orientation and interpretation location • Pave stabilized turf overflow parking
	Transportation	• Primary national historical park bus system access
	Administrative/ NPS Operations/ General	• Construction of multipurpose visitor center/entrance complex with theater, fee collection, and some offices, orientation, exhibits, picnic area • Primary entrance to national historical park • Grassy areas for special events • Negotiate for volunteer camping space outside national historical park • Primary bookstore location
SCHOOLHOUSE RIDGE JACKSON'S LEFT/ RIGHT FLANK	**Cultural Resources**	• Managed as battlefield landscape • Remove nonhistoric houses and structures • Restore landscape by removing former private campground • Historic structures will be evaluated in connection with restoration of cultural landscape
	Natural Resources	• Historic landscape will be modified through agricultural lease and vista clearing in some areas to maintain battlefield landscape • Some areas left natural • Close Harpers Ferry Caverns and John Brown Cave and remove man-made intrusions. May be open by permit only. • Return former Jellystone campground site to natural conditions
	Interpretation	• On-site interpretation of military focus, part of comprehensive Civil War tour • Historic demonstration area
	Visitor Experience	• Self-guided walking tours • Limited primitive group camping • Maintain parking, trails, and restrooms, and provide wayside interpretive exhibit
	Transportation	• Develop bus access with turnaround • Work with state to tunnel under U.S. 340 at former Bakerton/Bloomery Road for pedestrian access • Create parking on edges
	Administrative/ NPS Operations/ General	• Maintained to 1862 historic landscape through agricultural leases • Primitive "Historic Camp" for groups • Develop satellite maintenance location • Develop interpretive/hiking trails on existing roads • Encourage visitation; leave some areas natural

AREA	TOPIC	THE PLAN
POTOMAC FRONTAGE	Cultural Resources	• Restore landscape by stabilizing canal walls and headgate structure for rewatering of canal • Power plant rehabbed for interpretive use
	Natural Resources	• Manage wetland/aquatic environment in rewatered Canal (beneficial and adverse) • Manage natural resources for cultural landscape • Remove hazard and nonnative trees
	Interpretation	• Interpret dam, headgates and canal • Power plant building will house exhibits; turbine in power plant restored for interpretive demonstration • Occasional ranger-led tours
	Visitor Experience	• Fishing, observing nature, hiking • Self-directed tours and occasional ranger-led tours • Access by personal vehicle or hiking
	Transportation	• Access by personal vehicle or hiking
	Administrative/ NPS Operations/ General	• Managed for cultural and natural resources
SHENANDOAH CITY/ BULL FALLS	Cultural Resources	• Cultural resources to be identified and evaluated
	Natural Resources	• Preserve viewshed from river, maintain natural conditions
	Interpretation	• No onsite interpretation
	Visitor Experience	• Visitation not encouraged • Fishing • No on-site interpretation
	Transportation	• No access
	Administrative/ NPS Operations/ General	• Managed for natural resources and preservation of cultural resources
MURPHY FARM	Cultural Resources	• Evaluate Chambers/Murphy house for adaptive reuse for park purposes • Stabilize and preserve John Brown's fort foundation • Stabilize and preserve Civil War earthworks
	Natural Resources	• Nonagricultural lands managed for natural processes
	Interpretation	• Manage to reflect 1862-64 and 1894-1906 periods • Occasional interpretive tours • Historic house could be used for multiple NPS purposes.
	Visitor experience	• Self guided visit with occasional ranger-led activities • Restrooms and drinking water • Contemplative atmosphere, hiking, scenic overlook • Access by hiking trail • Interpret Civil War earthworks
	Transportation	• On bus route • Access by hiking trail and pedestrian bridge • Small parking area with bus turn-around
	Administrative/ NPS Operations/ General	• Agricultural lease used to maintain cultural landscape

AREA	TOPIC	THE PLAN
POTOMA WAYSIDE	**Cultural Resources**	• None known
	Natural Resources	• Modified to allow recreational access and experience • Nonrecreational areas managed for natural resource preservation
	Interpretation	• Primarily by river recreation companies
	Visitor Experience	• Upgraded restroom facilities may be provided by NPS or private company • Hardened access to river for take-out • The Potomac Heritage National Scenic Trail along the river may become a link between Short Hill, Potomac Wayside, and Harpers Ferry
	Transportation	• Evaluate parking/vehicle access with partners
	Administrative/ NPS Operations/ General	• Managed primarily for access to/from river • Minimal visitor facilities • Partnership with others for debris removal
COLLECTIONS		• Archives and collections move to new regional curatorial storage facility
OTHER ISSUES		• Work with outside entities to create recreational area on water • Intergovernmental maintenance facility outside national historical park boundaries • Limited public/private partnership Government controls outcome and mission • Must still get good "free" experience • Contracted audio tour (walking/auto) • Collect fair market value for agricultural leases • One visitor contact point • Entrance complex • Development of a park foundation to maintain facilities • Traveling collections brought to national historical park • Maintain core exhibits throughout national historical park

Mitigative Measures

Congress charged the National Park Service with managing the lands under its stewardship "in such manner and by such means as will leave them unimpaired for the enjoyment of future generations" (NPS Organic Act, 16 USC 1). As a result, the National Park Service routinely evaluates its actions and implements mitigation whenever conditions occur that could adversely affect the sustainability of national park system resources.

To ensure that implementation of the plan protects unimpaired natural and cultural resources and the quality of the visitor experience, a consistent set of mitigation measures will be applied to actions in this plan. The National Park Service will prepare appropriate environmental compliance (i.e., those required by the National Environmental Policy Act, National Historic Preservation Act, and other relevant legislation) for these future actions. As part of the environmental review, the National Park Service will avoid, minimize, and mitigate adverse impacts when practicable. The implementation of a compliance-monitoring program could be considered to stay within the parameters of National Environmental Policy Act and National Historic Preservation Act compliance documents, U.S. Army Corps of Engineers Section 404 permits, etc. The compliance-monitoring program will oversee these mitigation measures and will include reporting protocols.

The following mitigating measures and best management practices will be applied to avoid or minimize potential impacts from implementation of the plan actions.

Cultural Resources Mitigation

Actions outlined in this General Management Plan are subject to the requirements identified in the NPS Management Policies and DO-28 and its accompanying "Cultural Resources Management Guideline." In addition, compliance with Section 106 of the National Historic Preservation Act of 1966 (as amended), and its implementing regulations (36 CFR 800), the National Park Service must take into consideration the effects of the undertaking on resources either listed in or eligible for inclusion in the National Register of Historic Places.

To comply with these requirements, development of acceptable and appropriate strategies to mitigate any adverse effects resulting from implementation of the plan actions will be developed in consultation with the appropriate state historic preservation office, under the current Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and National Conference of State Historic Preservation Officers.

The National Park Service will preserve and protect, to the greatest extent possible, resources that reflect human occupation of Harpers Ferry National Historical Park. Mitigation measures could include, but are not necessarily limited to the following types of actions:

- Whenever possible, project design features will be modified to avoid impacts on cultural resources. New developments will be relatively limited and will be located on sites that blend with cultural landscapes. If appropriate, historic vegetative screening will be used to minimize impacts on cultural landscapes.
- Wherever possible, projects and facilities will be located in previously disturbed or existing developed areas. Facilities will be located to avoid known or suspected archeological resources.

- Archeological data recovery excavations will be primarily limited to sites threatened with destruction where protection or site avoidance during design and construction is infeasible. Should archeological resources be discovered, during construction or other NPS activities, work will be stopped in that location until the resources are properly recorded by the National Park Service and evaluated under the eligibility criteria of the National Register of Historic Places. If in the subsequent consultation with the appropriate West Virginia, Maryland, or Virginia state historic preservation office the resource is determined eligible, appropriate measures to either avoid or ameliorate further resource impacts necessary to mitigate the loss or disturbance of the resource will be implemented.
- If previously unidentified archeological resources or human remains are unearthed during construction activities, work in the discovery area will be stopped immediately, and the NPS superintendent and the contracting officer will be notified. Measures will be instituted to protect the remains, and the superintendent will notify the state historic preservation officer. Any artifacts found in association with the remains, funerary objects, sacred objects, and objects of cultural patrimony, will be left in place. If the remains were determined to be of American Indian origin, the superintendent will notify associated tribes according to the Native American Graves Protection and Repatriation Act and its implementing regulations.
- Mitigation measures for buildings, structures, and landscapes include documentation according to standards of the Historic American Buildings Survey/ Historic American Engineering Record/ Historic American Landscapes Survey (HABS/HAER/HALS). The level of this documentation will depend on the level of significance (national, state, or local) and individual attributes and be determined in consultation with the state historic preservation officer. When demolition of a historic structure is proposed, architectural elements and objects may be salvaged for reuse in rehabilitating similar structures, or they may be added to the NPS museum collection. In addition, the historical alteration of the human environment and reasons for that alteration will be interpreted to national historical park visitors.
- No national register-listed or -eligible building or structure will be removed without prior review by park and region cultural resource specialists, including approval by the regional director, and consultation with the appropriate state historic preservation office. Before a national register-listed or -eligible structure is removed, appropriate documentation recording the structure will be prepared in accordance with Section 110 (b) of the National Historic Preservation Act, and the documentation will be submitted to the HABS/HAER/HALS program.
- Prior to demolition of any national register-listed or -eligible building or structure, a survey for archeological resources in the general vicinity of the affected structure will be designed and conducted in consultation with the appropriate state historic preservation office. The



excavation, recordation, and mapping of any significant cultural remains will be completed prior to demolition to ensure that important archeological data that otherwise will be lost is recovered and documented.

- Avoid adverse impacts through following the guidelines presented in the Secretary of the Interior's Standards for Archeology and Historic Preservation, and the Secretary of the Interior's Standards for the Treatment of Historic Properties, with Guidelines for the Treatment of Cultural Landscapes.
- Encourage visitors through the NPS interpretive programs to respect and leave cultural resources undisturbed.

Natural Resources Mitigation

The following measures, when applied to a construction project or other surface-disturbing action, are intended to reduce the severity or scope of adverse impacts on natural resources from such a project. A construction project will also have site-specific environmental analysis completed before work begins. This analysis will also recommend additional mitigation specific to the type of project and its location.

Nonnative Species

Implement a noxious weed abatement program. Standard measures could include the following elements: ensure that construction-related equipment arrives on-site free of mud or feed-bearing material, certify all seeds and straw material as weed-free, identify areas of noxious weeds pre-construction, treat noxious weeds or noxious weed topsoil before construction (e.g., topsoil segregation, storage, herbicide treatment), and revegetate with appropriate native species.

Soils

Build new facilities on soils suitable for development. Minimize soil erosion by limiting the time that soil was left exposed and by applying other erosion control measures, such as erosion matting, silt fencing, and sedimentation basins in construction areas to reduce erosion, surface scouring, and discharge to water bodies. Once work was completed, revegetate construction areas with native plants in a timely period.



Threatened and Endangered Species and Species of Concern

Mitigation actions will occur during normal NPS operations as well as before, during, and after construction to minimize immediate and long-term impacts to rare, threatened, and endangered species. These actions will vary by specific project and area of the national historical park affected. Mitigation actions specific to rare, threatened, and endangered species will include the following:

- Conduct surveys for rare, threatened, and endangered species as warranted.
- Locate and design facilities/actions to avoid adverse effects on rare, threatened, and endangered species. If avoidance is infeasible, minimize and compensate adverse effects on rare, threatened, and endangered species as appropriate and in consultation with the appropriate resource agencies.
- Schedule construction to avoid critical seasons for local species.
- Develop and implement restoration and/or monitoring plans as warranted. Plans should include methods for implementation, performance standards, monitoring criteria, and adaptive management techniques.

Implement measures to reduce adverse effects of nonnative plants and wildlife on rare, threatened, and endangered species.

Vegetation

- Monitor areas used by visitors (e.g., trails) for signs of native vegetation disturbance. Use public education, revegetation of disturbed areas with native plants, erosion control measures, and barriers to control potential impacts on plants from trail erosion or social trailing.
- Designate river access/crossing points, and use barriers and closures to prevent trampling and loss of riparian vegetation.
- Develop revegetation plans for the disturbed area and require the use of native species. Revegetation plans should specify seed/plant source, seed/plant mixes, soil preparation, etc. Salvaged vegetation should be reused to the maximum extent possible.

Wildlife

Employ techniques to reduce impacts on wildlife, including visitor education programs, restrictions on visitor activities, and ranger patrols.

- Implement a natural resource protection program. Standard measures will include construction scheduling, biological monitoring, erosion and sediment control, the use of fencing or other means to protect sensitive resources adjacent to construction, the removal of all food-related items or rubbish, topsoil salvage, and revegetation. This could include specific construction monitoring by resource specialists as well as treatment and reporting procedures.

Water Resources

- To prevent water pollution during construction, use erosion control measures, minimize discharge to water bodies, and regularly inspect construction equipment for leaks of petroleum and other chemicals.
- Minimize the use of heavy equipment in waterways.
- Build a runoff filtration system to minimize water pollution from larger parking areas.
- Provide storm water management planning to protect water quality and quantity.



Wetlands

Delineate wetlands and apply protection measures during construction. Wetlands will be delineated by qualified NPS staff or certified wetland specialists and clearly marked before construction work. Perform construction activities in a cautious manner to prevent damage caused by equipment, erosion, siltation, etc.

Sustainable Design and Aesthetics

Projects will avoid or minimize adverse impacts on natural and cultural resources. Development projects (e.g., buildings, facilities, utilities, roads, bridges, trails, etc.) or reconstruction projects (e.g., road reconstruction, building rehabilitation, utility upgrade, etc.) will be designed to work in harmony with the surroundings,

particularly in historic districts. Projects will reduce, minimize, or eliminate air and water nonpoint-source pollution. Projects will be sustainable whenever practicable, by recycling and reusing materials, by minimizing materials, by minimizing energy consumption during the project, and by minimizing energy consumption throughout the lifespan of the project.



Additional Studies and Implementation Plans Needed

Other, more detailed, studies and plans will be required to implement specific actions. Baseline research reports provide the background and basis for making management decisions. These reports provide specific information regarding presence or absence of archeological resources, site history, site condition, appropriateness of further archeological survey and analysis, and other data necessary to make informed management decisions. These reports will need to be completed before more specialized planning studies are undertaken.

Archeological Overview and Assessment

This report describes and assesses the known and potential archeological resources in the national historical park. The overview section reviews and summarizes existing archeological data. The assessment section evaluates the data. The full report assesses past work and helps determine the need for and design of future studies. The report may be for the entire national historical park or for specific areas in the park. The report does not constitute an inventory of all archeological resources that may exist and does not include any archeological fieldwork.

Status: Two overviews, one for Maryland Heights and one for Loudoun Heights, have been completed. A third is in draft form and covers Bolivar Heights.

Archeological Identification/ Evaluation Studies

Archeological identification and evaluation studies report on the fieldwork undertaken to inventory and assess the significance of prehistoric and historic archeological resources in the national historical park area or a specific section of the park. Such studies are undertaken based on the recommendations made in the previous archeological overview and assessment reports.

Numerous major archeological identification and evaluation studies have been completed in the national historical park but have been limited almost exclusively to the Lower Town area. Smaller, focused, reports conducted for compliance with laws and regulations have been produced since the national historical park was established.

Four proposed identification and assessment studies have been noted and wait funding. These studies are at the Hall's Rifle factory, on Camp Hill, the Murphy Farm, and the Armory grounds. Additionally, this plan will result in the need to fund two additional studies, one for the Armory canal and one for the Schoolhouse Ridge battlefield.

Ethnographic Overview and Assessment

This basic report emphasizes the review and analysis of accessible archival and documentary data on national historical park ethnographic resources and the groups who traditionally define such cultural and natural features as important to their ethnic heritage and cultural viability. Removal of Native American populations in the region in the 18th century has dissociated the original inhabitants from their traditional lands.

Status: No ethnographic overview and assessment documentation has been prepared by or for the national historical park. None are currently proposed.

Cultural Affiliation Study

Using anthropological, archeological, ethnohistoric, historic, and other evidence, this study satisfies the need to identify cultural ties among past and present groups that used and may still use or relate to national historical park natural and cultural resources, including museum objects.

Status: No cultural affiliation study has been prepared by the national historical park. None is currently proposed.

Cultural Landscape Reports

A cultural landscape report provides a historical overview of a park or region and identifies and evaluates the cultural landscape within historical contexts. It identifies the need for further studies and makes recommendations for resource management and interpretation.

Status: The following studies are needed:

Cultural landscape report for Schoolhouse Ridge north
Cultural landscape report for Camp Hill
Cultural landscape report for Murphy Farm
Cultural landscape report for Bolivar Heights
Cultural landscape report for the Armory grounds

Cultural Resources Base Map

A base map (or maps) depicts all known historic sites and structures, cultural landscapes, long-distance trails and roads, and archeological and ethnographic resources. Documented troop movements may be included.

Status: The List of Classified Structures has been put into a Geographic Information System (GIS) format. All other surveyed and identified cultural resources are

mapped within individual reports and studies. This latter information has yet to be consolidated into the GIS system. The consolidation into one format has been proposed and is waiting funding.

UNESCO World Heritage Site Designation Project

The designation of Harpers Ferry National Historical Park as a UNESCO World Heritage Site is highly appropriate. The national historical park contains a rich collection of nationally and internationally known resources that could qualify it for UNESCO World Heritage Site designation. The National Park Service has assembled and is reviewing materials that could eventually lead to such designation.

Status: Underway and current.

National Park Service — Corps of Engineers Study of Flood Protection for the Lower Town

This study will bring together the expertise of two agencies to evaluate appropriate techniques for limiting the damage done by periodic floodwaters in the Lower Town. This will include measures currently in place and evaluation of more permanent solutions consistent with the preservation of the historic Lower Town.

Status: Current, with future study needed.

Resource Stewardship Strategy

This management plan will include exotics, pest control, deer management, fire management, native vegetation restoration, etc. in addition to management strategies for historic structures, cultural landscapes, and archeological resources.

Status: To be developed.

Boundary Study Update

An update of the 1989 boundary study will be undertaken to allow the National Park Service to reach out to adjacent communities, their planning and zoning professionals, and local landowners as a way to protect park values. Furthermore this will serve as a roadmap for the advocacy of partner organizations and future actions of Congress on behalf of the park.

Status: To be developed.

Special Resource Study

A special resource study would be undertaken to determine the appropriateness of adding the Shepherdstown Battlefield to Harpers Ferry National Historical Park.

Status: To be developed

Future Compliance Requirements

Cultural Resources

The following table summarizes undertakings that will require state historic preservation office (SHPO) consultation. The table lists the undertakings and notes whether or not additional SHPO consultation is required.

Natural Resources

The following lists some of the specific future compliance requirements for this plan related to natural resources.

- The National Park Service will consult with the U.S. Fish and Wildlife Service and state natural resource departments on future actions conducted under the framework described in this management plan. For example, construction or other disturbing activities in habitat for threatened and endangered species would require surveys to ensure that actions are not likely to adversely affect threatened or endangered species.
- A section 404 permit would be required from the Army Crop of Engineers for any construction involving a waterway.

Table 5. Future Compliance Required for Implementation of Specific Actions of the Plan

ACTION	COMPLIANCE REQUIREMENT
LOWER TOWN	
Rehabilitation of historic buildings for residences or offices on upper floors.	Further SHPO consultation necessary
Modification of "backyard" spaces for interpretive purposes.	Further SHPO consultation necessary
Location of historic structures marked or outlined on the green.	Further SHPO consultation necessary
Develop period authentic landscaping plan.	Further SHPO consultation necessary
FEDERAL ARMORY	
Locating and marking of Armory building foundations.	Further SHPO consultation necessary
Conduct archeological investigations prior to exposing/ ghosting foundations.	Further SHPO consultation necessary
Study feasibility of moving John Brown's fort back to original location.	Further SHPO consultation necessary
Fee kiosk needed at train station.	Further SHPO consultation necessary
HALL'S/VIRGINIUS ISLANDS	
Locating and marking of Armory building foundations.	Further SHPO consultation necessary
Wayside interpretive signs.	No further SHPO consultation necessary
Stabilize representative structural ruins	Further SHPO consultation necessary

ACTION	COMPLIANCE REQUIREMENT
LOUDEN HEIGHTS	
Preparation of preservation plan for Civil War defensive works (e.g., camps and earthwork fortifications).	Further SHPO consultation necessary
Remove nonhistoric Sherwood House and develop location as Civil War overlook with interpretation, parking, and vista clearing.	No further SHPO consultation necessary
Maintain existing trails and evaluate need for new trails.	No further SHPO consultation necessary
Restore historic military line-of-fire vistas for interpretive purposes.	Further SHPO consultation necessary
MARYLAND HEIGHTS	
Preparation of preservation plan for Civil War defensive works (e.g., camps and earthwork fortifications). Historic roads continue to be used and maintained.	Further SHPO consultation necessary
Restore historic military line-of-fire vistas for interpretive purposes.	Further SHPO consultation necessary
SHORT HILL	
Preparation of preservation plan for Civil War defensive works (e.g., camps and earthwork fortifications).	Further SHPO consultation necessary
Preserved as natural area, including viewshed (backdrop for view from Jefferson Rock)	No further SHPO consultation necessary
CAMP HILL	
Marking existing Storer building foundations.	Further SHPO consultation necessary
Rehabilitation of Shipley School.	Further SHPO consultation necessary
Rehabilitation and adaptive reuse of historic buildings' first floors for interpretation and upper floors for lease or NPS purposes.	Further SHPO consultation necessary
Development of satellite maintenance facilities in outlying locations.	Further SHPO consultation necessary
Development and implementation of period lighting plan.	Further SHPO consultation necessary
Landscape modified to represent college campus landscape.	Further SHPO consultation necessary
Historically appropriate tree species will be planted.	No further SHPO consultation necessary
BOLIVAR HEIGHTS	
Preparation of preservation plan for Civil War defensive works (e.g., camps and earthwork fortifications).	Further SHPO consultation necessary
Heights maintained as a battlefield landscape.	No further SHPO consultation necessary
Restrooms/drinking water.	Further SHPO consultation necessary
NASH FARM	
Preserve exteriors as dairy farm for original appearance.	Further SHPO consultation necessary
Field/meadow is maintained for agricultural purposes.	No further SHPO consultation necessary
Adaptive reuse of interiors at Nash Farm.	Further SHPO consultation necessary

ACTION	COMPLIANCE REQUIREMENT
POTOMAC TERRACE	
Adaptive reuse of Grandview School for Protection Division use.	Further SHPO consultation necessary
Exterior wayside panel at Grandview for interpretation as segregated school.	No further SHPO consultation necessary
CAVALIER HEIGHTS	
Construction of multipurpose visitor center entrance complex.	No further SHPO consultation necessary
Development actions requiring ground disturbance.	Further SHPO consultation necessary
SCHOOLHOUSE RIDGE BATTLEFIELD, NORTH AND SOUTH WORKS	
Preparation of preservation plan for Civil War defensive works (e.g., camps and earthwork fortifications).	Further SHPO consultation necessary
Remove houses and structures not eligible for inclusion in the National Register of Historic Places.	No further SHPO consultation necessary
Restore landscape by removing former private campground.	No further SHPO consultation necessary
Historic structures will be evaluated in connection with restoration of cultural landscape.	Further SHPO consultation necessary
Maintained to 1862 historic landscape through agricultural leases.	No further SHPO consultation necessary
Develop satellite maintenance facility.	Further SHPO consultation necessary
Develop interpretive/hiking trails on existing roads.	No further SHPO consultation necessary
Use of location as historic demonstration area.	Further SHPO consultation necessary
Development of restrooms.	Further SHPO consultation necessary
POTOMAC FRONTAGE	
Restore landscape by stabilizing canal walls and headgate structure for rewatering of canal.	Further SHPO consultation necessary
Power plant rehabbed for interpretive use.	Further SHPO consultation necessary
Turbine in power plant restored for interpretive demonstration.	Further SHPO consultation necessary
MURPHY FARM	
Evaluate Chambers/Murphy house for adaptive reuse for NPS purposes.	Further SHPO consultation necessary
Stabilize and preserve John Brown's fort foundation.	Further SHPO consultation necessary
Preparation of preservation plan for Civil War defensive works (e.g., camps and earthwork fortifications.	Further SHPO consultation necessary
Development of hiking trail.	Further SHPO consultation necessary
Development of parking area with bus turn-around.	Further SHPO consultation necessary
POTOMA WAYSIDE	
Upgrade toilet facilities.	No further SHPO consultation necessary
Hardened access at river take-out.	Further SHPO consultation necessary
Trail improved for safety or resource protection.	Further SHPO consultation necessary

[redacted]

National Park Service
U.S. Department of the Interior

Harpers Ferry National Historical Park
West Virginia, Maryland, Virginia

General Management Plan
Record of Decision

Approved:

Margaret O'Dell 12/3/10

Margaret O'Dell
Regional Director, National Capital Region
National Park Service

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

RECORD OF DECISION

GENERAL MANAGEMENT PLAN
ENVIRONMENTAL IMPACT STATEMENT

Harpers Ferry National Historical Park
West Virginia, Maryland, Virginia

The Department of the Interior, National Park Service has prepared this Record of Decision on the *General Management Plan/Final Environmental Impact Statement* (GMP/EIS) for Harpers Ferry National Historical Park. This Record of Decision includes a description of the background of the project, a statement of the decision made, synopses of other alternatives considered, the basis for the decision, findings on impairment of park resources and values, a description of the environmentally preferable alternative, a listing of measures to minimize environmental harm, and an overview of public and agency involvement in the decision-making process.

BACKGROUND OF THE PROJECT

The purpose of the General Management Plan is to provide a comprehensive direction for resource preservation and visitor use and a basic foundation for decision making for the park for the next 15 to 20 years. The plan prescribes the resource conditions and visitor experiences that are to be achieved and maintained in the park over time. The clarification of what must be achieved according to law and policy is based on review of the park's purpose, significance, and special mandates.

DECISION (SELECTED ACTION)

Description of the Selected Action

The National Park Service will implement the selected alternative as described in the Final GMP/EIS issued in May 2009. The selected alternative will provide greater visitor enjoyment, increased access to park locales, more varied interpretation, and new life and excitement to Harpers Ferry National Historical Park.

Under the selected alternative, visitors will enter Harpers Ferry National Historical Park at Cavalier Heights where a visitor contact station will be improved to provide better orientation for park visitors and information on the park's many resources. It will be the starting point for an expanded transportation system that will allow visitors to reach areas of the park such as the Murphy Farm, Schoolhouse Ridge and Camp Hill that were previously difficult to access without a car. It will also be a stop on the new Around-the-Park trail that will allow visitors to hike to all areas of the park.

Preserved historic buildings, period shops, exhibits, and outdoor furnishings will complement the interpretation provided by rangers and possible period artisans/demonstrators that will revitalize this area. Traveling exhibits will be sought to supplement interpretation provided within the park. A smaller information center and bookstore will remain but possibly in new locations. Park artifact and museum object storage will be removed from the historic structures and the space converted to office use or other types of storage.

The Federal Armory will retain its current access. A study of the feasibility of returning John Brown's Fort to its original location will be undertaken. The train station will become a secondary portal to the site with proposed excursion trains arriving from Washington several days of the week. The armory canal will be restored and rewatered with the turbine also restored for interpretive purposes. The power plant will be rehabilitated for exhibits.

Virginius and Halls Islands will be preserved as an archeological preserve with ruins stabilized and outlined and wayside exhibits explaining the history and industrial development that was here.

Camp Hill will be managed with a campus atmosphere reminiscent of the Storer College era. Additional signs and waysides will allow visitors to get the feel of the site. Museum exhibits now in Lower Town will be moved to one or more of the Storer College structures to better explain the importance of Harpers Ferry to the story of the civil rights movement in America. Several historic buildings from the military occupation of Camp Hill will be restored and adaptively used for park headquarters. The historic Shipley School on Camp Hill is currently in poor condition. Further consideration will be required to determine potential future use.

The historic Grandview School will be rehabilitated and enlarged for use by the park's protection division. The Nash Farm will be preserved as a dairy farm of the 1940s with its structures adapted for use as an environmental education center and outdoor laboratory

managed by the National Park Service or a National Park Service Partner. At the Murphy Farm, the civil war earthworks and the foundations of John Brown's fort will be stabilized, and the Chambers/Murphy House studied to determine the best use for it. A bus stop and trail to the earthworks and foundations will be developed. Restrooms and drinking water will also be developed at the site.

Schoolhouse Ridge will also be managed as a battlefield landscape with agricultural leases that maintain the 1862 appearance. The nonhistoric campground which has been closed since the 1970's will be removed and the Harpers Ferry Caverns restored to a more natural appearance. Nonhistoric structures will be removed. Onsite interpretation and occasional interpretive demonstrations with a military focus will be provided. Bus parking and trails will be developed.

At the Potoma Wayside, upgraded takeout facilities will be developed to facilitate river use. The takeout will be hardened and restroom facilities provided. To the extent possible, parking will also be upgraded. Interpretation will be provided by the concessioner.

On Loudoun Heights, the Sherwood House will be removed and the site developed as a Civil War overlook. All Civil War camps and earthworks will be stabilized as necessary. The majority of the site will be maintained for its natural resources. Short Hill will be managed similarly.

Maryland Heights will undergo stabilization of earthworks and fortifications as necessary and restoration of line of fire vistas. Historic roads will continue to be used and maintained. A more comprehensive level of interpretation will be achieved through wayside exhibits, site brochures and occasional ranger-guided hikes.

Summary of Anticipated Consequences

Impacts on historic structures, archeological resources, and cultural landscapes are not anticipated to be adverse. No impacts on water resources, floodplains, soils, vegetative communities, fish and wildlife, or lightscapes are expected to have more than a minor adverse impact. A beneficial impact on cave resources, no impact on special status species, and a minor adverse impact on state-listed species are expected. Both shortterm minor to moderate adverse impacts and long-term moderate beneficial impacts on soundscapes were identified. A beneficial impact on the visitor experience and short-term minor adverse/long-term beneficial impacts on National Park Service operations are anticipated. Implementing the selected alternative will have a long-term, beneficial effect on the economy of the gateway communities and a long-term beneficial effect on the regional economy.

Boundary Modification

No boundary modifications are proposed in the selected alternative.

Mitigating Measures/Monitoring

Historic Structures
All structures within the national historical park will be treated as eligible for inclusion on the National Register of Historic Places until officially determined otherwise. All proposed treatments and uses of historic structures will be undertaken in accordance with the *Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings,* and the National Park Service *Director's Order--28* , the *Cultural Resources Management Guideline.* All proposed work on historic structures will require prior consultation with the appropriate (West Virginia, Maryland, or Virginia) state historic preservation officer.
Cultural Landscapes
All cultural landscapes within the national historical park will be evaluated for inclusion on the National Register of Historic Places. The appropriate level of preservation for each landscape will be determined and, in accordance with "*The Secretary of the Interior's Standards and Guidelines for the Treatment of Cultural Landscapes.*"

Archeological Resources
A program of survey, identification and evaluation of archeological resources will be developed and initiated. Eligible sites will be nominated to the National Register of Historic Places. The condition of known sites will be periodically monitored and assessed in order to better preserve them. The appropriate state historic preservation officer will be consulted to determine the best means of conducting data recovery when needed and preservation/protection measures to be implemented during ground disturbance activities.

Exotic Species
A parkwide inventory of plants and animals will be completed and a program developed for reversing the destructive effects of exotic species. The landscape will be managed for native plant species in non-agricultural areas. Exotic species, where feasible and desirable, will be controlled or eliminated. Interpretive/educational outreach to visitors and neighbors will be provided to explain the purpose and need for exotic species management.

Integrated Pest Management
Pesticide use will be coordinated with CSX Railroad within park boundaries. The use of pesticides will be monitored to protect streams, rivers, and other riparian areas.

Soundscapes

Tour bus companies will be required to comply with noise reduction regulations. The level of noise output will be a consideration when procuring and using equipment.

Lightscapes
All new outdoor lighting throughout the national historical park will be designed to be the minimum necessary for safety or security and that prevents stray light from spreading upward into the night sky. Existing lighting that contributes to light pollution will be replaced with fixtures more sensitive to the resource.

Threatened and Endangered Species (T & E)
Federal, state, and locally listed T & E species will be inventoried, monitored, and managed. Research that contributes to knowledge of these species will be encouraged. Sensitive habitats will be maintained and enhanced and management plans will be modified to be more effective.

Water Resources/Wetlands
Streams and wetlands park-wide will be monitored and best management practices implemented for pollution generating activities and facilities. The use of pesticides and fertilizers will be minimized. The national historical park will work with other bay program partners to manage the Chesapeake Bay watershed as a cohesive ecosystem and work toward restoration, conservation and interpretation of the bay's resources. National historical park wetlands will be inventoried and sufficient buffer width established to reduce sediment loads entering the Shenandoah and Potomac Rivers and their tributaries. River banks will be stabilized and degraded sections of streams and wetlands restored within the national historical park.

Floodplains
A flood awareness, preparedness, and warning system is already in place to evacuate Lower Town and low-lying areas during flooding and to warn visitors of flooded areas of the park. No new mitigation is identified in the selected alternative.

Cave and Karst Resources
To the extent possible, caverns within the park will be restored to a more natural condition, with a more natural air flow and measures to encourage native bat habitat.

Transportation
The national historical park will work with the appropriate state department of transportation to minimize the impact of road work proposed for U.S. Highway 340 on the national historical park's natural, cultural, and visual resources. The national historical park will also work with the towns of Harpers Ferry and Bolivar to coordinate street work and minimize impacts on residents and on park staff and visitors.

OTHER ALTERNATIVES CONSIDERED

The "no-action" alternative (alternative 1) would have continued existing National Park Service management and trends. It serves as a basis for comparison in evaluating the other alternatives. In Alternative 3, Harpers Ferry National Historical Park would have become a gateway to the West Virginia, Maryland, and Virginia region through a cooperative visitor center complex at Cavalier Heights. Through the use of partners and concessioners the park would have increased its ability to bring life and activity to all areas of the park. This partnership would have allowed additional interpretation, preservation of additional historic resources, and maintenance of facilities as well as a seamless transportation system that served both the park and the local community. An Around-the-Park trail would have connected the park to the regional trail system. A new headquarters building and maintenance facility would have been constructed outside Camp Hill to allow restoration of the historic structures for interpretive purposes and the landscape to the Storer College period. The Shipley School would have been removed and the site landscaped.

BASIS FOR DECISION

Alternative 2 was the National Park Service preferred alternative and was selected because it allows the most visitor access to the most locations within the park via an expanded transportation system. The transportation system allows for improved access to the Murphy Farm, Schoolhouse Ridge, and the Nash Farm, and makes development of these sites as an interpretive focus possible. The selected alternative provides the opportunity to revitalize Lower Town that was lost over the years. It makes Camp Hill more of a focus of park interpretation with structures reflecting the period 1867-1955 and additional emphasis on the Storer College story. The selected alternative also call for improvements to the existing visitor contact station to function as the orientation and interpretive introduction to the park and its resources. The selected alternative places new emphasis on the workings of the canal system by stabilizing and re-watering the canal along the Potomac River and making the power plant an interpretive focus within the park.

Alternative 1 the, "no action" alternative, and alternative 3 do not provide the same level of site access, and do not provide the same diversity of interpretive themes as the selected alternative.

FINDINGS ON APPROPRIATE USE AND IMPAIRMENT OF PARK RESOURCES AND VALUES

Sections 1.5 and 8.12 of National Park Service *Management Policies 2006* underscore the fact that not all uses are allowable or appropriate in units of the National Park System. The proposed use (selected alternative) was reviewed and analyzed to determine consistency with applicable laws, executive orders, regulations, and policies; consistency with existing plans for public use and resource management; actual and potential effects to park resources; total costs to the National Park Service; and whether the public interest would be served. Therefore, the National Park Service finds that the selected alternative is an appropriate use.

Impairment occurs when, in the professional judgment of the responsible National Park Service manager, harm to the integrity of park resources or values (including opportunities for enjoyment of those resources or values) results from the proposed action. Whether an impact meets this definition depends on the particular resources and values that would be affected; the severity, duration, and timing of the impact; the direct and indirect effects of the impact; and the cumulative effects of the impact when combined with other impacts.

Impact topics analyzed in detail were historic structures, archeological resources, cultural landscapes, water resources (including wetlands), floodplains, soils, cave resources, vegetative communities, fish and wildlife, special status species, soundscapes, lightscapes, visitor use and experience, socioeconomic environment, and National Park Service operations.

In analyzing impairment in the National Environmental Policy Act (NEPA) analysis for this plan the National Park Service took into account the fact that if impairment were likely to occur, such impacts would be considered to be major or significant under Council on Environmental Quality (CEQ) regulations. The National Park Service guidance documents note that not all major or significant impacts under a NEPA analysis are impairments. However, all impairments to National Park Service resources and values would constitute a major or significant impact under NEPA. If an impact results in impairment, the action should be modified to lessen the impact level. If the impairment cannot be avoided by modifying the proposed action, that action cannot be selected for implementation.

After impact analysis, it was determined that because there would be no major adverse impacts to resources whose conservation is (1) necessary to fulfill specific purposes in the establishing legislation for Harpers Ferry National Historical Park; (2) key to the natural or cultural integrity of the park or to opportunities for enjoyment of the park; or (3) identified as a goal in relevant National Park Service planning documents, there would be no impairment of the park's resources or values as a result of implementing the selected alternative.

This conclusion is based on the Superintendent's professional judgment, as guided and informed by resource specialists, previous planning documents, consultation with appropriate federal and state agencies, and applicable laws and policies.

ENVIRONMENTALLY PREFERABLE ALTERNATIVE

The environmentally preferable alternative is determined by applying the criteria suggested in the NEPA of 1969, which is guided by CEQ. The CEQ provides direction that "the environmentally preferable alternative is the alternative that will promote the national environmental policy as expressed in NEPA's §101: (1) fulfill the responsibilities of each generation as trustee of the environment for succeeding generations; (2) assure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings; (3) attain the widest range of beneficial uses of the environment without degradations, risk to health or safety, or other undesirable and unintended consequences; (4) preserve important historic, cultural, and natural aspects of our national heritage, and maintain, wherever possible, an environment which supports diversity, and variety, of

individual choice; (5) achieve a balance between population and resource use which will permit high standards of living and a wide sharing of life's amenities; and (6) enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources."

Alternative 1 (no action) represents a continuation of the present course of park management. The no-action alternative would respond to resource impacts and visitor demands as they occur rather than formulating a plan to address potential issues proactively. Because of this, it lacks the range of diversity found in the other alternatives. It also does not provide as much resource protection as the other alternatives -- more resource impacts would be expected with increasing use levels in the no-action alternative. Thus, compared with the environmentally preferable alternative, the no-action alternative fulfills to a lesser degree the following national environmental policy goals:

- attain the widest range of beneficial uses of the environment without degradation (#3)
- preserve important natural aspects and maintain an environment that supports diversity and variety of individual choice (#4)
- achieve a balance between population and resource use (#5)

Alternative 2 (environmentally preferable alternative and the selected alternative) provides a high level of protection of natural and cultural resources while concurrently providing for a wide range of neutral and beneficial uses of the environment, fully meeting goals 3 and 5. This alternative integrates resource protection while maintaining an environment that supports a diversity and variety of appropriate visitor uses, fully meeting goals 2 and 4. The selected alternative surpasses the other alternatives in realizing the national environmental policy goals.

Alternative 3, through zoning, has a slight reduction in the size of developable portions of the national historical park, which would partially fulfill resource preservation goals (3 and 4). Visitor use opportunities at Harpers Ferry would be expanded fulfilling visitor experience goals 2 and 5. However, with the expansion of trails on Short Hill, there could be a greater potential for impacts on bald eagles, a state listed species. Thus, alternative 3 does not meet the policy goals as well as alternative 2 regarding attainment of the widest range of beneficial uses without resource degradation and risk to health or safety and preserving important cultural and natural resources.

After analyzing each of the alternatives with all applicable goals, the planning team has determined that the environmentally preferable alternative for Harpers Ferry National

Historical Park is alternative 2, the National Park Service preferred alternative and the selected alternative.

PUBLIC AND AGENCY INVOLVEMENT

The Notice of Intent (NOI) to prepare this Environmental Impact Statement was published in the *Federal Register* August 28, 2003. The NOI indicated the beginning of the initial scoping period, during which comments were accepted through January 2004. The first newsletter, issued at that time described purpose and significance statements for the park, as well as identified preliminary issues. Public scoping meetings were held in January 2004 in Shepherdstown and Harpers Ferry, West Virginia. The National Park Service also met with city, county, and state agencies several times in 2003 and 2004. The National Park Service received over 200 comments in the meetings and on mail-back comment forms included in the first newsletter which were considered by the planning team when developing the alternatives.

A second newsletter, distributed in May 2004, described the range of preliminary alternatives for managing the national historical park. Numerous comments were received in response to this newsletter that offered ideas on how to improve the alternatives.

About 3,200 copies of the *Draft GMP/EIS* were mailed for public and agency review in August 2008. Two meetings with the public and one with county commissioners were held in September 2008 to receive comments on the draft plan. An additional public meeting was held in June 2009 in Bolivar, West Virginia. A total of 24 people attended these meetings.

In addition to comments received at the meetings, the National Park Service received 34 written and electronic comments on the EIS. Several comments requested clarification or additional explanation of specifics in the alternatives or the environmental analysis. Others provided additional information or suggested ideas to add to the plan. No substantive comments were received but the National Park Service responded to all comments in the final GMP/EIS.

Consultation and Coordination

A number of meetings were held with city, county, and state agencies to discuss possible planning issues and preliminary alternatives. Comments on the draft plan were received from several state agencies and the Environmental Protection Agency.

Section 106 Consultation (National Historic Preservation Act)

Agencies that have direct or indirect jurisdiction over historic properties are required by Section 106 of the National Historic Preservation Act of 1966, as amended (16 USC 470, et seq.) to take into account the effect of any undertaking on properties listed or eligible for listing in the National Register of Historic Places. To meet the requirements of 36 CFR 800, the National Park Service sent letters to the state historic preservation officers in West Virginia, Maryland, and Virginia, and the Advisory Council on Historic Preservation on January 6, 2004, informing them of the planning process and inviting their participation. These offices were also sent a copy of the draft GMP/EIS. A response was received from the Maryland State Historic Preservation Officer concurring with the National Park Service selected alternative (November 17, 2008). Neither Virginia nor West Virginia provided comments on the draft GMP/EIS.

Implementation of this GMP/EIS will be undertaken in accordance with the 2008 Programmatic Agreement among the Advisory Council on Historic Preservation, the National Conference of State Historic Preservation Officers and the National Park Service. Under that agreement, actions meeting the criteria for a Streamlined Review Process do not require further consultation unless specifically requested by the involved state historic preservation officer. All other actions proposed in the plan must undergo further review under Section 106 of the National Historic Preservation Act of 1966, as amended.

Section 7 Consultation (Endangered Species Act)

During the preparation of this document, National Park Service staff consulted informally with the U.S. Fish and Wildlife Service offices in West Virginia, Maryland, and Virginia. The list of potentially affected threatened and endangered species was compiled using lists and information received from the U.S. Fish and Wildlife Service.

In accordance with the Endangered Species Act and relevant regulations of 50 CFR Part 402, the National Park Service determined that the GMP is not likely to adversely affect any federally threatened or endangered species and sent a copy of the draft GMP to the U.S. Fish and Wildlife Service with a request for written concurrence. Responses received indicated that the various U.S. Fish and Wildlife Service offices had no comment or issues with the draft GMP/EIS.

The National Park Service has committed to consult on future actions conducted under the framework described in this GMP/EIS to ensure that such actions are not likely to adversely affect threatened or endangered species.

CONCLUSION

As described in the *Mitigation Measures/Monitoring* section, all practical and feasible means to avoid or minimize environmental harm from the selected alternative have been identified. Because there would be no major adverse impacts to resources whose conservation is (1) necessary to fulfill specific purposes in the establishing legislation for Harpers Ferry National Historical Park; (2) key to the natural or cultural integrity of the park or to opportunities for enjoyment of the park; or (3) identified as a goal in relevant National Park Service planning documents, there would be no impairment of the park's resources or values. After a review of potential effects, the alternative selected for implementation will not impair park resources or values and will not violate the National Park Service Organic Act.

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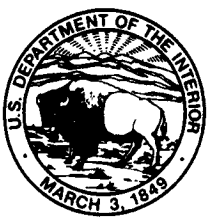
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